Technical Education and Vocational Training in Myanmar

System Analysis and Proposals for an Engagement in the sector by the Swiss Agency for Development and Cooperation (SDC)

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Structure of Report

Acronyms

acronym	designation
ADA	Austrian Development Agency
ADB	Asian Development Bank
AGTI	Associate of Government Technical Institute (Myanmar)
ASEAN	Association of South-East Asian Nations
AusAid	Australian Government Overseas Aid Program
CESR	Comprehensive Education Sector Review
CHF	Swiss Franc (1 CHF = 1.07 $; = 939 Kyat)
COEL	Centre of Excellence for Leather Skills (Bangladesh)
CS	Cooperation Strategy (of SDC)
CVT	Centre for Vocational Training (Myanmar)
E+I	Employment and income (unit at SDC head office)
EU	European Union
G2G	Government-to-government
GIZ	Gesellschaft für Internationale Zusammenarbeit (Germany)
GTC	Government Technical College (Myanmar)
GTHS	Government Technical High School (Myanmar)
GTI	Government Technical Institute (Myanmar)
HTI	hotel training initiative (project proposal)
ILO	International Labour Organisation
IOM	International Organisation for Migration
JICA	Japan International Cooperation Agency
LED	Liechtenstein Development Service
LuxAid	Luxembourg Agency for Development Cooperation
MoA	Ministry of Agriculture and Irrigation (Myanmar)
MoE	Ministry of Education (Myanmar)
MoH	Ministry of Health (Myanmar)
MoHT	Ministry of Hotels and Tourism (Myanmar)
MoI	Ministry of Industries (Myanmar)
MoL(ESS)	Ministry of Labour (,Employment and Social Security) (Myanmar)
MoST	Ministry of Science and Technology (Myanmar)
MoSW	Ministry of Social Welfare, Relief and Resettlement

MoU	Memorandum of Understanding
MTU	mobile training unit (project proposal)
NATALA	Ministry for Progress of Border Areas and National Races and Development
NGO	Non-Governmental organisation
NRC	Norwegian Refugee Council
NSSA	National Skills Standards Agency
NSTB	National Skills Testing Board
NVQ	National vocational qualifications
ODA	Overseas Development Assistance
PPP	Public private partnership
ProDoc	Project Document
R&D	Research and development
RPL	Recognition of prior learning
SDC	Swiss Agency for Development and Cooperation
SE	South-East
SEZ	Special Economic Zone
STC	Short training courses
TITI	Training Institute for Technical Instruction
ToR	terms of reference
ToT	Training of trainers
TVE	Technical and vocational education
TVET	technical and vocational education and training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children’s Fund
USD	US $ (1$ = 881 Kyat)
VELA	Vocational Education Laos (SDC/GIZ joint donor support for Lao Government)
VET	vocational education and training
VSD	vocational skills development
VT	Vocational training
VTC	Vocational training centre
WB	World Bank

1 Abstract

The SDC-appointed mission on TVET system and possible support measures in Myanmar took place from March 6 to March 21. This report presents findings, conclusions and recommendations for possible SDC-supported projects in the sub-sector of TVET.

The team has assessed TVET with emphasis on the so-called non-formal streams and found that SDC should support the country in in improving quality and equality of the system by improvements in the delivery system (micro-level), in the regulatory system (meso-level) and on the level of policy dialogue and policy formulation, especially in the context of the CESR.

When proposing future support measures the team realised that information about supply and demand of the workforce is still sketchy, and therefore any project proposal would have to be designed and realised with sufficient adaptability. Accordingly, the principles of “geographical mobility”, “programme flexibility”, “responsive engagement with varying partners” and an “opportunity-driven” concept of growth and up-scaling were used, when proposing interventions for the upcoming phase of SCD’s engagement during 2013 and 2017.

The following projects (or programme components) are proposed:

1. On the micro-level, i.e. the direct delivery of training services to target groups, that are disadvantaged in terms of access, eligibility, affordability, or ability to participate:

   a. A **hospitality training initiative** (HTI), to open up employment opportunities in a fast growing and notoriously undersupplied economic sector; this project shall be realised basically through private sector initiatives at the level of participating hotels and a suitable business association. A tentative output target of 500 graduates per year appears as possible; the tentative budget for this support could be in the tune of 5 million CHF.The project would rely on existing (and partially under-utilised) training capacities, generated by leading hotels.Competency levels could be 1 up to 2, after a “dual” training period of approximately one year.

   b. **Strengthening of the CVT** (an already existing proposal confirmed by the team); this project –in parallel to providing access to excellent crafts training as well as to well-paid jobs in various industries - shall demonstrate the advantages of “dual” training and generate a systemic impact onto the system at large. The annual output of this component could be around 250 trainees per year and the SDC-budget will be around 5 million CHF.The competency would be at levels 3 or 4, with a training duration of several years.

   c. **A Mobile Training Unit concept**(MTU) to operate in SDC’s preferred areas of the South-East, where it is intended to bring relevant TVET courses in a wide range of occupations to rural areas. This project is to try out a new delivery approach by transporting equipment and trainers to various rural locations and use local resources (space). This approach is geared to increase access, affordability and suitability of learning conditions for young people who would otherwise excluded from education and training at an early age. The target group is characterised by migration, displacement, post-conflict traumata – and basically a lack of employment and business opportunities in their rural settings. Mobile units would operate from a “hub” and roam through their catchment areas. Training durations would be

measured in weeks. In addition this project should also improve existing informal apprenticeship systems and allow such apprentices to have their competencies recognised in an RPL process under the emerging qualifications framework. The annual output of this component would gradually increase, as the approach shall start in one of two States and then be expanded into other areas of the South-East. A target of 1000 graduates per year appears as desirable. The tentative budget is presently calculated at over 9 million CHF. The competence level would be at the lower levels (1 or 2), with a possibility of upgrading courses.

2. On the macro and meso-levels SDC is advised to assist in the formulation of good reform policies and strategies and help the TVET system to become regulated in an efficient and quality-conscious way.

    a. Macro level:
    In general SDC is advised to take part in existing and emerging opportunities of **policy dialogue** with Government, private sector and other donors. SDC, due to their rich and long-time experience in almost all countries of the region (especially: Nepal, India, Sri Lanka and Vietnam) has a wealth of experience and connections to inject and to make support available on a peer-to-peer basis. In specific, SDC is advised to become a contributing partner of the ongoing **CESR activities**, with emphasis on the TVET subsector. For the latter one million CHF should be earmarked, covering the remaining period of this activity (ending in 2014).

    b. Meso level:
    With expected legislation on Employment and Skills Standards, the non-formal TVET system is likely to undergo a strong reform process, where the objectives of access, relevance, transparency, permeability, overall throughputand more secure funding will be addressed. The issue here is, that the organisation expected to be in charge, the **NSSA**, would find themselves overwhelmed with duties and underequipped in terms of capacity. SDC is advised to provide pinpointed support in the crucial area of competence assessment. In addition SDC should equip the NSSA with an investment instrument to bring to life idle training capacities of various providers. The tentative budget for this part could be in the tune of 4 million CHF.

The proposed projects (or components) contain various levels of risks. This is especially the case with the MTU, as it will operate in a difficult environment and has hardly any previous experience or seasoned providers in the country to draw on with regard to the proposed delivery approach. The HTI, while also a novelty in its approach, need to gain experience as it moves along, but it will have a less risky partnership structure (leading hotels and a prominent association). In contrast CVT is an experienced and performing partner with an existing, well developed relationship to Switzerland. Engagement on macro- and meso levels is – as always- dependent on the dynamism of the TVET reform process, and progress will be hard to predict. However, these interventions should be treated in an “opportunistic” way, i.e. SDC should accelerate their support, when things are moving forward, and become less engaged when there is a slowdown in the reform process.

2 Introduction

2.1 Purpose of Mission, Team and Timing

The purpose of the mission is to provide SDC with all elements, arguments and recommendations as well as the necessary information to concretise its engagement in the TVET sub-sector of Myanmar, according to the principles of the country strategy preparation. [1]

The mission and its process have a strong knowledge content and should offer the following opportunities:

- For SDC to intensify contacts and enter into negotiations with responsible national stakeholders in the sector (regulatory, funding and implementing partners, etc.);
- Improve SDC profile in Myanmar as a recognized and experienced TVET supporter in the region and in the world;
- SDC to join forces with other development partners to support dual training concepts in appropriate manner for the Myanmar context;
- SDC to contribute to promote TVET delivery by private sector establishments;
- SDC to analyse and take position in respect to the CESR provisional findings about the TVET sector in Myanmar.

In order to meet the expected outcomes and purposes of the mission, a team of experts under the direct supervision and overall direction of the SDC Director in Yangon. The team consisted of Dr. Gunter Kohlheyer, international TVET specialist (team leader), Dr. Sam Sideth Dy from Cambodia, Ms. Beatrice Ferrari, SDC program manager from SDC Headquarters and Mr. Nay Myo Zaw, National Program Officer from SDC Office in Yangon.

The team reviewed several recent studies and reports from both the Myanmar Government and the Development partners including existing regulations, law and policy for TVET in Myanmar. The team continued to discuss with various development partners, the union ministries, state governments, public, NGO and private TVET providers. The mission team began the meetings and discussions with the key players and stakeholders in vocational skills development from March 6 to March 20 [2]and had a public debriefing sessions with those key players and stakeholders on March 21, 2013. [3]

2.2 Approach and availableInformation

The team was confronted with a situation where information about workforce demand and supply by means of TVET is scarce. The Comprehensive Education Sector Review (CESR), after its phase of rapid assessment, has shed more light on the market situation, but it is still impossible to develop a comprehensive understanding of the "where from" and "where to" of the workforce. Needless to say, that on this basis prognostic information is even more difficult to generate. Under such circumstance any recommendation for improvement and expansion of the TVET system runs the risk

1 See annex 7.1 for the terms of reference.
2 See annex 7.2 for the schedule of visits and 7.4 for a summary of important meetings.
3 See annex 7.5 for the report-out at this event.

of being based upon false assumptions. But one may safely state that the annual supply of trained manpower, especially on the sub-professional level, is far too low (estimated around 10 thousand graduates per year) as compared with the overall workforce in the national economy (roughly 30 million). Alone a 'natural' replacement demand would need over 500 thousand 'fresh' workers per year – out of whom probably 50% would be needed on semi-skilled and skilled levels. On top of that would come the demand caused by economic growth (about 6%) – adjusted by productivity gains and sectorial shifts (shrinking of labour-intensive agricultural sector).[4]

Another general hypothesis holds that TVET is not inclusive, denying or aggravating access to the system for various groups of disadvantaged persons (syndrome of low education, remote location, little income, socially uprooted, gender bias; more on access barriers on page 21). While information on TVET system and on the employment system at large will gradually improve, SDC is advised to decide on their engagement in TVET (focus on vocational skills development 'VSD') despite the obvious lack of information. (The dimensions of 'imperfect' information are depicted in the diagram below; data may be incomplete, inaccurate, uncertain, misinterpreted or just too old to be trusted.) Decisions under uncertainty are not unusual, but they need a risk-taking attitude. There are certain project characteristics, though, which can reduce risks and increase resilience and adaptability of a project, when it finds itself in troubled waters. Such features -along with some rules- are explained below; they were used as guidelines for the recommended project designs (chapter 5).

Mobility

A geographically mobile [5] TVET delivery concept means that the location of training courses is variable, and can respond to special and varying needs. Typically the training equipment must be transportable. Mobile training units my come in the form of a "rolling" class lock stock and barrel, or in terms of "transportable and unloadable equipment" or, in its simplest form delivered by peripatetic (= travelling) instructors. Mobile training has advantages in terms of improved access for people who live away from the usual concentration of services (including education) or who would find it difficult to commute to such centres (for instance when they need to earn a living as helping family members). Mobile delivery is also an advantage when in certain locations saturation effects become evident. Mobile training also can reduce the costs of training borne by the individual trainee (cost of travel and lodging, but most of all opportunity cost), and insofar become more affordable for the poor. Mobile training in technical education finds its limits in size, weight and volume of equipment that can be shifted around by trucks or vans. Mobile training makes use of "external" facilities (e.g. space, where the equipment is put up) and thus reduced some of the cost.

As a rule one may conclude for the project ides floated below: Do not operate in one fixed location with a high level of fixed assets, as saturation of both social and economic demand might occur and lead to underutilisation of capacities; allow mobile training or relocation of installations; do not invest too much in one large centre. Mobile training is an answer to limited access, lack of affordability and exclusion, and thus of **high importance**. The concept is not without particular risks and difficulty. It needs a careful trial phase for each proposed catchment area.

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4 A study proposed to SDC by ILO for execution during 2013 is to review the skills demand on a sector basis and examine the existing mismatches between the supply and demand. It is also to analyse growth trends in selected economic sectors, various factors affecting economic growth, untapped local opportunities and investment climate, among others. Findings and recommendations from this study will as well feed into CESR Phase II.

5 Mobility, in another connotation, means that TVET graduates have a choice of jobs to choose from (horizontal mobility), or that they are likely to climb up an occupational career ladder (vertical mobility).

Flexibility

A flexible TVET delivery concept makes use of (a) competencies which cut across a wider range of jobs, (b) variability in course content (e.g. through a mixture of compulsory and optional modules (c) multi-purpose equipment that can be used across a range of occupations, (d) training on increasing levels of competencies (typically in alignment with qualifications frameworks). With flexible training concepts one can escape the problem of wrongly predicted market demand, rapidly changing technology and market over-supply.

As a rule one may conclude in the case of Myanmar: Do not offer training for a pre-determined range or cluster of occupations, as this could be based upon erroneous projection of demand; keep a reserve of funds to be invested in new, upcoming trades or technology; also design training in a broad (not overly specialised) way; keep pre-employment training short and allow for further training with updating, upgrading and retraining modules as to adjust to changing market conditions. Flexibility is of **high importance** in the given context, as to avoid mis-investment and forgone impact.

Responsive Engagement

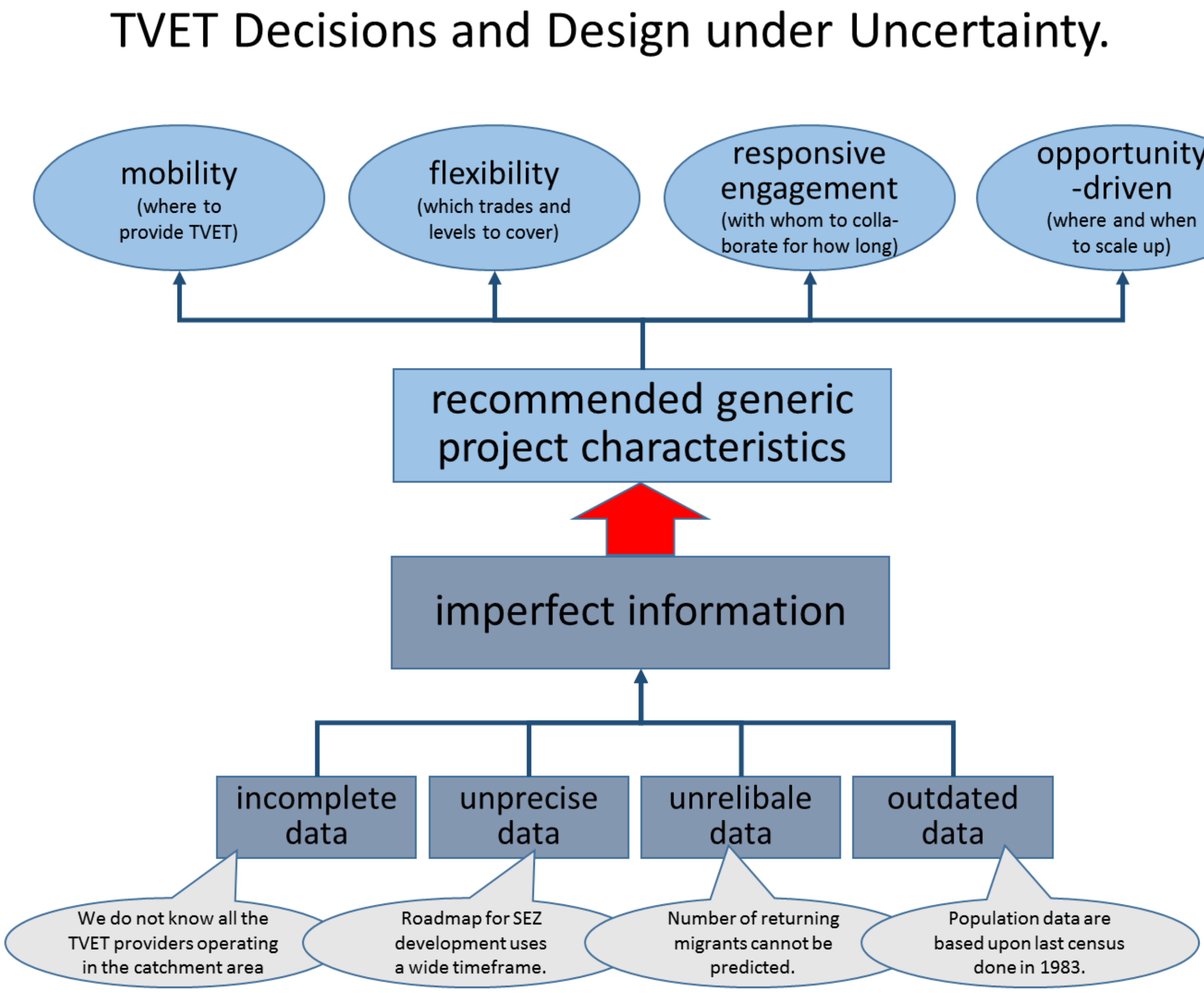
On the micro-level this principle could mean that the supporter of TVET (=SDC) works with a varying range of training providers (public, as well as private) instead of concentrating its support on only one partner. Intensity and duration of the engagement may depend on the fruitfulness of the collaboration with the partners. In concrete terms this could mean that partnerships are tried out and tested, continued or discontinued, scaled up or scaled down, and that new, more promising partners may come on board, while other ones, less promising partners will be excluded. This could prevent wastage of energy when conditions are not conducive, and resources be re-allocated where things are moving faster and with lesser friction.

