

Skills Development Portfolio Review

Final Report

submitted to

Swiss Agency for
Development
and Cooperation SDC

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by

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Acronyms

ADB	Asian Development Bank
BMET	Bureau of Manpower, Employment & Training
BNFE	Bureau of Non Formal Education
BSCIC	Bureau of Small & Cottage Industries Council
BTED	Bangladesh Technical Education Board
CAMPE	Campaign For Popular Education
CMES	Centre for Mass Education in Science
COEL	Center of Excellence in Leather
CIDA	Canadian International Development Assistance
DAM	Dhaka Ashania Mission
DFID	Department of For International Development
DTE	Directorate of Technical Education
EFA	Education For All
ESNSDC	Executive Committee of the National Skills Development Council
EU	European Union
FESSP	Female Education Secondary Stipends Project
FIVDB	Friends in Village Development in Bangladesh
GOB	Government of Bangladesh
GEP	General Education Project
HRD	Human Resource Development
HSC (Voc)	Higher Secondary Certificate (Vocational)
ILO	International Labour Organisation
ISC	Industry Skills Council
MEWOE	Ministry of Expatriate Welfare & Overseas Training
MDG	Millennium Development Goals
MOE	Ministry of Education
MOLE	Ministry of Labour & Employment
NGO	Non-Governmental Organizations
NORAD	Norwegian Agency for Development
NSDC	National Skills Development Council
NTC	National Training Council

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NTVQF	National Technical and Vocational Qualifications Framework
OD	Organizational Development
PEDP	Primary Education Development Program
PLCE	Post Literacy & Continuing Education
PPTA	Project Preparation Technical Assistance
RMMRU	Refugee and Migratory Movements Research Unit, University of Dhaka
PRSP	Poverty Reduction Strategy Paper
RPL	Recognition of Prior Learning
SD	Skills Development
SDC	Swiss Development Cooperation
SIDA	Sweden International Development Assistance
SME	Small and Medium Enterprise
SSC (voc)	Senior Secondary Certificate (Vocational)
SESP	Secondary Education Sector Project
TVET	Technical & Vocational Education and Training
UCEP	Under-Privileged Children's Education Program
UNDP	United nation's Development Program
UNICEF	United Nations Children's
UNESCO	United Nations Education, Science and Culture Organization
UNFPA	United Nations Fund For Population Activities
USAID	United States Assistance in Development
VTE	Vocation Technical Education
WB	The World Bank

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1 Purpose and Background of Portfolio Review

1.1 Historical Perspectives

Though human resource development for sustaining economic growth and reduction of poverty was seen as an important intervention since independence, the Technical and Vocational Education and Training (TVET) sub-sector and skill development did not receive any priority. Since independence in 1971, Bangladesh made many efforts to expand education system at all levels and the Article 17 of the Constitution of the newly formed People's Republic of Bangladesh expressed its commitment to educate every citizen at least with basic education. In 1973 all schools were taken over by the government expressing her desire to promote education at all levels for all citizens, yet, by March 1990, at the time of Jomtien Conference, Bangladesh along with India and Pakistan, remained one of the nine most populous illiterate nations in the world.

Bangladesh was a signatory to the Jomtien Declaration of Education for All (EFA) in March 1990 and the Delhi Declaration of EFA (1991) in the nine most populous countries. Critical issues those prevailed – (high illiteracy, low school enrolment, high dropout, low completion rates, poor quality of education, lack of access, teachers and sheltered school space etc) -- in the 1990, at the time of EFA declaration, was addressed with GOB's EFA Plan of Action and was implemented with the then world's largest education project (US\$359million), the General Education Project (GEP) – (World Bank Cr2118BD) from 1991 – 1997 with development assistance from nine Development Partners (WB, ADB, SIDA, the Netherlands, NORAD, UNDP, UNICEF, UNFPA, UNESCO). GEP also initiated the Secondary Sub-sector Study and implemented an experimental Non-Formal Education Projects with 14 NGOs. In 1992 with Norwegian Financial Assistance the Stipends for Female Students in the Secondary Schools was introduced under GEP in seven thanas (upazilas). In 1995 a study of the Technical and Vocational Training Institutes was also carried out by the World Bank. In 1992 Bangladesh introduced the Compulsory Education Policy in 118 urban upazilas and subsequently in 1993 nation-wide for the primary sub-sector and also launched the first Non-Formal Education Project (Integrated Non-Formal Education Project -INFEP) to address the adult illiteracy.

Subsequently, in 1995 the Female Stipends for Secondary Education Project (FSSEP) was launched nationwide with the financial assistance from the World Bank (WB), Asian Development Bank (ADB) and the Government of Bangladesh (GOB). The Female Stipend project has continued for over 15 years making breakthrough in female student's enrolment at primary (51:49) secondary (54:46) levels . The nine donor consortium of the General Education Project led to the first Sector Wide Primary Education Development Program (PEDP-1) and has continued for the last 15 years and PEDP-III is to be launched soon. The Asian Development Bank launched a TAPP project for the Secondary Sub-sector in 1994 and also the first NFE Project was commissioned

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in 1998. These were followed by Secondary School Education Programs (SSEP – 1 & 2) and NFE 1 & 2 and Post Literacy and Continued Education (PLCE 1 & 2) etc.

With these interventions Bangladesh has made impressive progress in human development and is seen in increased HDI and Life Expectancy, reducing infant, child and maternal mortality and increased enrolment and completion rates in primary and secondary education.