As a rule one may conclude in the case of Myanmar: Do not engage with only one (or few) partners for unnecessarily long periods;learn andunderstand different business partners' different needs and strengths; allow for dis-engagement and re-engagement when partnerships do not develop as expected; allow new (more promising) partners to come on board. The concept could improve efficiency and effectiveness of aid, but it cannot be applied in any circumstance. It is of **importance but not an essential** modus operandi.

Opportunity - driven

This principle concerns the issues of growth and scale. As experience and common practice show, most projects are allowed to start small, but are expected (and indeed often required by their KPIs) to have a steep growth plan andtrigger replication of a chosen concept or a specific delivery model.The growth strategy of such projects contain strong (and often heroic) assumptions, which are beyond a project's manageable interest; however, such growth or replication must not be forced "upstream", when the environment is not conducive. An opportunity-driven concept rather allows projects to grow in an organic way, where it identifies opportunities and triggers growth there.As a rule one may conclude in the case of Myanmar: Project strategy as well as project management should allow for variations of a model to adapt itself to the opportunity. Speed of replication should be perceived as a resultant rather than a determinant variable in the game.This principle is **desirable**, but often violated in project design and evaluation criteria.Its application will lead to realistic and adaptable expectations and encourage project management.

The next diagram attempts to visualize these principles at one glance. Examples of information deficits, as encountered during the team's research, are given at the bottom row.



3 Background

3.1 Context of SDC Engagement

Switzerland's engagement in Myanmar [6]

Switzerland is intensifying its relationship with Myanmar. Among other activities, the Swiss Agency for Development and Cooperation (SDC) started a development cooperation program, planned over the period of 2013 – 2017. Foreseen are four domains of cooperation: (i) employment and vocational skills development;[7] (ii) agriculture and food security; (iii) health, social services and local governance; and (iv) promotion of peace, democratisation and protection. Additionally, gender equality, good governance, as well as climate change and disaster risks reduction are compulsory transversal themes to be addressed in all projects. The target population are the disadvantaged poor women and men of all ethnicities. Switzerland will align its aid to the development priorities of the country and harmonise its interventions with the other development partners in the country, thus abiding by the Naypyitaw Accord for Effective Development Cooperation, adopted in January 2013.

The cooperation strategy constitutes the reference framework for this study. The overall goal being that "Swiss cooperation contributes to political, social and economic transitions in Myanmar that aim towards a peaceful, inclusive and equitable society practicing democratic governance". While the goal in reference to TVET is "Systemic changes in the vocational skills sector enable disadvantaged women and men in peri-urban and rural areas of all ethnicities to have access to appropriate skills for decent employment or self-employment and to benefit from higher income

Country context and development goals in relation with VSD [8]
Situation of the economy: need of relevant skills and competencies to grow
The Myanmar economy is primarily rooted in the primary sector: 70% of the labour force is employed in agriculture, which is declining, and represents only 1/3 of GDP. Many low skilled workers quit the rural areas and migrate nationally or internationally. It is estimated that 10% of the total populations (about 4 million persons) work abroad either legally or illegally.

Governmental and economic demand for VSD:
In January of 2013, the government presented to its development partners a comprehensive framework for economic and social reforms to promote democracy, peace and generate inclusive growth and development. Poverty is to be reduced among other measures with private sector growth. Indeed, the manufacturing and service sector being very small, they offer rare jobs to low skilled workers and the government intends to make them grow. For this purpose, improving the availability and quality of vocational skills training is key for the private sector to obtain relevant competencies and not 'shop' abroad to fill in the positions in Myanmar. At various levels the government is assertive about vocational training: the MoE recommends (around the CESR) to improve vocational training in order to address the private sector and workers' needs. They recognise the necessity for the training to be close to the realities of companies and not aim only at higher education, but rather target the middle skilled personnel. (Priority Programme, National Level Education Development Plan 2012). The comprehensive education sector plan is being prepared, under the leadership of the ministry of education by various national entities and the donor

[6] Information from the draft country strategy Myanmar, version April 8th

[7] Vocational Skills Development (VSD) is a term commonly used by SDC for vocational and technical training; it contains an inherent emphasis on training for disadvantaged persons, and for training systems not necessarily included in the so-called formal systems of education. In this report we prefer to use VET or TVET, as internationally more common terms.

[8] Information from the draft country strategy, as well as the technical annex of the CESR first report + findings in the mission + background documents for CESR meeting on March 29th

community. This process, the CESR just completed its first phase of rapid assessment of the education sector, of which TVET is a part and is embarking in the detailed analysis that should culminate in mid-2014 with a prioritised, costed and reliant plan to implement improvements in the education sector in general.

The rapid improvement of the VSD sector will be decisive for the future start of the ASEAN community in 2015, where the worker is to be free of circulation within the region.

Demand from potential trainees for VSD
Every year, about 1 million young people drop out of compulsory school, but only about 10% access vocational skills training. Moreover, 60% of those don't finish their training, not being in the position to afford the cost of not working, in view of the poor additional skills they would get in the training.

Situation of VSD Offer in Myanmar:
The TVET sector is extended on paper but it is not coherently regulated, nor managed, with 14 ministries offering their own training in 459 public training institutions, aimed primarily at their own staff. The infrastructure and courses are outdated, if existing. Poorly paid, the teachers and trainers often "complement" their salaries with "private tuition". In addition, private offers exist, but mostly do not offer courses leading to 'official 'certification. The offer is mainly concentrated in the urban areas. The result is that the system is underused and not relevant to the economy.

Situation of VSD in the government
There is no coordination mechanism at the level of ministries. However at the ASEAN level, coordination and cooperation is happening in the recognition of skills and certification and the implementation at the regional level of competency based curricula. The ministry of Labour is in charge of representing Myanmar at the regional level, as well as of adapting the competence system in the country accredit training facilities and approve curricula, as well as the general certification. Nevertheless, other ministries don't know or don't recognise this role, the private centres mostly don't know about it and the MoL has only 3 training centres to implement programs for demonstration. Presently, a bill is waiting to be discussed in the parliament, presented by the MoL, the "employment and skill development law ", which will establish the NSSA (national skills standard authority- chaired by the MoL) and foresees a tax to be paid by the employer in order to finance the sills development and training,
At the policy level, the comprehensive education sector review, involves all the relevant donors, but far to involve all ministries. Coordination is happening between the ministry of education, the ministry of science and technology, as well as with donors around the CESR. Nevertheless future collaborating will be a challenge as the ministries do not collaborate with one another and have sometimes conflicting initiatives. Let aside collaboration with the private sector, which is not 'booming'

Funding
Aside from the foreseen levy tax, funding for formal TVET seems scarce. The equipment and the general state of the training institutes reveals the disarray in which the training centres are, The budget is allocated yearly centrally at the ministry level, when the responsibility for training is already decentralised at the provincial government level. Given the commitment of many donors, funding will not be a problem in the end, however, the change of paradigm is still to be made.

Expression and negotiation of demands for VSD are incipient:
The private sector, with its current organisation is a weak voice to express needs and contribute to the shaping of vocational training. In turn, the labour unions are rather young entities in the country, and don't take a stake in the TVET dialogue. The social and economic demand can only did not extrapolate, as also at the SDC in Bern, no clear-cut leadership emerges nor does a political statement in VSD.

Domain goal employment and income for SDC
As a consequence, for SDC, the expected outcomes of its intervention in employment and income (including VSD) at the strategy level are:
"1. Access to relevant vocational skills development offers that further decent employment and self-employment and higher income gains. Relevance will be pursued through clear labour market orientation, dialogue and partnership with private sector that implies the adaptation of the principles of the dual vocational skills model to the Myanmar context, with a focus on youth and the challenge of rural economic transitions.
2. Contribute to systemic sector changes to enhance the responsiveness of the VSD sector to national and regional labour markets demands."

Development partners panorama in TVET
The rapid influx of foreign presence, commercial, donors, private or governmental is striking. ODA in Myanmar will increase rapidly, from the present USD 7 per capita, but the absorption capacity, it very limited. The 'development' marked is almost none existing in the country, with very few skilled professionals or organisations trained and able to provide services to development partners.

Geographical Focus
In the cooperation strategy 2013-2017 for Myanmar, Switzerland defined the greater south east region (Kayah State, Kayin State, East Bago, Mon State and northern Tanintharyi) as priority areas of intervention, based on: The relative security of the peace processes that started and which Switzerland supports and wishes to see extended. Settled peace agreements allow development cooperation to start in some parts of the region. SDC intends to: Build on the experience and network SDC has in working since 2008 in this region with the humanitarian aid intervention (after Narguiz); Poverty indicators are high; the region is ethnically mixed and ha potential to diversify its economy mostly based on agriculture. However, a more inclusive governance structure and the building of infrastructure is key for the future development The government foresees to construct "special economic zones "in the tourism sector as well as in the manufacture and industry sector, by using foreign investments Both sectors, as well as the agriculture (rubber plantations) are the be the main lines for growth and development and offer of new jobs. Along the border with Thailand the region witnesses intense movements in terms of migration and trade (legal and illegal). About 140'00 persons are still in refugee camps on the Thai side of the border and might return to this region in the next few years.

3.2 TVET Development Goals (tabular diagnostic overview)

SDC's Objectives and Principles of TVET Interventions		
SDC Strategy Elements	**Situation encountered in Myanmar TVET**	**Hints for Intervention**
Equity / Inclusion /Access"*Disadvantaged women and men in peri-urban and rural areas of all ethnicities have access to appropriate skills for decent employment or self-employment (can benefit from higher income)*"[9]	Formal TVET is exclusive; there is an overall undersupply; access for poor and disadvantaged is difficult; Myanmar Government realises these limitations and has started to open up and expand formal as well as non-formal TVET	Projects are needed, which reduce admission requirements, increase affordability, improve geographical outreach and use learning methods and arrangements suitable for disadvantaged target groups
Relevance of TVET content and outcomes (= acquired competencies)	Existing curricula and syllabi often outdated; equipment and teacher experience prevent the teaching of updated content, hand-on learning is difficult; Myanmar Government realises these limitations (see analyses of CESR) and has started to re-engineer the qualifications framework with new skills standards and a related assessment system	Promotion of the emerging skills standards and the qualification framework; teacher/instructor upgrading; improvement of assessment techniques under the emerging framework; development of demand-driven content; intensification of learning at work
Improved and more secure **funding**	Underfunding is rampant; lack of funds especially for re-investment, maintenance and training materials; Myanmar Government realises the shortages and plans to introduce a levy-grant system und the new legislation	Enterprise funding in the form of "dual" training; support to new locked-box funding sources under upcoming legislation.
Public Private Partnerships (**PPP**), emphasis on experiential learning	Very little is done yet; exception = CVT and the Government's efforts to privatise state-run hotels and the connected hotel training school Yangon	Promotion of "dual" training in areas with sufficient industrial accumulation
Geographic focus on the South-Eastern regions of Myanmar	Border states in difficult situation (conflict and port-conflict stress); backward infrastructure and low level of services for the people; Government through NATALA makes efforts to bring training offers to people of remote areas; special economic zones are planned in those regions/States	TVET delivery with presence in Mon, Kayin and Kayah States as well as other regions in the South East; emphasis on rural inhabitants and migration-prone persons
Interface with **MekongRegion** Strategy of SDC	Myanmar as member of ASEAN; heavy border trade with Thailand, including labour migration; Myanmar will be included in the ASEAN drive for free trade in labour (2015)	Peer learning and exchange with SDC supported projects in Laos (in donor cooperation with German Aid) and Cambodia (upcoming VSD programme); there are project similarities in terms of opening up TVET for disadvantaged groups; contribution to qualifications frameworks under principles of manageability and lean organisation

[9] As per SDC Mekong Region Cooperation Strategy 2013 - 2017

4 Main Findings

4.1 National Level

Attention to TVET. Policymakers in Myanmar understand the social and economic challenges of recent years and have a good sense of urgency to both expanding access to and improving quality of all TVET providers. Under the pressure of the ASEAN economic integration which is planned to be implemented by 2015, the concern on skills of young people and adults for their employment and income generation is growing. However, it remains a challenge of attracting the current societies and families to value TVET and send their children to technical high schools or institutes. The existing policies and strategies for vocational skills development are found to be less responsive and made during the 1970s and 1980s. It is commonly understood that the policy and regulations for TVET are necessary to be revised or reformulated to adjust to the changes in political economy.

TVET Systemand management. TVET system is widely understood as a learning stream in response to the needs in the world of work through educational institutions and learning at workplaces. TVET is subdivided into a formal sub-system under the purview of MoST with providers on post-secondary and tertiary level, and awards ranging from certificates up to doctorate. [10] Next to this formal subsystem there exist so-called non-formal programmes and courses under the purview of various line Ministries. Similarly the MoL offers short courses, which are not connected to formal TVET.

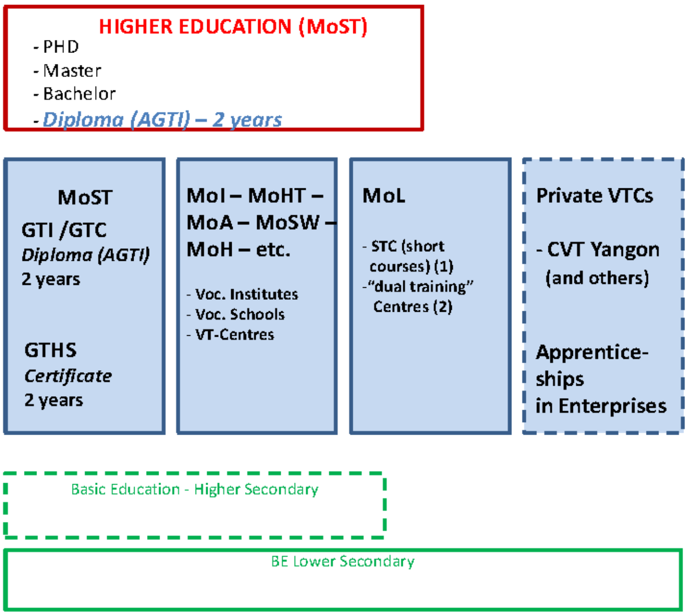


diagram created by G. Kohn (GIZ-appointed senior expert to CESR, 2012)

TVET programmes and courses are geared to lead to employment and income, but they lack relevance (outdated curricula and often obsolete equipment), equity (formal TVET is open only for the small segment of leavers from upper secondary schools) and funding (low or no budget for maintenance, re-investment and teaching and exercise materials).[11]

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10 In Myanmar the official term TVET is also used for degree education, as long as "technical" (in a narrow sense) programmes (like engineering, etc.) are concerned. So far the formal TVET system does not include programmes (or streams) on secondary levels or below, although the MoST intends to do so in the future (so-called incubator programmes).

11 A more in-depth diagnosis of structure and performance of TVET can be found at the CESR (cf. draft report on Access and Quality of TVET, January 2013, not released by CESR). In contrast to modest and sometimes derelict facilities the team has visited, the MoI has started five new and well-equipped centres during the last decade (with support from Korea, China and India), and GIZ are about to upgradeand re-energise the training centre at Sinde (built with German support in 1979).

Despite its obvious shortcomings TVET is perceived by many of Myanmar's youth and adults as the ticket into formal, informal or self-employment, including work abroad and on the seas. Various kinds of non-formal TVET are managed by 14 ministries, whereas the Ministry of Science and Technology administers and implements the formal technical vocational education(TVE)with facilities from technical high schools to technical colleges, and providing awards ranging from 3-year certificate level to a 2-3 year diploma level, not to mention their academic degrees.

Short courses on vocational education, training and skills development are offered by other line ministries, the MoL, as well as by private and NGO providers. An interesting part is covered by the CVT with their apprenticeship-based approach, built on the Swiss model of dual training. In contrast to most (if not all) private training providers CVT offers long term programmes (three years duration) with a substantial part of on-the-job training. While the formal part of TVET is regulated (and also provided) by MoST, for the non-formal part a common regulatory regime is just in its infancy. It appears that MoL will be the leading Ministry in this process, using a multi-partite decision making process and the common "tools" of qualification frameworks.[12] It is likely that such a regulatory system will pertain to MoL's own courses as well as those of private providers, but is yet unclear whether the various line ministries (i.e. Ministry of Industries, Ministry of Hotels and Tourism) will come under this regime. (The pertinent bill is in the legislation process and subsequent regulations are yet to be formulated.)One may be sceptical about the effect the Qualifications Frame-work will have in terms of permeability ("bridges and ladders") and comparability (of awards), but it will take time to get the framework up and running, anyway. The diagram above illustrates the presumed size of the various providers (in terms of their total enrolment capacity), and it becomes evident that MoST provides the biggest channel, MoL is quite small, and the private sector (NGOs, commercial providers and company-based TVET) are an unknown quantity.

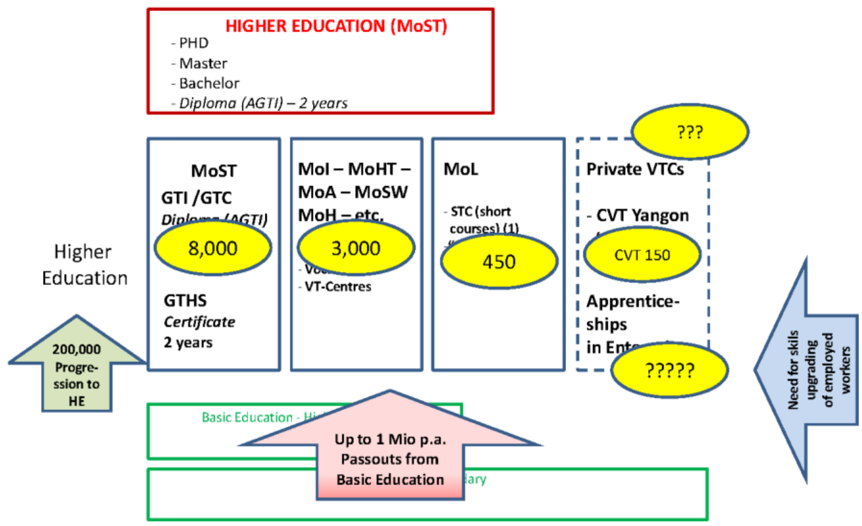


diagram created by G. Kohn (GIZ-appointed senior expert to CESR, 2012)

Emerging support to TVET sub-sector. Myanmar created and implemented a Comprehensive Education Sector Review in 2012 with three main objectives: (a) develop a knowledge on strengths and challenges to identify areas of reform; (b) support and contribute to the development of evidence-based policies and strategies for the improvement of the education sector in response to the changing needs; (c) develop costing for the strategic plan as the plan will be developed based on findings of the review. Development partners, namely UNICEF, AusAid, ADB, UNESCO, WB, JICA and GIZ have committed to technical support in setting up the secretarial office, capacity-building for the national team and deployment of consultancy support to the Review. There are three phases of the

[12] See below the paragraph on NSSA.

CESR. Phase 1: Rapid Assessment was carried out from August 2012 to January 2013 and the report being submitted in March 2013; Phase 2 is an in-depth analysis to be carried out from April until December 2013;phase 3 will see the development of a costed education sector plan to be implemented from January to June 2014. It is expected the outcomes of phases 1and 2 will lend support to making national TVET policy and the policy will support the forth-coming Employment and Skill Development Law. The CESR would welcome SDC support in the implementation of phases 2 and 3. It would be worthwhile to conduct a mapping exercise of non-formal VET and VSD providers and stakeholders and improve the information on TVET supply, especially with a view on inclusion (of disadvantaged youth, premature school leavers and unemployed persons). [13]

Limited participation in TVET from private sector. Many government technical high schools and centres visited are poorly equipped or well equipped with old machines and tools. Some of them are under-utilized and poorly managed. The school-based and centre-based trainings function with low participation from disadvantaged groups and their attrition rates are very high. Labour migration to neighbouring countries for those without skills and with low skillsis alarming. Job creation by private sector is relatively limited and some private companies employ those with high qualifications such as university or college degrees to perform semi or low skilled jobs. Private sector involvement in the development of TVET is needed and currently the Swiss-supported Centre for Vocational Training is one of the few to provide high quality training with an active inclusion of academically or financially disadvantaged youth.[14]

Absorbing capacity by TVET providers. The CESR estimated that over one million children leave basic education and high school every year and the MoST technical schools and institutes can enrol only around 8’000 and other line ministries providing TVET can only enrol much less than that [15]. One can see that a large number of school leavers plunge into the labour market without technical skills training. Capacity of private training providers is needed to partner with the government to help the needy with skills for their employment and income generation.

Limited capacity of the NSSA. National Skills Standard Authority (NSSA) was established in 2007 and placed under the Ministry of Labour, Employment and Social Security (MoLESS), comprising of multipartite stakeholders including line ministries for TVET and industry and business and professional organizations. NSSA is entrusted to regulate non-formal and informal TVET and its capacity is relative weak and required support as it will be legally installed after enactment of the new Law on Employment and Skill Development, and its subsequent regulations. The NSSA which is under the leadership of a Deputy Minister of MoLESS, focuses on four areas: skills, competency standard, curriculum and assessment for levels 1-4 of the National Skills Qualification Framework.[16]

[13] See chapter 5.2.3 for potential SDC support to this undertaking.
[14] See chapter 5.2.2 for SDC support, committed to this undertaking.
[15] These are estimated total enrolment figures; to conclude annual intake figures would need an allowance for programme duration and utilisation of capacities. Statistical figures to this end are not yet available.
[16] See chapter 5.2.3 for potential SDC support to this undertaking in the specific area of assessment and testing.

4.2 State/Regional Level – Cases of Mon and Kayin States

Migration of unskilled workers. Ministry of Border Affairs is influential and providing short-term skills training for youth in both states. Youth migration to neighbouring Thailand to seek job opportunities in agriculture and construction sectors is growing. Most young people dropped out of school with no vocational training or skills and began to involve in employment with low pay and high risk.There is information from IOM that around 2-3 million of the workforce cross the border to work in Thailand (see also the estimations in the table on the right). There is an exploitation of migrant workers from the rural poor areas going to Thailand as well as in urban areas by their employers, especially among the large group of unregistered. When visiting Mon and Kayin States the team was told, that many boys leave their villagesat the age of 14 in order to join their parents or other family members across the Thai border.

Country	Officially Registered	Estimates of Real Numbers
Thailand	1,450,000	2,000,000–4,000,000
Malaysia	150,000	Up to 500,000
Singapore	-	100,000 – 200,000
Japan	8,577	7,000 -15,000
Korea	6,309	4,000 – 10,000
China, India, Indonesia	-	No estimates

Source: Win, M. and Naing, K., 2012,Job Creation and Skill Development by Border Area Development between Myanmar and Thailand. Presentation at ILO/JICA workshop on Skills Development in the Thai-Myanmar Border Areas. Yangon, 29 November.

Well-established private sector activity is poor in the South-East. Most landless people migrate to Thailand to work in plantation or agricultural and fishery related labours and some migrate to urban areas in Myanmar to engage in the service sectors of the economy. Discussion with the State authority revealed that there will be more companies from Thailand coming to the South-East offering job opportunities in their factories. The upcoming special economic zones (Three Pagodas Pass/Myawaddy with another SEZ on the Thai side at Mae Sot, Hpa An Industrial Zone, Thingan Nyinaung and Mawlamyine Free Trade Zones) are supposed to form the hubs (or magnets) for such investors, but fact and fiction are often hard to distinguish (see the clipping on the right as an indicator). At Hpa An Free Trade Zone only one textile company was mentioned as operating during the teams'visit.

Industrial zones at borders proposed

Monday, August 29, 2011 Comments (0)

The government is planning to build industrial zones in a number of border areas to stimulate trade, the Minister of Industry 2, U Thein Soe, said during a national industry development committee meeting on August 16.

"I discussed with President U Thein Sein to establish of a new industrial zone as a special economic zone [SEZ] between Hlaing Bwe township and Hpa-an township in Kayin State and he agreed to do that," U Thein Soe said on August 16.
He added that between 30 and 50 factories would be included at the zone but did not give any further details.

"We will allow labour intensive factories [to be built] in order to create jobs for people in border areas and prioritise export-oriented goods and import substitution," he said.

He said that once the industrial zone in Kayin State was completed, similar zones would be set up in Mon and Rakhine states.

Source: Myanmar Times

Found on: http://www.myanmar-business.org/2011/08/industrial-zones-at-borders-proposed.html

TVET for the disadvantaged group. It was observed and frequently informed that there will be strong demand in the SE for skills in extraction industry, construction, tourism, and agriculture sectors. Life skills for out-of-school youth are important as school dropout rates are extremely high. Any centre-based training may not reach and thus further marginalize those dropouts, as opportunity cost and affordability to travel and live far from homes, especially for girls will act as barriers. Community-based training is considered the better option in terms of access, affordability and cultural acceptance. [17]

Collaboration for TVET at State level. Exploring collaboration with other development partners (UNICEF and NRC) and other sectors of the SDC is important to facilitate communication with local authorities. Conceptual understanding on TVET and project/program approaches by the State Ministers is still relatively limited. In Kayin State, both the Chief Minister and some Minsters are supportive to SDC involvement in TVET and advised SDC to make the best use of the existing trainers and resources in VT centres and institutes in the State to support the mobile training program.NRC is the only development partner working on vocational and life-skill training for the selected youth refugees and returnees in Kayin State.

[17] See chapter 5.2.2 for potential SDC support to such undertakings.

5 TVET Programme

5.1 Phases and Prior Involvement

The Swiss-NGO Centre for Vocational Training (CVT), virtually as a trailblazer, was started with private Swiss initiative more than 10 years ago. It has established itself as a reputed provider and introduced an interesting model of 'dual training' to Myanmar. CVT offers formal program in forms of certificate and diploma setting for those aged 18-25 years for the period of three years linking theory, practice and apprenticeship.

SDC's (Government-based) assistance will commence in 2013 and stretch over a first cooperation period of around years (2013-2017). SDC's support will provide continued aid to CVT, which will change over into a nationally registered legal entity. Four more projects are recommended here, with a possible starting date later this year. To commence these projects will need further Government-to-Government contracts (or MoUs) and –on SDC's side- a tendering process for the provision of assistance (see also chapter 5.3). It is estimated to have all five projects up and running in the second half of 2013. With the exception of CESR support, all projects are designed to cover the entire planning period (i.e. until end of 2017). A mid-term review should be conducted in the beginning of 2016 across all projects. Depending on the result, some (or all) projects might be extended into a second phase of cooperation (beyond 2017).

Timeline (sketch)

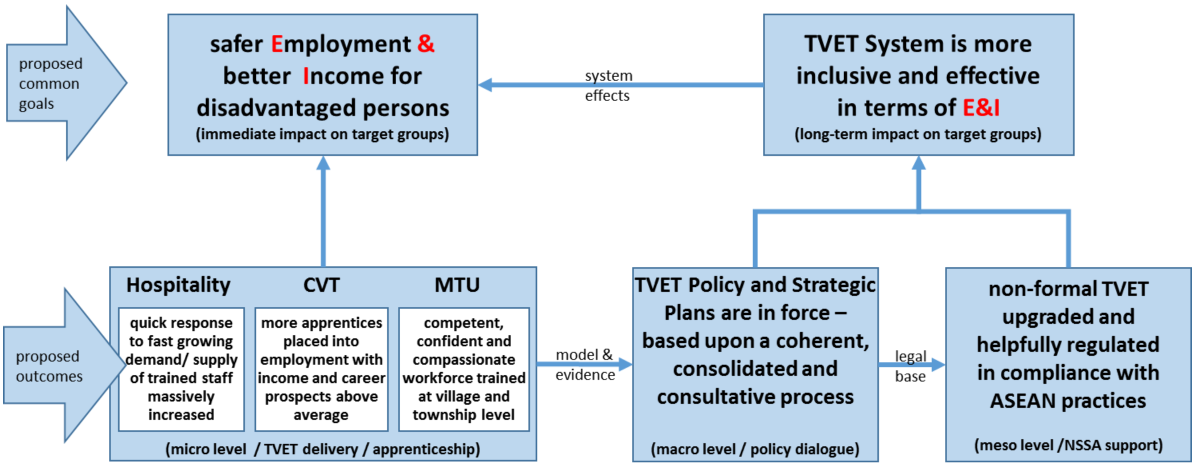
prior activities	project designation (brief)	phase 1 (suggested structure) 2013	2014	2015	2016 (review)	2017	further phase
	Mobile Training in South-East	incept	start-up in two states, trials		consolidation, scaling-up		flagged
	Hotel Training Initiative	incept	start-up and trial runs	scaling-up / modelling			flagged
since 2002 [18]	Centre for Vocational Training	inception	development	improvement			planned
	Support to CESR	intense support	policy dialogue to continue beyond CESR				
	Support to NSSA	incept	capac. building	system services (assessment & investment)			to be explored
since 1998	*Humanitarian Aid (SE focus)*						

[18] Started and supported by the NGO 'Verein für Berufsbildung in Mynamar', Sarnen, Switzerland; registration as a legal entity in Myanmar initiated in 2013.

5.2 Objectives / Outcomes / Outputs

5.2.1 Overall Programme and High Level Objectives

The TVET programme proposed in this chapter consists of five projects [19]. The projects may be realised individually and thus stand on their own, but they are so designed that links exist between them, “gives and takes” can be negotiated and an increasing level of synergy be realised during implementation. Three projects aim at **direct** services for SDC’s primary target groups (disadvantaged persons) for the sake of **immediate**and improvedEmployment and Income[20]. Two projects address the so-called “meso” and the “macro” level, and are geared to the overall system in such a way that TVET as a whole would become more inclusive (i.e. provides improved and widened access for hitherto excluded or marginalised persons) and more relevant (i.e. providing better opportunities of employment [21] and income). Insofar they are **indirectly**, and with a longer **timelag**, supporting SDC’s primary target groups. While all five projects (or components) are designed to lead to the same overarching high level goal, they are clearly different in terms of their intended outcomes, as the following diagram tries to illustrate.



Typically, in TVET, meso-level projects cater to services which cut across the entire landscape of training providers, and they inject quality inputs into the system, such as training of trainers, curricula, instructional media, R&D in general, and in certain cases also funding services. The meso project suggested here, in its first attempt, focusses on regulatory services, covering occupational standards, assessment and certification. To a lesser extend it may also include quality assurance services, such as accreditation (of providers) approval (of programmes) and monitoring (of the delivery process). The reasons for this focus can be seen in an extremely haphazard situation of delivery in the so-called non-formal TVET sub-sector and in the forces resulting from Myanmar’s membership in ASEAN and the emerging liberalization of the regional labour markets (by 2015). NSSA, in its present outfit is still small and virtually overwhelmed with the new responsibilities given to it in the upcoming legislation (as e.g. defined in the law on “Employment and Skills Standards” which is presently in the parliamentary process).

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19 Alternatively one may use the term “project” for the overall TVET engagement and “component” for distinct interventions.

20 Projects of this kind are referred to as “micro-level”; i.e. they deliver training and provide placement for target groups.

21 Employment is used in this report as a broad term for improved ”gainful economic activity“, whether it is salaried employment in both the formal and the informal economy, self-employment, or a higher level of productivity of helping family members (especially in subsistence economy).

5.2.2 Projects (Rationale, Outcomes, Deliverables and Approach)

5.2.2.1 Micro Level Projects

Three micro-level projects are proposed serving different regions, different target groups (all of whom are disadvantaged) and use different settings, as to increase outreach, overall supply and the breadth and depth of training courses.

In terms of target group definition and admission criteria the following principles are proposed:

- Barrier no. 1: lack of formal education -
  project must allow and foster admission to persons with little schooling, school drop-outs and applicants with insufficient marks, preventing them to access available programmes (persons banned form formal TVET, where a grade 9 school leaving certificate is required).

- Barrier no. 2: lack of financial means -
  project must make participation affordable to participants from poor sections of society; this is only partially a question of tuition fees and other training-relates cost; in addition opportunity costs play a preventive role.

- Barrier no. 3: lack of vicinity -
  project must make move towards backward areas, where existing TVET offers are out-of-reach, travel time too long, absence from home not possible or undesirable.

- Barrier no. 4: unsuitable teaching and learning arrangements -
  project must make learning easy and fun; often timing, methodology and learning aids are not conducive for target groups affected by lack of education, high level of household or agricultural chores at home and –in some cases- language difficulties.Conflict sensitive project management will be a key issue here.

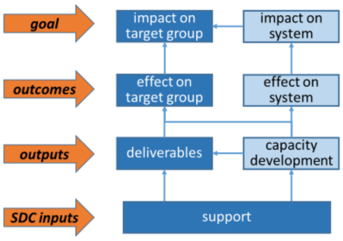
The proposed projects on micro-level address target groups with different barriers of access. MTU is going into villages, while CVT allows target groups to sustain themselves by means of a decent apprenticeship salary, paid by the training companies. HTI will need to explore, how they can include disadvantaged persons. [22]

The following table provides an overview on the three training projects and illustrates their differences and similarities. It should be noted, that –apart from direct output of trainees and placement services, all three approaches aim at system 'fertilization'. However, the replication of models need to be seen on a different timeline: To suggest any model for replication to high level decision makers and to potential investors requires a careful period of trial and errors, another period of successful operations, along with the necessary documentation and creation of convincing evidence.

[22] As an example: Shwe Sa Bwe, a private, French-owned Hotel and Restaurant Training Centre in Yangon, provides accommodation for their small group of trainees (food preparation & service trades on a very high competence level)

Micro-Level Projects (synopsis)				
Project	**Target Group**	**Programmes**	**Partners**	**Approach**
MTU: **Mobile Training Unit and Informal Apprenticeship in the South East**	Village folks, migrant-prone young, returning migrants, returning refugees from Thailand, internally displaced persons	Short courses on levels [23] 1 and (possibly) 2 in various occupations (driven by social and economic demand); an annual output of several 100 trainees per year can be aimed at (for all locations to come in SE)	State Governments with NATALA, MoST with their Technical High Schools [24], and private providers (NGOs, e.g. NRC); start-up in Mon and Kayin States, more SE states/regions to come	Mobile training ('drop box')[25] in villages/village tracts and informal apprenticeship in townships (model for improved TVET outreach); this project will be a possible feeder into CVT and HTI.
HTI: **Hospitality Training Initiative (in cooperation with upmarket companies)**	Young adults, keen to enter hospitality industry in Myanmar;having barriers to enter formal TVET	Short course series in all relevant hospitality trades (level 2); in line with ASEAN standards; an annual output of several 100 trainees per year can be aimed at	Big hotels with training concept and capacities; hotel association as project implementer	Using unused corporate training capacities; training beyond their own demand against payment (model for rapid TVET supply in tight labour markets)
CVT: **Centre for Vocational Training; Yangon**	Young persons with a lack of formal education, and financially challenged	3 years programmes in presently 5 trades (blue and white collar, services) – to be extended and expanded; annual output of 200-300 graduates may be expected.	CVT is a reputed, recently registered TVET provider with a network of 500 training companies; Swiss NGO support since 2002	Apprenticeship following central-European practice; (serving as a model for TVET with high relevance and safe funding; suitable for urban locations and special economic zones)

The following diagrams show each project's strategy "in a nutshell". The lower portion of the diagrams illustrate the so-called project outputs, or rather the deliverables expected by each of them. Where appropriate the "outputs" are divided into "deliverables" (= services for the target population) and "internal capacity development" (= provisions for the project implementers to deliver the services well). It should be noted that these strategies ("mini logframes") were generated by the team on the basis of formal logics, without any in-depth consultation of partners. The diagrams serve the purpose of suggesting SDC's concrete inputs into the projects and how they would be embedded into a wider strategy, where partners and other developing partners could/would come into play with their specific strategic considerations.



Layout of "mini logframes"

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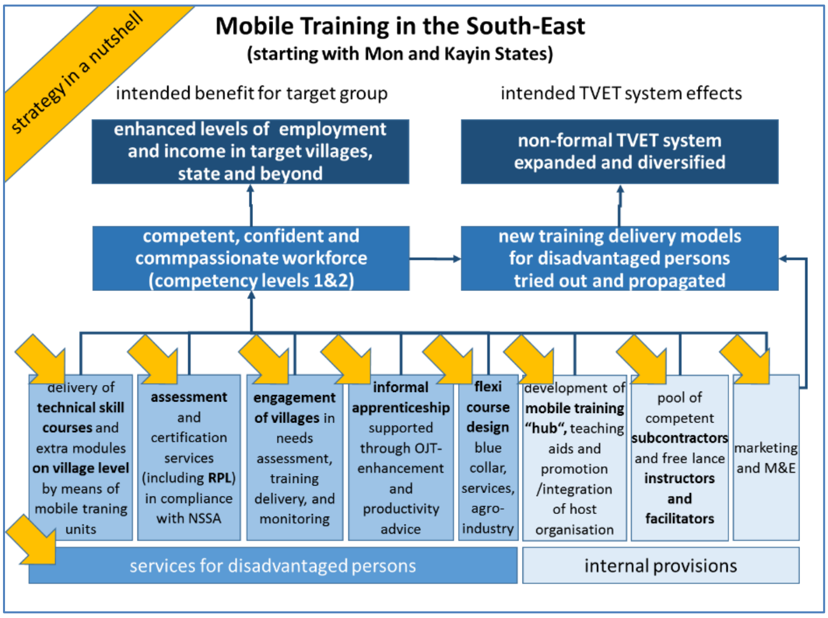
23 Levels pertain to the emerging Skills Standards of the NSSA. In the TVET strand there are fourcompetency levels defined, ranging from semi-skilled (level 1), to skilled, highly skilled and a technician/supervisor level (4).

24 According to MoST (visited on March 15), Technical High Schools are intended to launch "incubator" programmes, in order to grant access to applicants with a lack of formal education, as a bridge into their regular programmes.

25 Drop-box technique: A lorry carries trainers and a medium-sized container with teaching aids, tools and –if necessary- an appropriately sized-generator. The container will be unloaded by using the lorry's roll-off gear. The lorry need not remain at the training site (village hall, or monastery, etc.) but be free for another operation. There will be a repository of training containers ('boxes') for various trades and courses. Admittedly, tools and technical equipment will be scarce, so that groups of trainees need to share (example: arc or TIG welding), due to limitations of space, weight and power.

The MTU project will require a substantial input from SDC to their potential partners (yellow arrows), as no facility exists yet.A number of critical issues can be expected:

- Identification of implementing agency and definition of responsibilities
- Definition and design of courses (flexible approach).
- ‘Hub’ investment (where the mobile units will be maintained and staff offices be available)
- Interaction with villages (defining courses, mobilising participants; this requires careful facilitation.
- Contract management with and the upbringing ofsubcontractors.
- Follow-up of pass-outs (migration!).



The MTU proposal comprises two rather distinct elements: Apart from village-based training an attempt shall be made to attach to existing informal apprenticeship situations in the townships and improve the efficiency of both training on-the-job as well as the productivity of small enterprises. This could lead to a win-win situation, where training companies, trainees and the TVET system at large would benefit. An integration of informal apprenticeship under the MoL regime could be achieved through RPL. It is not intended to regulate the training process, but to enhance it in small steps, with modules for work-place coaches, job aids and expert advice for the business owners. A concept of “roving apprenticeship advisors” is suggested.

Component 1:

Community-based training (short courses) for disadvantaged target groups with

- decentralised training delivery with “roll-off boxes” at community level using available halls and monastery facilities
- accreditation, assessment and certification under NSSA and
- placement services (possibly together with MoLES labour exchange offices)to secure employment and income.

Component 2:

Fostering the expansion of a simplified version of apprenticeship by supporting small companies through advisory services pertaining to:

- training-on-the job principles
- coaching and job aids
- productivity advice.

This model of rather informal training shall fit under NSSA‘s facility of RPL (recognition of prior learning), as to avoid “regulatory deterrence“. At a later stage informal apprenticeship could be combined with centre-based short courses.

The MTU concept is probably a novelty in the Myanmar context, and no previous experiences exist in the country and at providers from where lessons could be learnt. The project proposal's inherent premises, as listed above, need further empirical checks, which could be best carried out in a trial phase with limited scope. Also the team has had only a closer look at the Mon State situation, where two possible locations for the "hub" were briefly examined. So far no exposure to the village level situation was possible – a drawback that would need to be rectified in a further feasibility step.

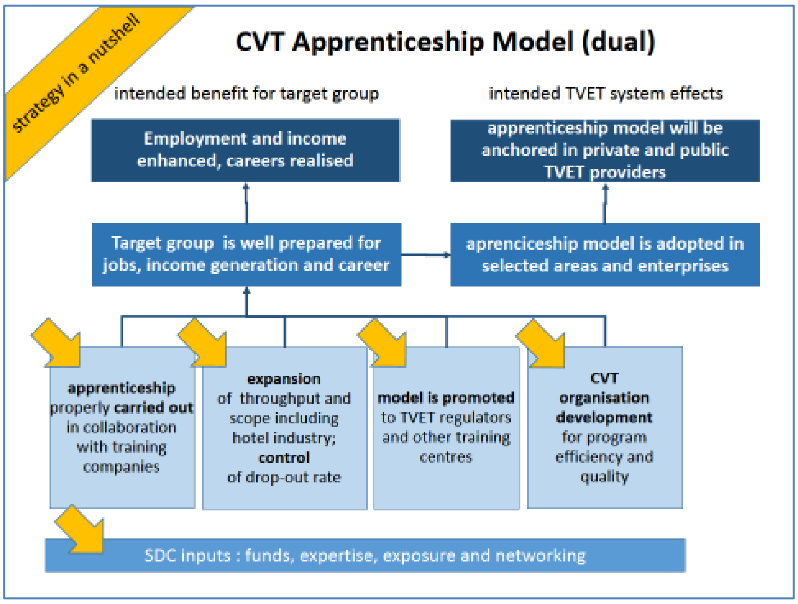
The principal alternative to mobile training is the training at fixed locations, with an in-between solution of a larger hub and satellite units. But the team found that any travel and/or dormitory-based system would not sufficiently resolve the issues of

- Easy access (avoid remoteness from home at young age)
- Affordability (with special concern for opportunity costs)
- Conditions of Learning (timing and methodology appropriate for groups with special needs)

and thus limit the efficiency of the approach. In terms of effectiveness any delivery model will have its limitations, unless the target group migrates to places where there are employment and income opportunities. These are definitely not to be found (or found only in very limited quantities in the villages, such as cottage industry and tourism-related services). This is the general dilemma in any training model that is to serve remote areas and hitherto excluded groups. Income and employment require mobility of graduates – be it to the nearest agro-processing industry, to neighbouring special economic zones, to Myanmar's cities or –which is obviously the choice no.1 to neighbouring Thailand.

It is recommended to start an MTU trial in Mon State, then take the approach – with lessons duly learnt to Kayin State, and then to also target the Northern Tanintharyi. Particularly in the area of the Dawei deep sea port where there are issues around land grabbing, vocational training could be a way to reduce tension and mitigate risks.

In contrast to the previous project CVT is an established provider with ongoing support from a Swiss NGO. [26]



Emphasis here is on capacity expansion of an existing and proven model and its active presentation as a preferred delivery model, when relevance, sustained funding and secure placement in employment are paramount.

The model, however, depends on concentration of a critical mass of suitable companies, as can only be found in big cities or in mature SEZs (special economic zones).

[26] This project will be funded and managed under a separate SDC contract. It is mentioned here in order to show the complete TVET engagement of SDC and the synergy links between the projects.

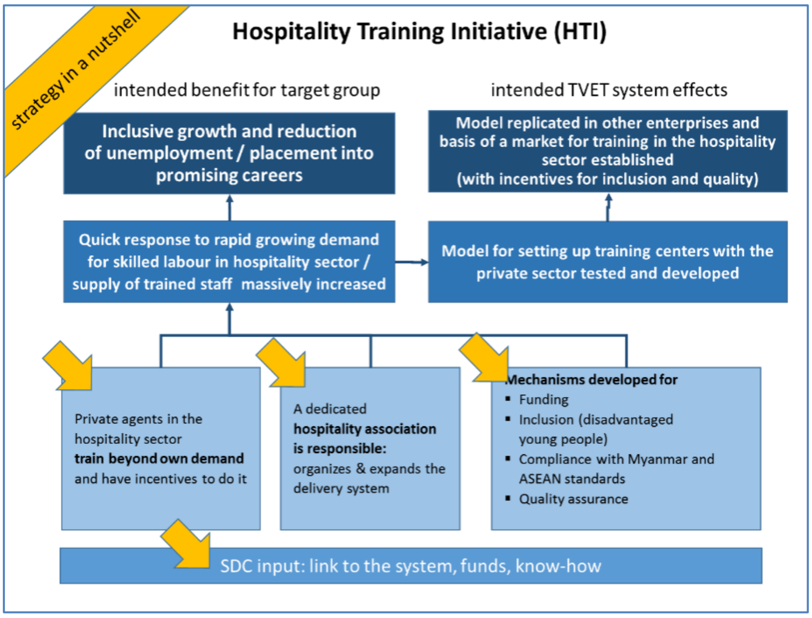
Training in the hospitality sector is promising in terms of growing employment, decent employment, gender-equality and fostering regional mobility. In this respect the sector may outperform other growth areas, such as construction and textile, where employment is often not decent, minerals, energy and agro-processing, which are not exactly labour intensive, and manufacturing, where the concrete demand for trained craftspersons is hard to predict. Another plus point for training in the hospitality is the large extent of meta-skills (language, customer interaction, self-assertion, grooming), which could the basis for substantial personal development – beyond pure occupational performance.

Also the industry has an organised system of self-administration (associations) and potential pioneer enterprises, which fully understand the necessity of human resources development, and thus will be able to act as role models or drivers of change. [27] When comparing the projects, proposed in this report, the HTI is likely to fully work with and through the private sector – let alone the regulatory aspects of NSSA and the Ministry of Hotels and Tourism. With this set-up the principle of responsive engagement (see above chapter 2.2) could be applied rather flexibly. With an appropriate umbrella organisation (association or federation) the approach could evolve into an industry-wide sub-system with its own financing and quality assurance mechanism.

It is therefore suggested to energise training in this sector in terms of quality and quality in compliance with the emerging skills standards of Myanmar, and of the ASEAN region at large. The effects of such training are promising, as vacancies exist and will raise, but there is also a potential for small businesses and self-employment in the sector. Furthermore the development of tourism will reach out into new areas, which are presently more or less left behind in terms of economic growth.

The hospitality training initiative, suggested here, is based upon the following assumptions:

- Companies in a fast growing sector fail to find enough trained staff in the market.[28]
- Large international Hotels will, therefore, set up in-house training capacities for all required occupations and competency levels.
- These capacities will not be fully utilised all year round.
- With appropriate incentives such companies may be willing to train beyond their own demand and supply trainees to the labour market, where other companies (which cannot or do not want to train by their own means) will recruit them.



[27] See also the information provided by Gerhard Kohn to SDC-Yangon office (email from 15th of December 2012).

[28] An estimation of the hospitality industry, communicated to the team comes to 11'000 staff required per year.

The HTI project should be designed around a suitable industry organisation (association or federation; to be identified), which would administer a funding system with their member hotels and ensure quality and compliance with the pertinent occupational standards. Several such organisations exist, and it is recommended to check them out. [29]The partnering organisation might also apply as an assessment centre (probably under NSSA) and issue certificates. SDC, on the condition that training is accessible for disadvantaged persons, could come in with funding (possibly revolving at some later stage) and a quality assurance regime, if the implementing partner organisation should need that. The solution will be economically advantageous, as the training companies might be compensated on the basis of variable or marginal cost (instead of full cost). Links with CVT (e.g. for a foundation training) and MTU (as a feeder channel) could be explored. At a later stage one may think of a franchising approach, where the association might wish to act as a franchiser – possibly in collaboration with a Swiss Hotel School. [30] In terms of costing this approach has hardly any fixed cost, as all training facilities will be under the ownership of hotels.

5.2.3 Macro- and Meso-Level Projects

At the macro level SDC is advised to engage in the policy dialogue concerning the education sector as a whole and TVET in specific. It is assumed that the Myanmar Government maintains such a dialogue with their development partners in formal fora as well as in informal ways. SDC should play a prominent role here, as it has access to long term experience with TVET programmes and projects throughout the region (Nepal, India, Bangladesh, Indonesia, Sri Lanka, Vietnam, Cambodia and Laos). In fact, there is a virtual network of SDC-supported projects with some outstanding achievements and international relations (e.g. TITI Kathmandu), which can be of help and serve as role models.

In more concrete terms SDC is advised to become a supporter of the CESR, which is about to enter in its second phase, where in-depth analyses of the TVET sector are on the agenda. CESR is tasked to prepare the official education and TVET policy of the Government by means of fact finding, conclusions and recommendations. A first set of policy recommendations is about to appear as a result of CESR phase 1 (rapid assessment, draft report of March 2013).

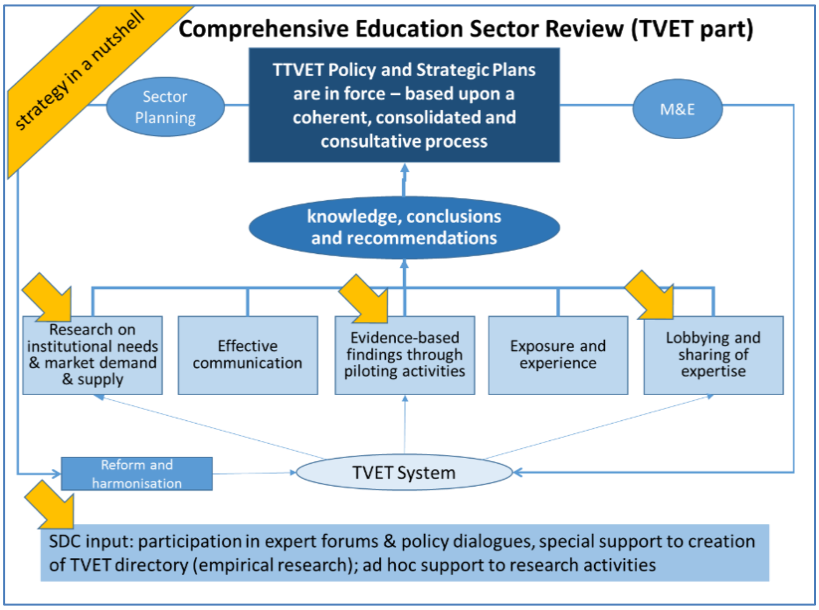
Thirdly, there is the bill on “Employment and Skills Development” – now in the hands of the legislators. The expected act will provide a comprehensive set of policies, bodies and regulatory powers which could have a tremendous effect on TVET, notably on the so-called non-formal sub-sector. It is likely that a policy dialogue will set in after enactment and when pertinent regulations are to be formulated. In this dialogue the ILO is prepared to play a coordinating role among the developing partners. SDC, as well as GIZ, should become involved as capacity builders with a like-minded approach to TVET.

CESR is expected to be the focal point in the policy dialogue (see diagram on the left) until its final delivery date, which is expected in the course of 2014 (end of its planned phase 3).

[29] Hanns Seidl Stiftung supports the Ministry of Hotels and Tourism in formulating policy and elaborating a master plan for the sector. They had appointed excellent experts from industry and umbrella organisations. It is recommended to use this channel for further explorations.

[30] It is also recommended to liaise with the intended “Swiss-Cambodian Academy of Culinary Arts” (in design stage).

If SDC decides to join the various development partners already present in CESR/TVET part (under UNESCO's coordination), they should gain profile by supporting concrete research activities, such as the creation of a comprehensive TVET directory, which is badly needed in order to provide an overview on existing providers and programmes (public and private, charity and commercial, market-oriented or corporate/in-house). Such a directory (example Nepal) can serve several purposes: Career guidance, statistical information for planners, and market intelligence for potential TVET providers and development partners. The yellow arrows in the diagram highlight areas, where SDC is supposed to inject expertise and funding.



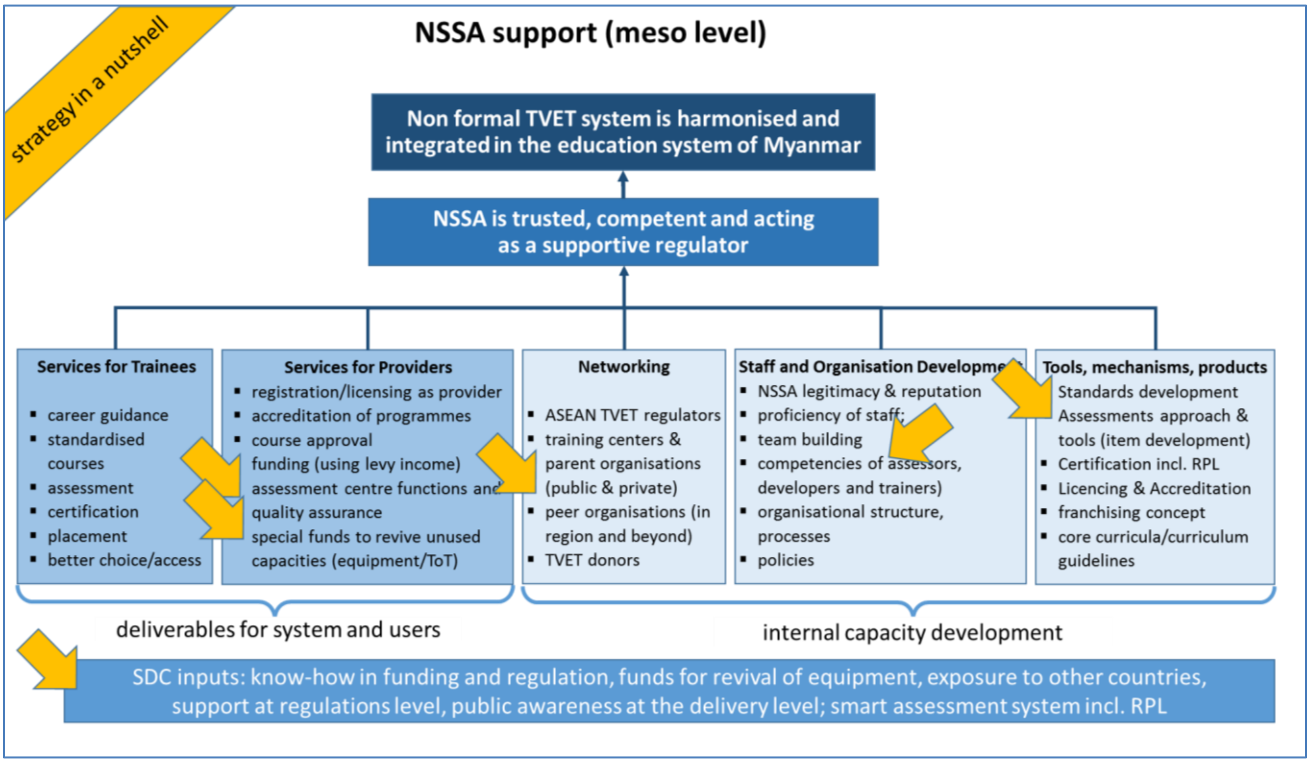
CESR support is expected to lead to and underpin the system reform process, within which volume (overall supply), relevance (work place competencies), inclusion (access for disadvantaged), funding (secure and substantial), as well as harmonisation and integration into education as a whole (qualifications framework) would all be improved. This will be a long-term reform process, which will extend beyond the existence of CESR. One may speculate, though, that a successor organisation will come into being as to accompany and monitor the reform process on behalf of the government.

The upcoming law on "Employment and Skills Development" [31]will provide policies, authority and the "tools" to reform non-formal TVET and link it better with the overall education system including the so-called formal TVET (under MoST). The leading Ministry in this process will be MoLES, but the composition of the various bodies clearly shows the consultative and collaborative character of this undertaking. (Central body chaired by Minister of Labour, and executive bodies for "employment" and "skills" (both chaired by the Dy. Minister of Labour). Supposedly the NSSA will be the body in charge of "Skill Development" with a sweeping array of powers, ranging from standardisation, to accreditation to managing a locked box fund (wage bill levy).

For SDC, the tasks of NSSA are too sweeping to offer a comprehensive support. Also, the Singapore Polytechnic is already engaged in massive staff development in certain areas (standards, curricula etc.). NSSA, though, would welcome SDC support in the dedicated area of assessment, including RPL. SDC, having a vast experience in this area (Nepal, Moldova, Peru, to name a few) is advised to join hands with GIZ (experience in Tanzania, Uganda, Bhutan, Kuwait, Bahrain, Ethiopia to name a few)and to assist NSSA with a common concept, training, tools, networking and trial runs in selected

[31] The bill is presently in the upper house of parliament. MoL/NSSA are in the process of clarifying the questions of the members. After passing the house, the act will go to the President for enactment. This step is more than just a formality; so changes to the bill may be expected. NSSA (in the bill: "the body responsible for skill development" already carries out some of the functions enumerated in the bill (e.g. standards development for 173 occupations) with the help of various trade-specific sub-committees.

micro-level projects. It is important to realise a concurrent mix of **internal** capacity development and services available to **external**users (see the two brackets in the diagram).[32]

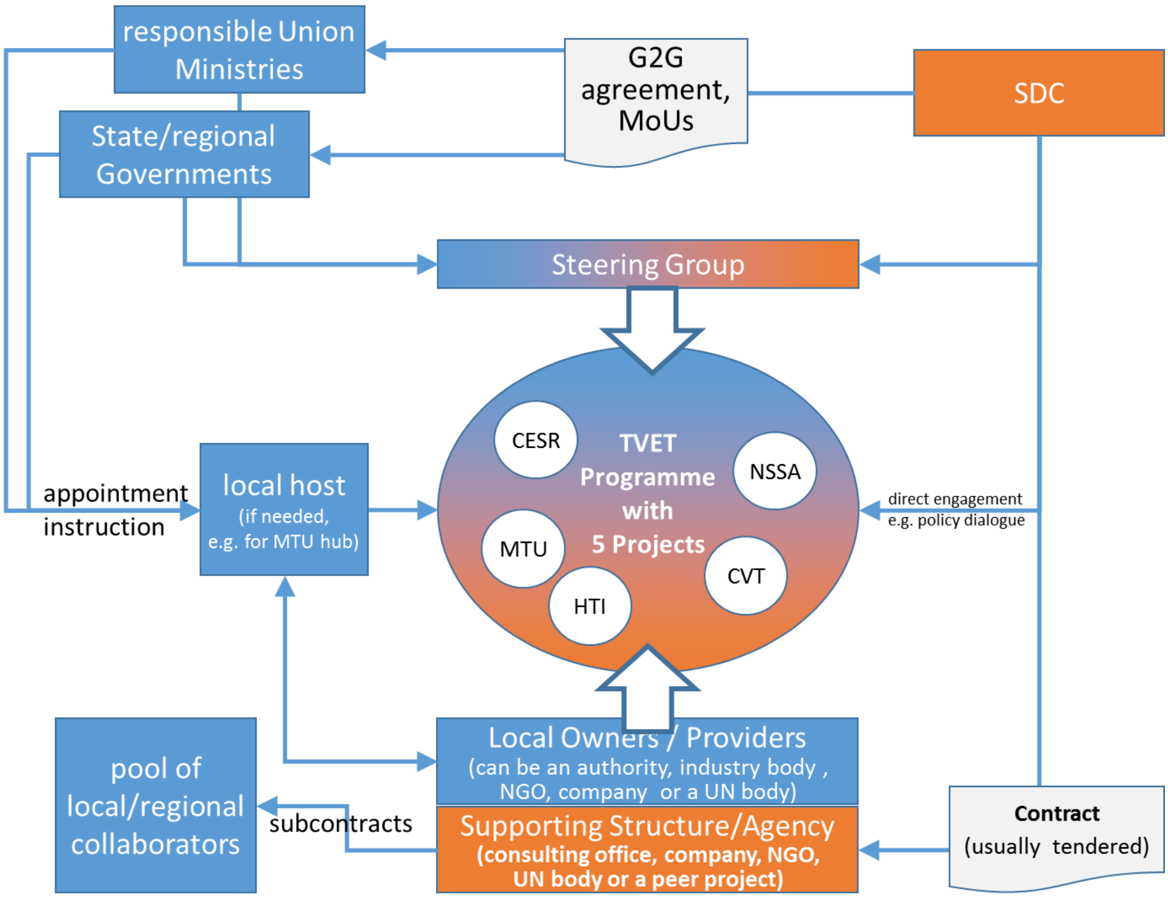


The diagram above outlines a potential NSSA strategy with flags put on SDC's (and possibly GIZ's) areas of support. The projects proposed under chapter 5.2.2.1 are deemed suitable to act as assessment centres in their specific sectors and areas. All three of them might apply for accreditation as assessment centres. Especially for MTU, the facility of recognition of prior learning (RPL) should be considered for the benefit of returning migrants and returning camp dwellers.

[32] Too often the build-up of Frameworks for National Vocational Qualifications had a lengthy emphasis on design issues, and capacity building while neglecting an early-on output for the benefit of users (notorious example: South Africa). Some systems did not take-off at all (some of the SADC states), or stalled and became obsolete after initial support from developing partners had been phased out.

5.3 Setup (actors and roles)

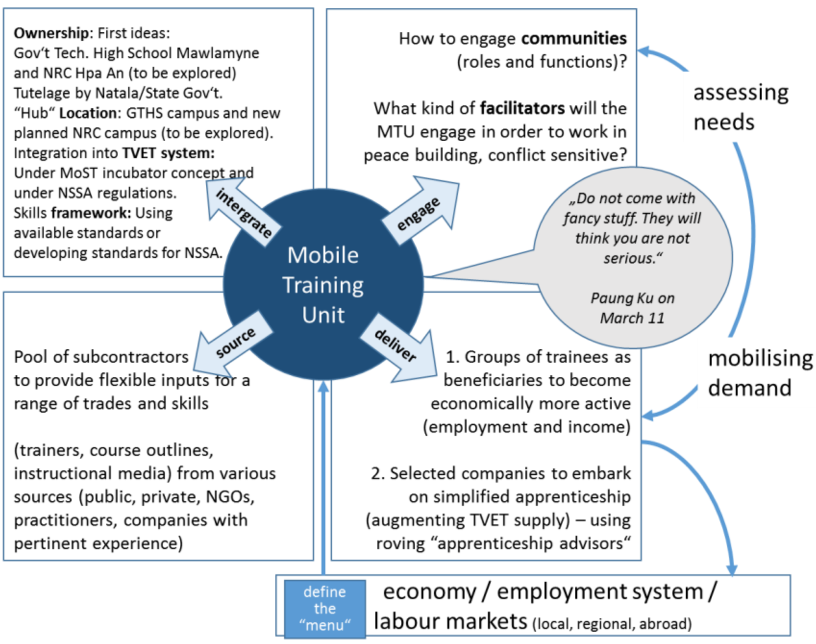
The diagrams below illustrate a generic Setup for the recommended programme. Details will differ depending on the projects location and characteristics, as suggested in the table below. Involvement of State or Regional Governments will be an important issue for the MTU approach, but less (or not at all) relevant for the other suggested interventions. Similarly the question of a suitable host organisation (i.e. where the project organisations would be physical placed and serviced) does not arise in all the projects.



Set-Up Scenarios (project-specific)					
Project (brief)	**Location**	**Responsible Government Authority**	**Potential owner**	**Potential host**	**remark**
MTU	Mawlamyine	MoST, Natala + Mon State Gov't.	to be explored	GTHS (MoST)	Possibly a new ownerorganisation need to be set-up. Training takes place at village-level and at location ('hub').
	Hpa An	Natala + Kayin State Gov't (special interest of Chief Minister)	NRC (?)	NRC new centre?	
	Other regions or states in SE Myanmar (tbd)				
HTI	Yangon or other Hotel agglomeration	MoH&T	Hotel/Tourism Association or Federation (to be identified)	--	Training takes place at affiliated hotels, restaurants, tour operators.
CVT	Yangon	MoLES (possibly also MoH&T)	CVT (registered legal entity)	(new CVT location and building, as part of project)	Training in collaboration with company network
CESR	Yangon	MoE	CESR	--	Until 2014 – thereafter possibly new set-up
NSSA	Yangon	MoLES	Skill Development Body / NSSA	At MoL Yangon training centre (?)	Link to accredited assessment centres at various locations.

For the MTU to be launched in the first proposed locations of Mawlamyine (Capital of Mon State) and Hpa An (Capital of Kayin State), the following diagram tries to outline some of the major design questions.

MOBILE TRAINING UNIT: Set-Up Aspects



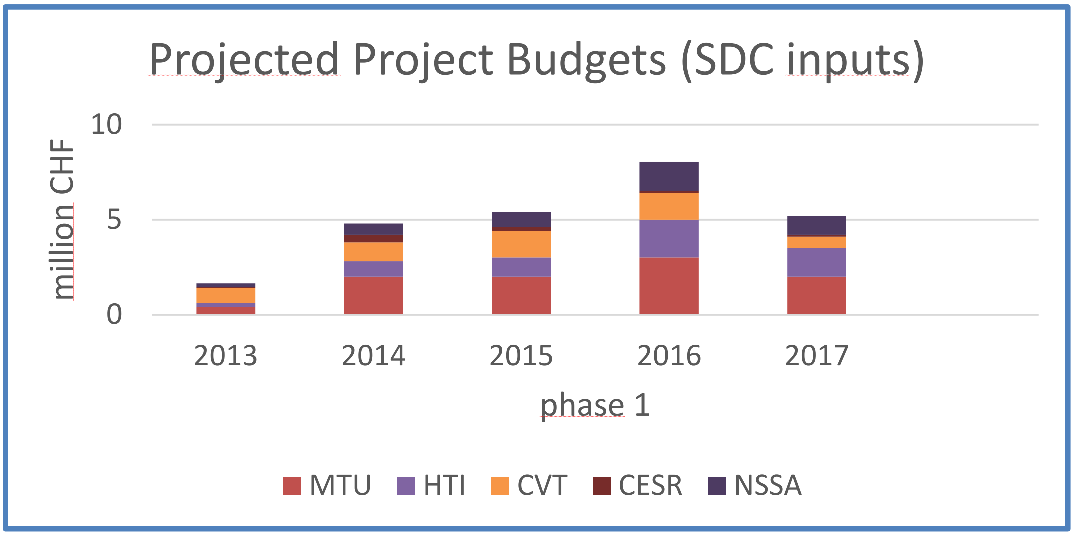
5.4 Finance

At this point in time only a rough estimate shall be done below. [33]

For the phase of 2013 through 2017 (ending in 3rd quarter) an overall budget of 24 million CHF is proposed, to support the five projects. A rather steep incline may be expected between 2013, where the projects will find themselves in an inception or orientation phase and the actual take-off, which is expected in the course of 2014. Further inclines are likely, when projects go to scale, which is for instance expected for the MTU, entering other States or the NSSA, when the component of hardware and organisational support for VET providers will take shape.Apart from project support SDC will want to reserve a portion of available funds for sector-wide contributions, the details of which would have to be defined, when opportunities and necessities arise. It is suggested that another 4 million CHF be reserved for this purpose (starting in 2015).

Year	MTU	HTI	CVT	CESR	NSSA	sector wide	all initiatives
2013	0,4	0,2	0,8	0,05	0,2		**1,65**
2014	2	0,8	1	0,4	0,6		**4,8**
2015	2	1	1,4	0,2	0,8	1	**6,4**
2016	3	2	1,4	0,1	1,55	1,5	**9,55**
2017	2	1,5	0,6	0,1	1	1,5	**6,7**
total phase	**9,4**	**5,5**	**5,2**	**0,85**	**4,15**	**4**	**29,1**

A breakdown for the proposed projects indicate a peak of expenses in the 4th year of the phase. The expected drop on 2017 is caused by projects that will be running out (such as CESR) and the fact that 2017 support will end with the 3rd quarter.



5.5 S yn erg y am on

[33] For CVT the figures are quite reliable, since an independent agreement is already in the making. For the other projects: A programme container might be formed with MTU, NSSA and HTI.It is understood that SDC will want to tender such a programme. Further financial specifications will be necessary during this step. It is yet an open question, whether the CESR support will be included in the container of be kept as an independent component.

g the Projects and within the Region

Potential areas of collaboration between the projects is depicted in the following table. Each box indicates potential synergies and the matrix as a whole tries to point out, that inter-project 'deals' can be struck with a 'give & take' approach. (Areas of collaboration are, of course, indicative, and not meant as a catalogue of duties.)

Areas of GIVE and TAKE (tentative collaboration matrix)					
projects	MTU	HTI	CVT	CESR	NSSA
MTU		MTU↑HTI provide foundation training, act as feeder institution	MTU↑CVT act as feeder institution; test simplified dual model on lower level (suitable for SME)	MTU↑CESR Supply Evidence on new delivery models (mobile training and simplified apprenticeship with RPL); offer replication	MTU↑NSSA Demonstrate proper application of standards and assessment tools; conduct RPL for wide group of applicants; test feasibility of approach
HTI	HTI↑MTU absorb pass-outs (ready to migrate to cities or tourism centres); offer upgrading		HTI↑CVT Absorb trainees from potential foundation course; Collaborate in terms of training content, methodology, media, training of trainers	HTI↑CESR Supply Evidence on a new delivery and funding model; demonstrate rapid workforce supply in bottleneck situation; offer replication	HTI↑NSSA Demonstrate proper application of standards and assessment tools; offer training concept and materials/media
CVT	CVT↑MTU absorb pass-outs (migrating), offer higher levels of competence; support in terms of training for trainers & apprenticeship advisors	CVT↑HTI Offer training media; offer practical exposure to trainers; engage in dual training; help with placement of CVT graduates		CVT↑CESR Demonstrate workability and advantages of dual training; advocate and promote replication of model.	CVT↑NSSA Demonstrate proper application of standards and assessment tools; offer unique training concept & media; demonstrate better learning outcomes
CESR	CESR↑MTU Support Mobile Training model and informal apprenticeship as models for replication and advocate improved funding	CESR↑HTI Support new training and funding model; support PPP approaches	CESR↑CVT Support apprenticeship as superior model in terms of outcomes and funding (PPP); advocate replication in agglomerations		CESR↑NSSA Improve legal framework and policy, as to strengthen role of MoL and status of "non-Formal" TVET; offer ladders and bridges
NSSA	NSSA↑MTU Develop Standards and assessment tools for occupations and levels in demand at MTU locations; accredit MTU as training provider and assessment centre and testing ground	NSSA↑HTI Appoint hotel industry practitioners as assessors and in the development of test items; accredit association/federation as assessment centre for hotel trades	NSSA↑CVT Involve CVT experts (local and international) in development of regulatory framework (processes, policies and tools); regulate CVT's dual model in conducive ways	NSSA↑CESR Put legal framework well into practice; upgrade status and relevance of non-formal TVET; expand non-formal TVET in line with national workforce demand	

Apart from collaboration among the suggested project, there is potential synergy with projects in neighbouring countries:

Laos: The upcoming VELA project (jointly supported by SDC and GIZ) has a strong apprenticeship component, to be realised in partnership with industry and public sector. Furthermore VELA will launch a massive series of short courses for disadvantaged persons in the regions, albeit mostly by means of centres (the so-called IVETs), and not (yet) through an MTU-delivery mode. Exchange of approaches, course materials, and reciprocal exposure of trainers could be an advantage. There is also an interesting Hotel and Tourism project ('Lanith') with a dual element supported by LuxAid, and a small tourism initiative in Southern Laos supported by SDC.

Cambodia: The design of SDC's engagement in vocational skills development is yet to be seen. In discussion were village-based training (post-harvest), informal apprenticeship, labour exchange services with a special attention to migrants, and the idea of an 'Academy of Culinary Arts'. In all these areas, similarities with TVET in Myanmar can be found.

Vietnam: A former support to private and public training centres ("SVTC") demonstrated with success, how the efficiency and profitability of short courses of public TVET providers could be increased by means of external support in terms of development of organisation, staff, course design and marketing. This project had created a private sector consulting office of highly proficient experts (or free lancers), whoseservices might still be available after termination of the project by SDC in 2004 (?).

Bangladesh: There is a lot of experience available in the area of short courses for the poor; a new aspect for SDC is migration. In TVET both, pre-departure courses and attention to returning migrants (e.g. RPL and more) are to be addressed. This is an area with powerful private initiative and dedication. Also the EU and SDC started gathering experience with training courses for disadvantaged tendered to NGOs and private providers by sort of an energising agency ("Skillful"). In addition a modest model of apprenticeship is in its start-up stage ("COEL", leather industry).

Nepal: Nepal has established and proficient capacities in the TVET sector, most of which were generated over many years of SDC support. At the meso level "Technical Instructors Training Institute" (TITI) could be a mostvaluable provider of expertise in the areas of curriculum development, training of trainers and assessment procedures. TITI has supplied expertise to a number of countries in the region and beyond.The "National Skills Testing Board" (NSTB) has vast experience as a modernised testing agency with all necessary tools, such as occupational standards, assessment items and RPL. The "Employment Fund" (supported by SDC and operated through Helvetas) is an interesting concept of mobilising funds for the training of disadvantaged through a tendering and quality assurance process. This model is of specific interest in a scenario, where a large number (if not the majority) of young persons seek access to TVET – but public funds are notoriously short (= not at all available).

Sri Lanka: The team had no exposure, no primary experience with SDC's engagement in the island, but it would be worthwhile to explore possible linkages.

5.6 Risks and Opportunities

Project	Risk Factor	Likeliness	Mitigation
MTU	Village-level interaction strained in situation of conflict; no-go situations	high	Use of experienced facilitators; prevent top down approach; use monasteries as venues
	Low number of interested persons to form groups (most males in the villages already migrated or about to migrate to Thailand)	high	Addressing younger persons; providing pre-departure training; consider returning migrants; consider RPL at hub
	trades in demand not suitable for mobile equipment (too heavy, needing too much power; transport too dangerous)	medium	Reduce equipment to bare minimum; reduce group size or increase rotation speed; consider training at the 'hub'; organize shifts with smaller groups
	No suitable hub location available	medium	Consider financial support for construction work; try teaming up with existing NGOs; invest in building rehabilitation
	Not enough local job opportunities; or vacancies with unattractive conditions	high	Link MTU with CVT and HTI; cooperate with trust-worthy overseas employment agencies; but:do not overestimate self-employment (< 10% have potential)
	Small companies dislike 'intrusion' of roving apprenticeship advisor; refuse cooperation; fear 'poaching' of trainees	medium	Appoint trustworthy and knowledgeable practitioners; first give companies quick-yielding business/ productivity advice to gain rapport; involve SME associations or chapters of the chambers (if exist)
HTI	Not enough hotels willing to join – absence of critical mass; closed shop mentality	medium	Emphasize private sector role and driver's seat; reduce red-tape and regulatory intrusion; use trusted and competent association; create role model (ONE reputed hotel to start with → bandwagon)
	Prices charged for training too high; exaggerated expectations	medium	Develop model calculation; consider a rotational fund, where companies who recruit without prior training would have to pay; consider H&T training levy (added to customer's bill like a service charge).
CVT	Apprenticeship not suitable in locations with low industrial density	high	Concentrate on greater Yangon; venture in Special Economic Zones only when there is volume & growth.
	Qualifications Framework put learning on-the-job at disadvantage (problem of low ratings in terms of 'notional credit hours')	medium	Apart from NSSA certification, issue CVT's own 'Swiss' Diplomas, which will have value in the labour market; design more upgrading courses for returning graduates (life-long-learning) – against fees
CESR	Slow progress in documentation and generation of reconciled advice; varying speed of task execution, interruptions	medium	Provide support in a flexible (on-off) mode, use differently qualified experts; concentrate on concrete stand-alone research activities
	Disagreement in principle between different supporting agencies; discourse on 'holistic' versus 'unitised' approach	high	Take it easy; use micro-level projects to generate evidence of feasible approaches; engage CVT as an effective 'dual' model
	Regulations (in wake of new legislation) too complex and not encouraging for training providers and training companies	medium	Involvement in development of conducive and manageable regulations; liaison with ILO (leading this dialogue on highest level); advocating 'lean' systems
NSSA	Not enough professional staff, lack of positions; work offloaded to committees but no capacity to steer committees and follow-up committees' outputs	high	Using the policy dialogue to equip NSSA appropriately; make the system a light as possible; offer systematic OD and HRD; engage external capacity (outsourcing)
	Low reputation, due to a conflict of detailed and demanding (elaborated) standards and lousy quality of assessment (often with emphasis on theory items)	medium	Help with appropriate assessment approach, tools and assessor training; include companies and industry practitioners in the assessment process; propagate holistic assessment approach (as in Central Europe)
	'Policing' approach to regulation instead of supportive attitude; choking providers initiatives and likely to curtail supply capacities	high	help NSSA avoid over-regulation syndrome (as may be feasible only in developed ASEAN countries and in role models Australia/New Zealand); help create a pool of training advisors (rather than inspectors)

6 Implementation Modalities (options)

6.1 Options and required profiles (international and national actors)

ROLE OF SDC

With the program consisting of relatively independent projects two delivery mechanisms can be considered:

- SDC takes the lead of the whole programme, as well as the relations at the macro level and subcontracts the various supports to individual's contractors.
- SDC takes its role of official representative in the policy dialogue at the macro level and tenders the execution of the programme

The human resources at the embassy level being restrained and the projects complex, the team recommends to tender the execution and the design of the project to a suitable main contractor.

In terms of timing and scope of the tenders and evaluations there are two options:

- Bidding for the execution of an entry/planning phase + first phase.
  Then bidding for the second phase OR
- Bidding for the inception phase and then bidding for the main phases

PROFILE OF THE MAIN CONTRACTOR

The main contractor will notably:

- Have a proven experience in participatory planning, delivery, and monitoring of VSD projects in the context of international development cooperation
- Prove the availability of an internationally recognised experts bringing regular backstopping services for the thematic quality inputs
- Have a proven experience of managing subcontractors
- Demonstrate a proven commitment to the inclusiveness of TVET systems and an approach that promotes dual training
- Count on a broad network in the considered sectors of intervention and with experts into eh field

MAIN TASKS FOR THE MAIN CONTRACTOR [34]

- Set up an implementation team
- Set up coordination mechanisms and mechanisms to inform SDC
- Ensure links with relevant partners and other donors in the field
- Set up, plan and
- Implement it

[34] NB: A potential co-bidder national will not be excluded of contracts for this reason.

6.2 Backstopping, Monitoring and Evaluation

It is recommended to keep the functions of evaluation and backstopping separate from the duties tendered to the main contractor. This would allow an independent and intermittent supportive input to the main contractor and allow SDC's personnel a flexible way to be engaged with adjustable levels of intensity.

For the formulation of **backstopping** duties, it is suggested to do this in tripartite mode involving the chosen contractor, the backstopper and the responsible SDC programme personnel at the embassy. For backstopping to work as the term suggests, it is important to bring out the benefit of this instrument for all parties involved, but predominantly for the project personnel on the ground. Needless to say, that backstopping tools should make good use of "cloud"-based techniques.

In terms of **monitoring**, as an ongoing managerial task of the contractor, the chosen backstopper might play a supporting role during the process, but should play an active role during the design stage, where and when monitoring indicators, the measuring tools and the schedule will be developed. This holds true also for the first monitoring exercise, i.e. the collection of baseline information.As a word of caution, the team suggests, not to over-design monitoring approach and activities, lest to divert the contractor's attention from delivery to research (at the expense of the beneficiaries), and keep costs for monitoring in a reasonable relation to overall project cost.

Evaluation should be done across all projects at the same time, as to examine the projects' attributable results as well as effects generated by inter-project-synergies. Under the present timing projections (see chapter 5.1) the beginning of 2016 would be an appropriate time.

7 Annexes

7.1 ToR (adjusted)

Terms of reference for identification mission on vocational skills development (VET) for SDC in Myanmar, March 7th to 22th 2013

1. Team

The terms of reference apply to the following team:

- Gunter Kohlheyer – lead consultant, head of mission
- Sam Dy Sideth – consultant
- …
- Nay Myo Zaw– SDC national program manager VET Myanmar
- Beatrice Ferrari – SDC program manager VET division East Asia

2. Context

SDC has been engaged in the Myanmar context for over 20 years, primarily in the field of humanitarian aid. Over the last 5 years, Switzerland and Swiss NGOs have contributed over 40 Mio. USD. With the ongoing reform process in Myanmar, Switzerland will substantially increase its development cooperation from 7 million CHF in 2012 to around 30 million per year by 2017; the new Cooperation Strategy (CS) focuses on four thematic areas: **1) employment, income and vocational training (with up to 8 million CHF a year, to become the most important intervention area for SDC in Myanmar**); 2) health and social inclusion; 3) agriculture and food security; 4) peace support, human rights and protection.
Although SDC has expertise in the theme, employment, income and vocational training, it’s a new sector for SDC in Myanmar and a program has to be defined, where the overarching aim of the activities within the CS 2013-2017 is **“Disadvantaged wwomen and men in peri-urban and rural areas of all ethnicities have access to appropriate skills for decent employment or self-employment (and can benefit from higher incomes).** The CS also defines the target groups and priority areas of intervention, as well as the cross cutting themes that have to be taken into account in all activities (see CS).

SDC foresees to support technical and vocational education and training (VSD) according the following **lines of intervention**: Support VSD at local, regional level, provide special VSD interventions for requirements of new economic zones (if assessment positive), implement special VSD programs for ‘migration preparedness’, if feasible, impart VSD projects tailored for child soldiers and returnees; seek partnerships with private sector actors, local, international – for enhancement of dual elements in VSD: support the formulation of national qualification frameworks for specific professions, standards setting and certification mechanisms for specific trades/occupations; contribute to national policy dialogue and policy improvements, support leadership if government and coordinate with all relevant national and international actors.

In Myanmar, while the education sector is poorly developed and unable to meet the needs of Myanmar’s laborers, the private sector is rapidly growing in investment and in need of skilled labor. Up to fifteen government ministries are involved in vocational skills development, but few of them have collaborative relations with the private sector. In the meantime, the issue of migration for work within the country or the ASEAN is growing. Facing the challenge the government launched a new **comprehensive education sector plan (CESP)** which should be ready by mid 2014 and will articulate recommended directions for vocational skills development. A revised **legal framework for VSD** is also in preparation.
SDC defined its **specific targeted outcomes** in line with the efforts of the government of Mynamar: 1) “Disadvantaged women and men, and especially youth, have access to relevant vocational skills development offers, to decent employment and self-employment and earn higher income.” And 2) “Enhanced responsiveness of Myanmar’s vocational skills development system to national and regional labour market needs “.

SDC is preparing a project of institutional support to the vocational training center CVT, which will have synergies with the sector support. In addition, it provides institutional capacity building for managing Bagan

within the World Heritage Framework. Regionally, SDC has valuable experience to share with Myanmar; on the other hand, support could be granted to regional institutions.
Previous analysis identified the hospitality/tourism (priority), traffic and transport, and construction, especially: minor roads and labour-based road works as potential areas of work for SDC, which should be analysed.

3. Purpose of the mission

The main purpose is **to provide SDC with arguments and recommendations, as well as the necessary information to concretise its engagement in the TVET – sector of Myanmar, according to the principles of the current CS.**

The mission and its process have a strong knowledge content and should offer the following **opportunities :**

- For SDC to intensify contacts and enter into negotiations with responsible national stakeholders in the sector (regulatory, funding and implementing partners, etc.).
- Improve SDC profile in Myanmar as a recognized and experienced TVET supporter in the region and in the world.
- SDC to join forces with other development partners to support dual training concepts.
- SDC to contribute to promote TVET delivery by private sector establishments.
- SDC to analyze and take position in respect to the CESR provisional findings about the VET sector in Myanmar.
- Provide learning and information gathering for new SDC staff (programme managers).
- Prepare SDC Office Rangoon to connect with the other offices in the theme and with HQ. Establish SDC Myanmar in the SDC network for e+I.

4. Required information

The mission should provide analysis and suggest answers to the following issues, in view of the preparation of a project proposal and its related tendering process[35]:

A. CONTEXT ANALYSIS

NB: The available CESR findings and other appraisals made previously (preparation CVT &al) constitute a good basis of information for the mission to avoid doing the same work.

- What are the economic and labour market situation/prospect and trends in Myanmar and in the region? What are the relevant national policies, strategies and plans for economic development? Where is the target group of SDC active? What are the growth sectors of the economy where there is: added value, employment potential for salaried jobs and self-employment on the levels of craftspersons. The analysis should provide input to SDC to choose the sectors of intervention (What is the situation in the agriculture and reconversion).
- Qualify the suggestion to focus on hospitality/tourism (priority), traffic and transport, and construction, especially: minor roads and labour-based road works - according to the CS and other economic and political opportunities.
- Analysis of actors involved, including development partners, regulatory bodies and parent agencies; [36]
- TVET System analysis : assess the existing system including differences in access and potential of the future.
- Identify and explore further the pathways from school to work, which are relevant and feasible for SDC's primary target participants (poor, with low educational attainment, gender-biased, or otherwise excluded or discriminated) and particularities of the rural areas.
- Training needs assessment in the identified trades: Explore, through visits to a few selected companies in potential target sectors (e.g. hotels, catering tour operators), how their manpower requirements are presently met and which sources of supply they prefer.

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[35] The formal process within SDC encompasses the following steps: Identification mission -> Entry proposal to the SDC HQ -> Tendering process: establishment of the tender document, tendering, selection, contracting -> Planning and establishment of the final project documents -> start of the project.

[36] The recommendation could propose the creation of a TVET provider and programme directory.

- Explore , how Myanmar's economy with a workforce of around 30 million can sustain itself and further grow with TVET institutions that turn out only 10.000 (?) trained (?) workers per annum. (informality? Migration? …)
- Identify what is - among the other actors - the added value of SDC as well as the potentials for synergy with other projects in the region and in the country .
- Check, in which way such pathways come under any of the existing or emerging regulatory regimes and would possibly fit into the NVQ framework. ??
- Assess the relevance and opportunity to providing VSD interventions for requirements of new economic zones and to implement special VSD programmes for 'migration preparedness' ; and assess and if feasible impart VSD projects tailored for child soldiers and returnees ; - Seek partnerships with private sector actors, local, international

B RECOMMENDATIONS ON INTERVENTION OPPORTUNITIES.

B1Macro-level

- Check, where and how SDC could effectively participate in the national TVET policy dialogue and have influence at this level. Check whether and under which conditions a project-based engagement could make sense on the macro level.
- Certification? Financing subsidies?
- Check existing regional occupational standards for related trades and professions in this sector (concerning hotels, restaurants and tour operations) and how they could guide curricula, training delivery, certification and cross-border mobility of the workforce.
- Explore to which extent such TVET programmes could be organized in a "dual" mode with leading companies providing on-the-job learning opportunities (as experienced by CVT). Check the legality and existing regulatory regime for such an approach.

B2 Meso level

- Check what kind of R&D services the TVET system in its various streams needs and possibly lacks. Check whether such services (such as: teacher upgrading, curriculum development, assessment instruments, teaching and learning media; surveys, statistics and directories) could be generated by private or public providers.
- Sketch a possible project in this area, which could serve a range of institutions and describe a possible mechanism, whereby such services could be marketed.
- Check if there are associations of workers
- Check which partner would be most appropriate to host such an office and organize the production

B3 Micro level

- Explore which suitable TVET providers, could and would like to grow in order to expand, extend and/or diversify their training program.
- Check the conditions and possible mechanisms as to improve the inclusion of disadvantaged target groups (= persons with a lack of education, access and purchasing power, gender-biased, or in other ways excluded or discriminated) in such programmes. Explore programme succession (along the NVQ levels) as to facilitate inclusion, progression, transfer and life-long learning.
- Describe a possible project as to empower and to enable suitable TVET providers to undergo such an expansion. In this connection explore the idea of a "Culinary Academy" (as proposed in Cambodia by Swiss sponsors). Explore the possible role of the Hotel and Tourism Association (if it exists in Myanmar) and the responsible Ministry in such a project as to form a public-private partnership.

Other issues

- Identify a project structure with the response of the ministries and allies and partners.
- Define the characteristics of the implementing partner, including skills and experience .
- Check possible interfaces and synergies with other "dual" training programmes, as e.g. supported by development partners from Switzerland, Germany (GIZ), Austria (ADA) and Liechtenstein (LED) in Myanmar and in the Mekong River Area. Outline areas and issues of cooperation.
- Pre-check feasibility and desirability of labour-based road works as an approach to combine TVET with direct employment and income generation (SDC experience in Nepal, Bhutan and several African countries).

- Qualify the opportunity to reach the disbursement of 8mio a year effectively and make financial projections over the phase.
- Elaborate a draft logframe: defining the projects objectives, outcome sand outputs, hypothesis of change and result framework
- Make an estimation of their financial requirements of the project
- Make a risk analysis of the various options and define mitigation issues .
- Create the skeleton of a potential ProDoc, if required with options.
- Align proposals with SDC's TVET initiative in Laos (SDC-GIZ VELA programme), in Cambodia (proposals of joint planning workshop of September 10, 2012) and the Concept Note on
- Mekong Region Cooperation Strategy 2013 – 2017 of June 2012.

5. Reporting and information :

The team will discuss the draft findings and recommendations at the end of the mission in a workshop. A draft report will be submitted SDC will provide feedback (cf details after).

The final report will be submitted:

- In English
- Executive summary may 2 pages in English
- Main documents with all the relevant information – max 25 pages.
- Annexes

7.2 Sequence of Activities and Meetings

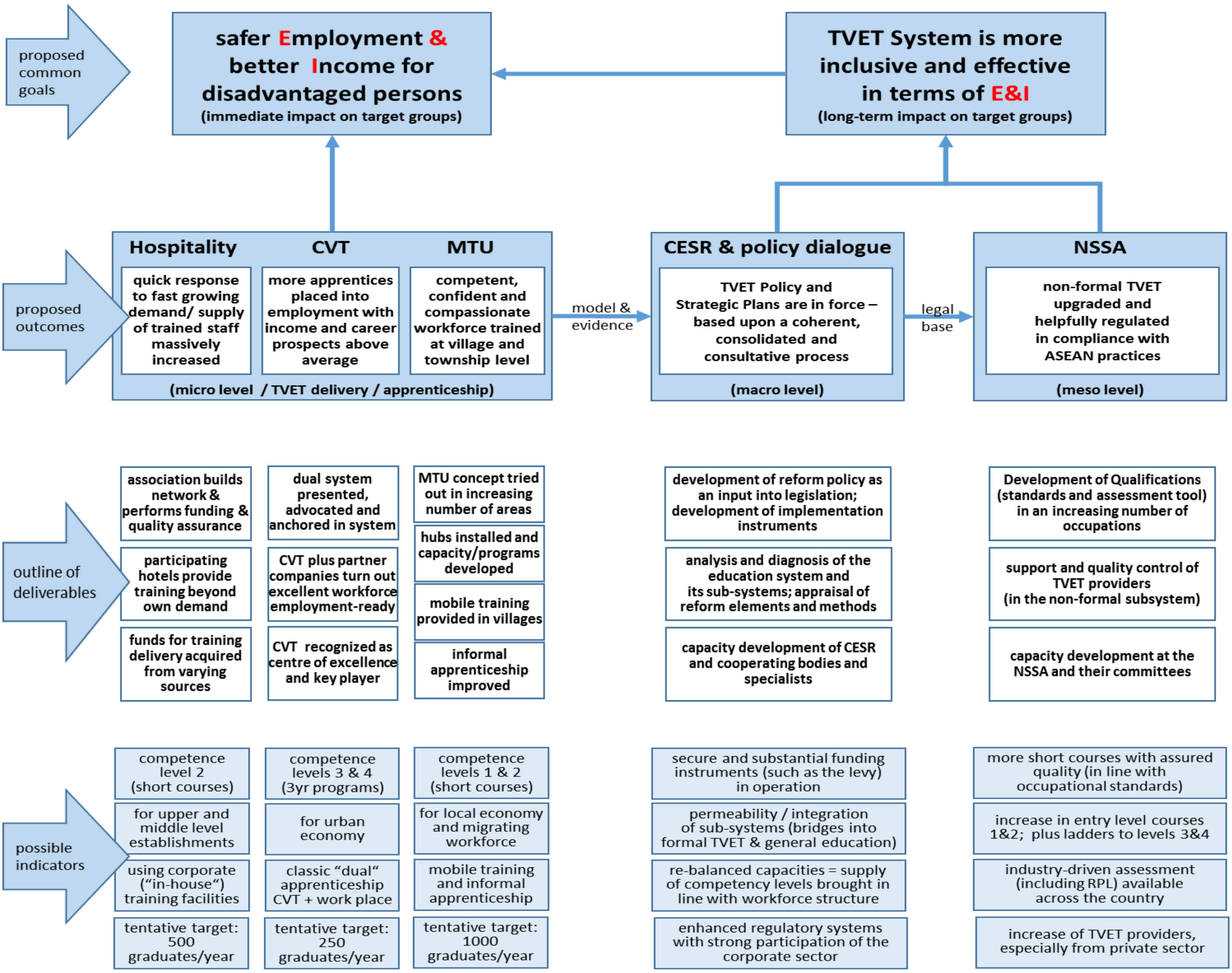
Date	Time	Programme	Participants
6 Mar (Wed)	TG 303 - 8.45	Arrival to Yangon Airport	FIB, Gunter
	09.30 - 10.00	From Airport to the Embassy	FIB, Gunter
	10:30-12:00	Settling in,	FIB, Gunter
	12.30 - 14.00	Lunch	FIB, Gunter, TSP?, ZAWNA
	TG 301 - 13:45	Arrival to Yangon Airport	Sideth
	14:00 - 17:00	Reviewing documents and Adjusting plan	FIB, Gunter, Sideth, ZAWNA
		Back to Traders Hotel	FIB, Gunter, Sideth
		Dinner with Gerhard, GIZ	FIB, Gunter, Sideth
7 Mar (Thur)	9:00:12:00	Inception meeting to confirm travel arrangements/ meeting schedule	FIB, Gunter, Sideth
	12:00-13:00	Lunch at Myanmar Tine Yinn Thar: Restaurant	
	13.30 - 16.00	Inception meeting to confirm travel arrangements/ meeting schedule	FIB, Gunter, Sideth, ZAWNA,
	16:00-17:30	Meeting with IOM and ILO	FIB, Gunter, Sideth, ZAWNA,
	10:30-12:00	Meeting with CVT	FIB, ZAWNA, Gunter, Sideth, TSP?
	12.30 - 13.30	Lunch	
	14.00 - 15.30	Meeting with the UNICEF	
	16.00 - 17.30	Visit CVT workshop in North Dagon	FIB, Gunter, Sideth, ZAWNA,
9 Mar		***Sat***	
10 Mar		***Sun***	
11 Mar (Mon)	09.00 - 10.30	Meeting with CESR Task Manager and Coordinator	FIB, ZAWNA, Gunter, Sideth,
	11.00 - 12.30	Meeting with NRC, 68 Than Lwin Rd. Bahan Township, Yangon Office: 501 808; `09 507 6084	FIB, ZAWNA, Gunter, Sideth,
	12.15 - 13.30	Lunch	FIB, ZAWNA, Gunter, Sideth,
	14.00 - 15.00	Meeting with ACTED	FIB, ZAWNA, Gunter, Sideth,
	15.30 - 17.00	Visit to Private Co. (Myanmar tractors - organized by CVT),	2 members from mission
	15.30 - 17.00	Visit to Asian Trails	2 members from mission + Daw Yin Yin Aye
	18.00 -	Back to Traders Hotel	FIB, Gunter, Sideth
12 Mar (Tue)	11.00 - 12.30	Meeting with UNESCO	FIB, ZAWNA, Gunter, Sideth
	12.45 - 13.45	Lunch	FIB, ZAWNA, Gunter, Sideth,

Date	Time	Programme	Participants
	14.15 - 15.30	Meeting with Deputy Asst. Director, MoL, Skills training center	FIB, ZAWNA, Gunter, Sideth,
	16.00 - 17.00	Discussion in the office and preparation	FIB, ZAWNA, Gunter, Sideth,
	17.30	Meeting with Peter at Embassy for Strategy	FIB, ZAWNA, Gunter, Sideth,
	18.00	Back to Traders Hotel	
13 Mar (Wed)	11.00 - 12.30	Paung Ku (Civil society coordination Mechanism) - Wizaya Plaza, Revolutionary Park	FIB, ZAWNA, Gunter, Sideth,
	13:00-14:00	Lunch	
	14:30 - 15:30	Kandawgyi Hotel Management training	FIB, ZAWNA, Gunter, Sideth,
	14.15 - 17.30	Discussion in the office and preparation for mission to Naypyitaw	FIB, ZAWNA, Gunter, Sideth,
	18.00 -	Back to Traders Hotel	FIB, Gunter, Sideth
14 Mar (Thurs)	07.00 - 12.00	Leave for Nay Pyi Taw - Pick Up Ko Nay at 6.15 a.m at (No.A2, Rm 301, MinYe Kyaw Swar Estate, Tamwe) and - Pick Up 3 mission members at 7 am at Traders Hotel	ZAWNA, Gunter, Sideth,
	13.30 - 15.00	Meeting with Dr Myo Myint, Deputy Minister for Ministry of Education (Office No. 13, Nay Pyi Taw)	
	15:30 - 17:00	Meeing with U Myo Aung, Director General, Ministry of Labour (Office No. 51, Nay Pyi Taw)	
		Night stop in Thingaha hotel	
15 Mar (Fri)	9:00-10:30	Meeting with Deputy Minister for Ministry of Science and Technology (Office No. 21, Nay Pyi Taw)	ZAWNA, Gunter, Sideth,
	11.00 - 12.30	Meeting with Deputy Minister for Ministry of Hotel and Tourism (Office No. 33, Nay Pyi Taw)	
	13.30 - 18.30	Lunch at Nay Pyi Taw and Travel back to Yangon	
16 Mar		***Sat***	
17 Mar		***Sun***	
18 Mar (Mon) Apts for Mrs Beatrice	9.30 AM	Pick up at Traders Hotel	
	10.00 - 11.00	Meeting with Daw Yin Yin Aye, CVT	
	16.30 - 17.30	Meeting with Daw Khin Khin Nw, Joint Secretary General of UMFCCI	
	18.00	*Back to Traders Hotel*	
18 Mar (Mon)	06.30 - 11.30	Travel to Mon State	ZAWNA, Gunter, Sideth,
	12.00 - 12.30	Visit to SDC Field Office	
	12.30 - 13.15	Lunch with SDC Field Team	

Date	Time	Programme	Participants
	13.30 - 14:30	Meeting with State Ministers, Dy. Director of NATALA	
	14:45-15:45	Meeting with Dr. Khin Maung thwin (State Minister)	
	16:00-17:00	Meeting with the Principal of Vocational Training Schol of Domestic Science for Women	
	19.00 - 21.00	Dinner with Resident Programme Officer, UNICEF/IOM/FXB	
		Night stop in Strand Hotel	
19 Mar (Tues) Schedule for Mrs. Beatrice	07.45 AM	Pick Up Mrs. Beatrice at Traders Hotel	Beatrice
	08.30 AM	Meeting with Karin at Embassy	
		Working at Nicole desk and having lunch in the office	
	1.30 PM	Meeting with Achim MUNZ, Representative of Hans Siedel Foundation at Inya Lake Hotel (Phone: 01-667225 / 09-420088891)	
	3.30 PM	Meeting with Claudine at Embassy	
19 Mar (Tues)	07.00 - 08.00	travel from Mawlamying (Mon) to Hpa-An (Kayin)	ZAWNA, Gunter, Sideth,
	09.00 - 11.00	Meeting with respective Focal ministry	
	11.30 - 12.30	Lunch	
	13.00 - 18.30	Travel back to Yangon	
20 Mar (Wed)	08.00 _ 08.45	Pick up at Traders Hotel	FIB, Gunter, Sideth
	09.00 - 15.00	Consolidate findings	FIB, ZAWNA, Gunter, Sideth,
	15:00-18:00	Internal debriefing	FIB, ZAWNA, Gunter, Sideth, FIO, BCH, TSP,WSM, HDC, EBEKA, HNQ, SAOIR, ATUAY
	18.30 -	Back to Traders Hotel	FIB, Gunter, Sideth
21 Mar (Thurs)	08.00 _ 08.45	Pick up at Traders Hotel	
	09.00 - 16:00	mission team work on the report	FIB, ZAWNA, Gunter, Sideth,
	18:00:00-21:00	Sharing the mission findings (external) followed by reception	
	21:00	Back to Traders Hotel	FIB, Gunter, Sideth
22 Mar (Fri)	08.00 _ 08.45	Pick up at Traders Hotel	FIB, Gunter, Sideth
	09.00 - 17.00	Drafting of premilinary report and debriefing to Peter	FIB, ZAWNA, Gunter, Sideth, National resource person
	17.30 -	Back to Traders Hotel	Gunter, Sideth
23 Mar		End of Mission	

7.3 Logframe (draft)

Lest to overload the picture and to present a degree of detail which would be unnecessary at this stage of design, only the skeleton of a logframe is provided. It is suggested to use a "dual" overall GOAL, which can accommodate the micro-, meso- and macro-level interventions of the programme and link them logically.Micro-level outcomes are designed to lead to a DIRECT benefit (IMPACT) for the target groups, whereas macro and meso level outcomes will address the reform of the system towards both quality and equality.At the bottom of the diagram there are indicators suggested, which are to describe the performance of the projects – albeit yet without quantification and timing.In the middle of the diagram there are proposals for outputs or, as we prefer to name them, DELIVERABLES. This part is still somewhat sketchy and could be best elaborated in a project planning workshop. Means of verification and critical assumptions are not yet shown in the sketch below.



7.4 De-Briefing material

SDC´s Team on TVET

De-Briefing Session

at Park Royal Hotel

Yangon, March 21, 2013

At the barber's: When there is no proper TVET
(cartoon from the 19th century)

Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Gunter Kohlheyer
Samsideth Dy
Beatrice Ferrari
Nay Myo Zaw
(mission from March 6 to 22)

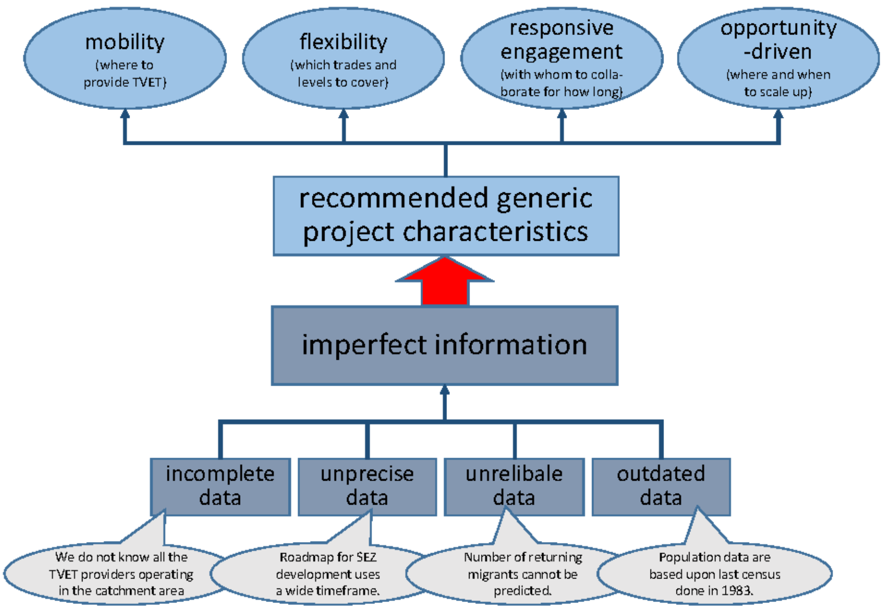
SDC's Objectives and Principles in TVET (VSD):

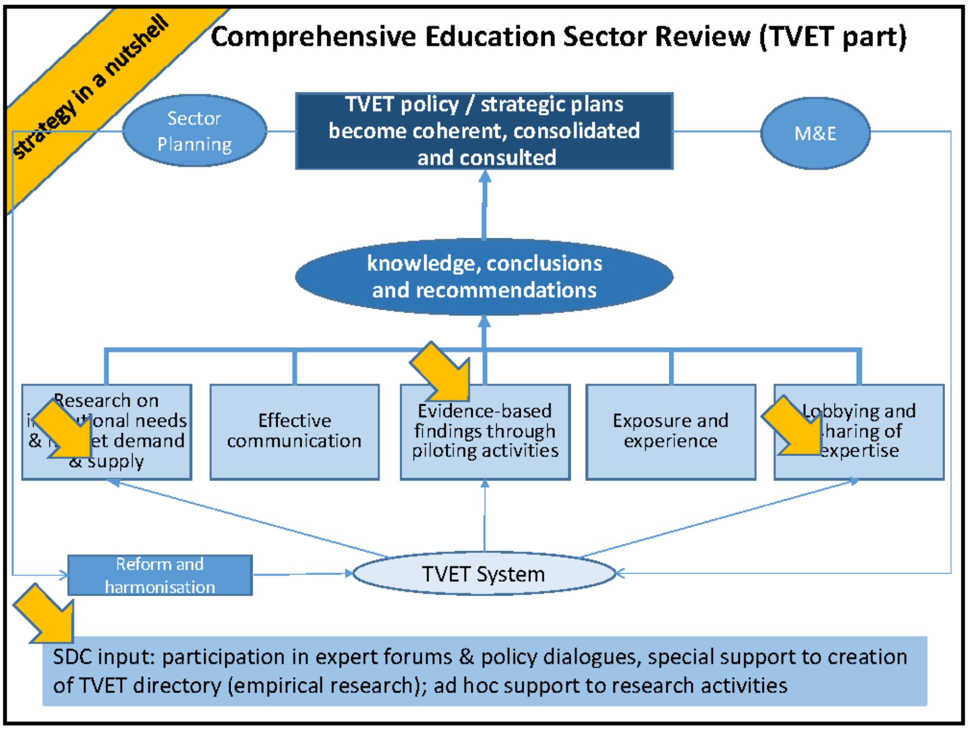
- Outcome of Training → measured in terms of **EMPLOYMENT & INCOME** (broad sense of 'gainful economic activity')
- Participation in Training → **inclusion** of disadvantaged groups
- Overcoming exclusion
  - admit persons with **low** formal **education**
  - make training **affordable**
  - provide training within **reach**
  - use conducive teaching **methodology** and **timing**
- Involvement of private enterprises and PPP solutions (e.g. **apprenticeship**)
- Help improve / harmonise overall non-formal **TVET system**
- Maintain geographic focus (SE Myanmar)
  - where SDC has experience
  - in disadvantaged regions
  - ongoing peace building process
- Engagement on all three system levels (**macro/meso/micro**) and help create links

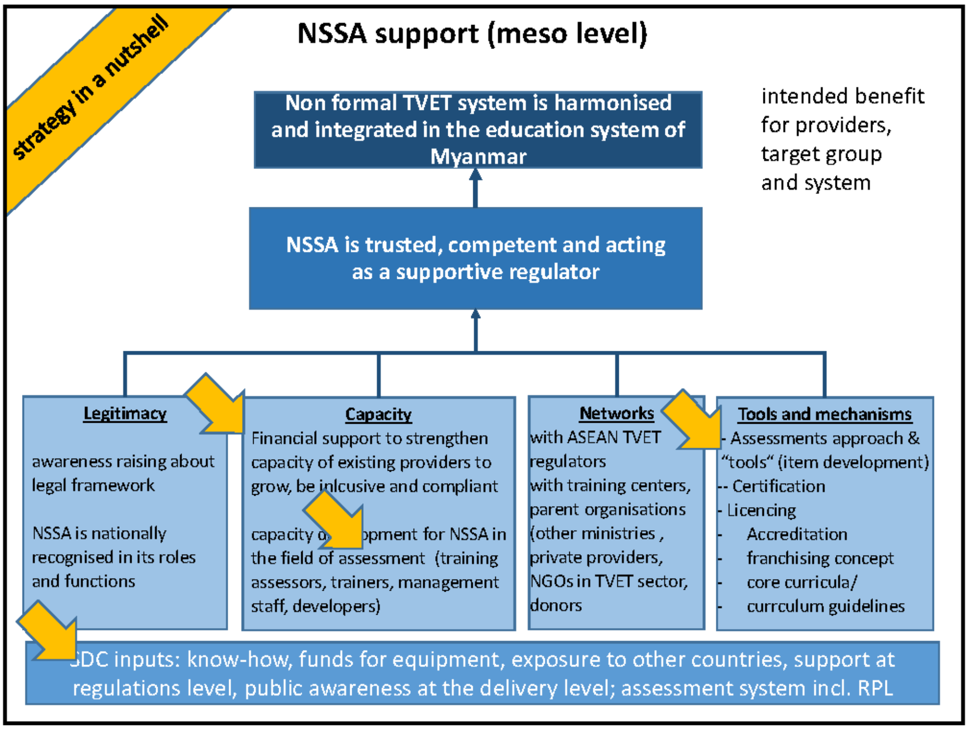
TVET Team´s Response:

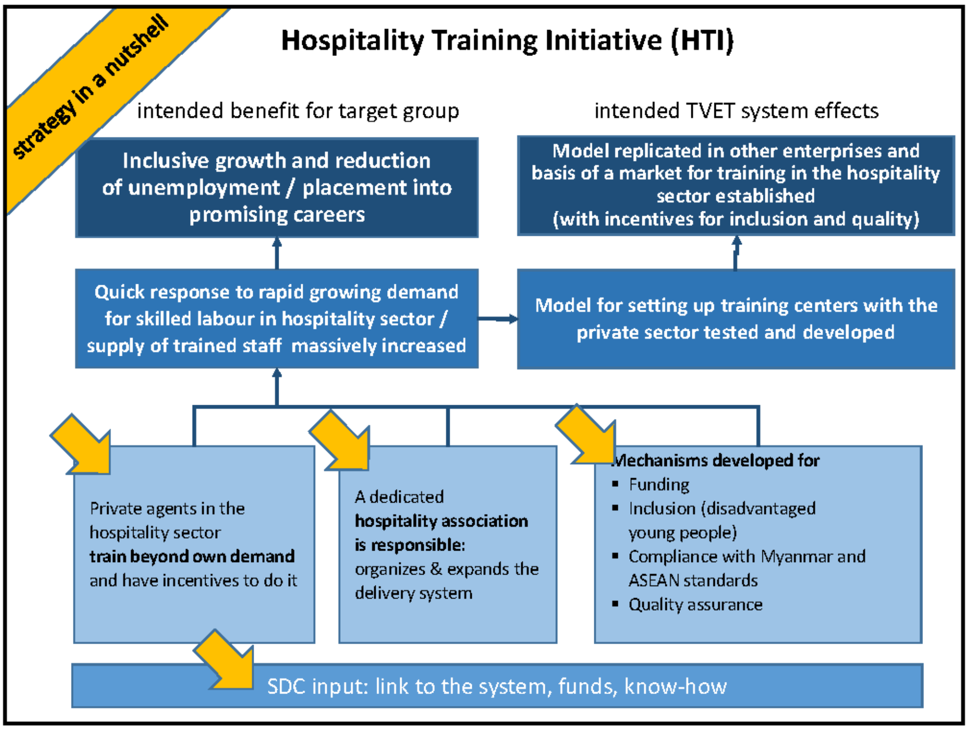
- Taking decisions in a situation characterised by lack of information
- Proposing five project ideas (presented in the following)
- Engagement with various actors (public and private; central, regional, local)
- Engagement on all levels of (non-formal) TVET
- Consideration for peace building processes (in Mon and Kayin target areas)

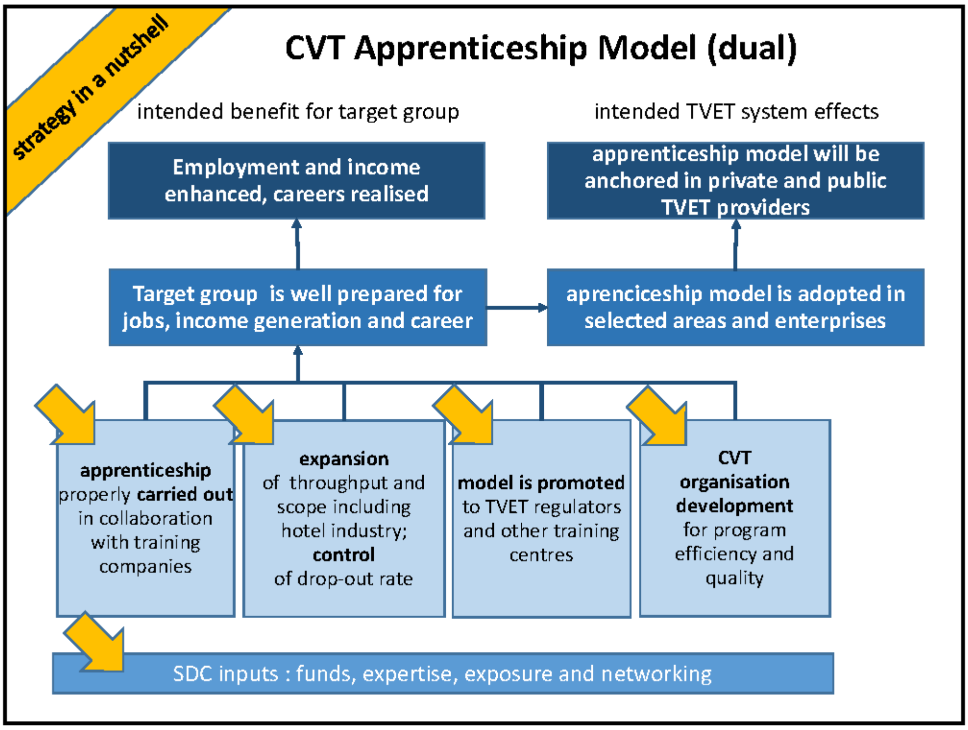
TVET Decisions and Design under Uncertainty.

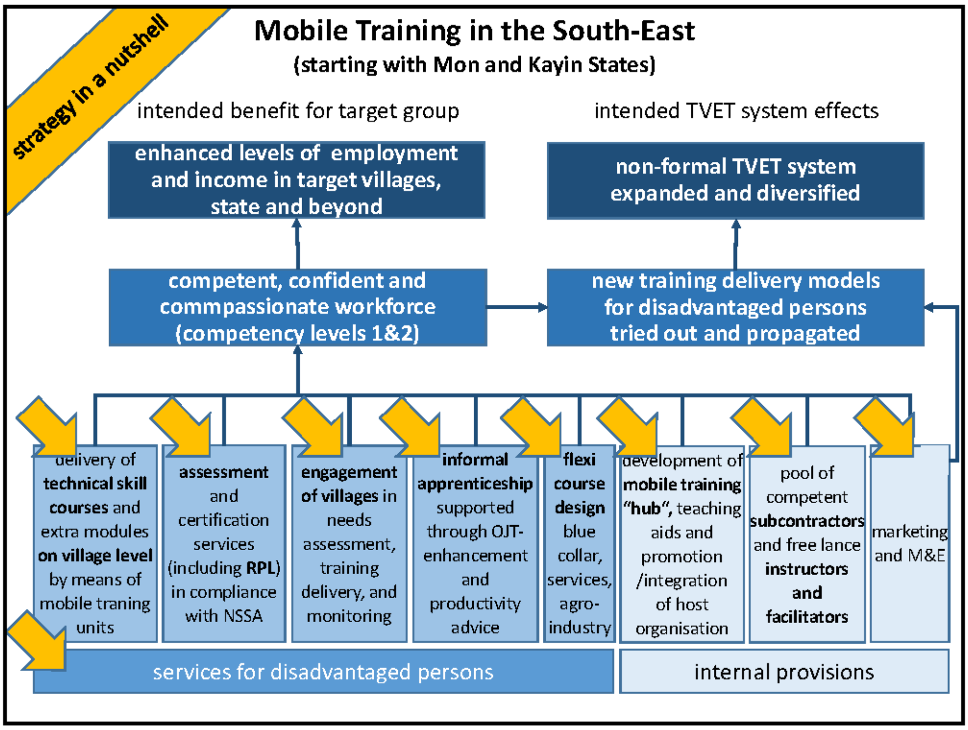


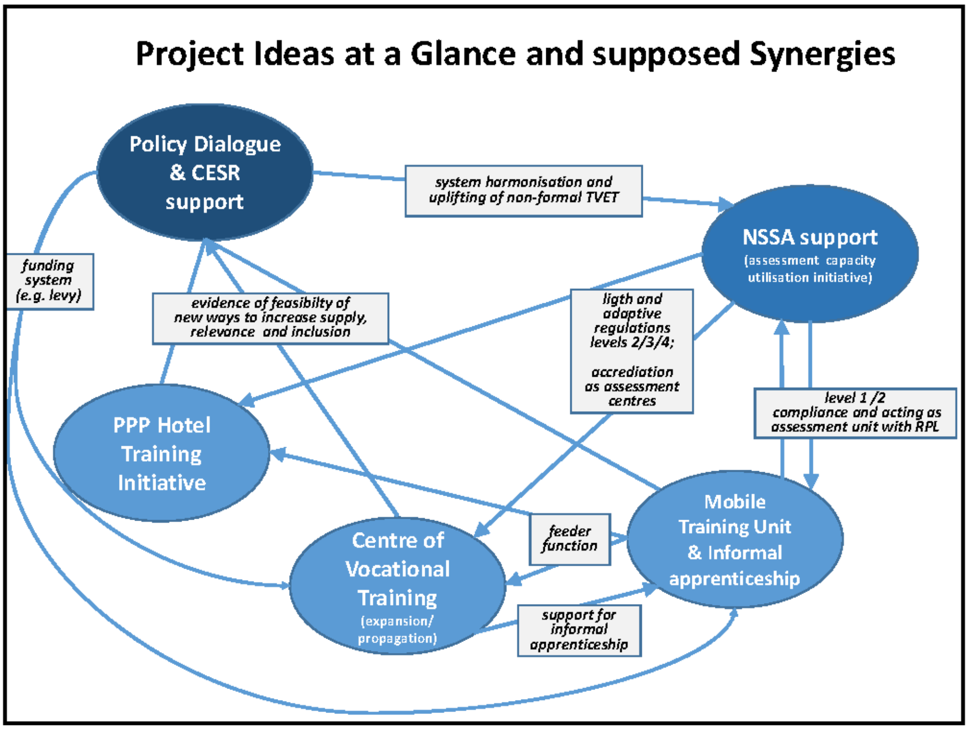

strategy in a nutshell
Comprehensive Education Sector Review (TVET part)
Sector Planning
TVET policy / strategic plans become coherent, consolidated and consulted
M&E
knowledge, conclusions and recommendations
Research on
& supply
Effective communication
Evidence-based findings through piloting activities
Exposure and experience
Lobbying and
expertise
Reform and harmonisation
TVET System
SDC input: participation in expert forums & policy dialogues, special support to creation of TVET directory (empirical research); ad hoc support to research activities


strategy in a nutshell
NSSA support (meso level)
Non formal TVET system is harmonised and integrated in the education system of Myanmar
intended benefit for providers, target group and system
NSSA is trusted, competent and acting as a supportive regulator
Legitimacy
awareness raising about legal framework
NSSA is nationally recognised in its roles and functions
Capacity
Financial support to strengthen capacity of existing providers to grow, be inlcusive and compliant
the field of assessment (training assessors, trainers, management staff, developers)
Networks
with ASEAN TVET regulators
with training centers, parent organisations (other ministries, private providers, NGOs in TVET sector, donors
Tools and mechanisms
- Assessments approach & "tools" (item development)
-- Certification
- Licencing
- Accreditation
- franchising concept
- core curricula/
- curculum guidelines
regulations level, public awareness at the delivery level; assessment system incl. RPL


strategy in a nutshell
Hospitality Training Initiative (HTI)
intended benefit for target group
intended TVET system effects
Inclusive growth and reduction of unemployment / placement into promising careers
Model replicated in other enterprises and basis of a market for training in the hospitality sector established (with incentives for inclusion and quality)
Quick response to rapid growing demand for skilled labour in hospitality sector / supply of trained staff massively increased
Model for setting up training centers with the private sector tested and developed
Private agents in the hospitality sector **train beyond own demand** and have incentives to do it
A dedicated **hospitality association is responsible:** organizes & expands the delivery system
Mechanisms developed for
Funding
Inclusion (disadvantaged young people)
Compliance with Myanmar and ASEAN standards
Quality assurance
SDC input: link to the system, funds, know-how


strategy in a nutshell
CVT Apprenticeship Model (dual)
intended benefit for target group
intended TVET system effects
Employment and income enhanced, careers realised
apprenticeship model will be anchored in private and public TVET providers
Target group is well prepared for jobs, income generation and career
aprenciceship model is adopted in selected areas and enterprises
apprenticeship properly **carried out** in collaboration with training companies
expansion of throughput and scope including hotel industry; **control** of drop-out rate
model is promoted to TVET regulators and other training centres
CVT organisation development for program efficiency and quality
SDC inputs : funds, expertise, exposure and networking


strategy in a nutshell
Mobile Training in the South-East
(starting with Mon and Kayin States)
intended benefit for target group
intended TVET system effects
enhanced levels of employment and income in target villages, state and beyond
non-formal TVET system expanded and diversified
competent, confident and commpassionate workforce (competency levels 1&2)
new training delivery models for disadvantaged persons tried out and propagated
delivery of technical skill courses and extra modules on village level by means of mobile traning units
assessment and certification services (including RPL) in compliance with NSSA
engagement of villages in needs assessment, training delivery, and monitoring
informal apprenticeship supported through OJT-enhancement and productivity advice
flexi course design blue collar, services, agro-industry
development of mobile training "hub", teaching aids and promotion /integration of host organisation
pool of competent subcontractors and free lance instructors and facilitators
marketing and M&E
services for disadvantaged persons
internal provisions


Project Ideas at a Glance and supposed Synergies
Policy Dialogue & CESR support
system harmonisation and uplifting of non-formal TVET
NSSA support
(assessment capacity utilisation initiative)
funding system (e.g. levy)
evidence of feasibilty of new ways to increase supply, relevance and inclusion
ligth and adaptive regulations levels 2/3/4;
accrediation as assessment centres
level 1 /2 compliance and acting as assessment unit with RPL
PPP Hotel Training Initiative
feeder function
Mobile Training Unit & Informal apprenticeship
Centre of Vocational Training
(expansion/ propagation)
support for informal apprenticeship