Yet there was no significant follow-up for the vocational education and training sector, and the conventional institutions in the Technical and Vocational Education and Training sub-sector remained unattended for the last two decades. However, the number of TVETs offering SSC (Vocational) and HSC (Vocational) qualifications had its natural increase. The NGO sector had several ‘skill development’ projects such as Under Privileged Children’s Program (UCEP), Friends in Village Development in Bangladesh (FIVDB), et al were run by the NGOs with donor support. SDC supported both of these NGOs. In 1998 SDC carried out a survey of the NGOs to identify the NGOs those had any vocational orientation in their programs.

The National Education Policy of 2010 and the Sixth Five Year Plan (FY2011 – FY2015) of GOB, clearly articulates the need to formulate human capital for sustaining economic growth and poverty reduction. Bangladesh is aiming at harnessing of its trained and equipped human resources as the principle drivers of growth. The Sixth Five Year Plan indicates that the quality of education and skill development are essential for increasing of economic growth and poverty reduction. SDC’s interventions in ‘Skills Domain’ come in as one of the priority sub-sectors of the Government of Bangladesh.

1.2 Purpose of Portfolio Review

SDC’s portfolio review comes at a critical juncture in the human resource development in Bangladesh. Having invested in NFE and PLCE projects with the World Bank and ADB, and contributing to CAMPE and CMES for long years, SDC in the recent years has entered the ‘skills development domain’ contributing to projects with ADB, ILO, and COEL and the EU (mandate to SwissContact). The 6th Five Year Plan has identified ‘skills’ as a priority domain, to the first time. GOB recognizes the importance of the skill development in the informal sector and setting up of a Skill Development Council to bring all actors, different ministries, the private sector and NGOs and Civil Society to work together to address the issues in the TVET sector at all levels. Further, the long unattended TVET sector is viewed by many development partners as the sector that could contribute more to economic development and besides SDC, other than the World Bank and ADB; DFID, EU, CIDA, USAID are bilateral donors who have entered the skills domain ILO had been the single long time player in the domain as it was their mandate to deal with the labour issues.

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Although these developments do fall in line with the SDC's evolving strategies, yet SDC's country strategy need to align with emerging development in the human resource development in Bangladesh.

With SDC's comparative advantage is in its vast experience to work with disadvantaged groups, specifically in hard to reach areas. SDC's Skill Development portfolio has evolved through interventions in Human Resource Development, Basic and Vocational Education, Non Formal Education, Post Literacy programs, Education and Employment & Income sectors or domains; existing strategic guidelines underline this: I.e. the NFE Strategy 2000, the Education Strategy 2005 – 2008, the Skills Development Concept (internal SDC paper of 2008), the E+I Strategy Note (internal SDC paper of 2009). Discourses take place at national and international levels (Working Group for International Cooperation in Skills Development, Network for Policy Research, Review and Advice on Education and Training/NORRAG etc.). Moreover, SDC is well placed amongst the development partners in Bangladesh as a leading positive actor in the 'skills domain'. SDC on the one hand is faced with the increasing demand for skills delivery; and on the other hand with SDC's strong positioning with its long acquired capacity and contributions to the skills domain it is well positioned to address the 'skills domain' in the emerging perspectives. It will be necessary to revisit and transform its current portfolio to place SDC strategically in a sound position to bring the best of SDC to do the best in poverty reduction. To strengthen SDC's role as a donor to expand and enhance vocational skills of the disadvantaged poor in the informal sector, of upgrading their skills to find a decent living in the economy and thus increasing the potential to contribute towards economic development and to up-lift Bangladesh to a middle income country is seen as the central purpose of this review.¹

In the above context of the skill domain the portfolio review aims:

- 1 To provide the SDC management with a critical overview of the current status of the
 - a. **skills development system** in Bangladesh (refer to ch. 2 of this report);
 - b. asses the **relevance of SDC's SD portfolio** in this given context and (ch. 3)
 - c. provide **options for future** portfolio development.
(ch. 4, where pages 20-22 can provide the upshot of this report)

- 2 Assess the **result management system** of the SD portfolio and strengthen the result orientation in this regard, at SDC and partner level. (ch. 5)

¹ Terms of Reference for the team of consultants can be found in annex 6.2; meetings conducted by the team in annex 6.5)

2 Current Status of Skills Development

2.1 Critical Overview

The 6th Five Year Plan indicates that of the 54 million, age 15 and over, who constitute the active workforce, only 50% have an education level beyond primary education. 78% of the workforce is engaged in the informal sector and of which 48% is in the agriculture sector. Every year about 500,000 Bangladeshis migrate abroad for work and most of them are poorly skilled. Approximately 10million Bangladeshis work abroad. In a workforce where over 50% have less than Grade 5 education level, the existing formal TVET Institutions requires their applicants to have Grade 8 qualifications to enter a formal course of training. The 6th Five Year Plan says that VTE system has undermined the poverty alleviation serving the urban youth who completed 8th grade education while the rural youth (even with grade 8) are mostly ruled out. Under 11 ministries, there are 367 accredited public sector TVETs enrolling 250,000 trainees per annum for short and long term courses mainly for young males (74%) with Grade 8 or higher qualifications. Beside these there are over 4000 private sector TVETs accredited by the Bangladesh Training Education Board (BTED) and 285,000 admissions per year (HDRC/UKAID; World Bank Study 2011). Most of these programs are for grade eight and above and mostly for males. The studies also show that about 2 million youth enter the workforce every year – and due to continued population growth (1.3%) this figure keeps increasing.

The Government has now formed the National Skill Development Council (NSDC) as the apex body for formulation of policy and the new policy addresses the formal, non-formal and informal sectors. Also the National Technical and Vocational Qualifications Framework (NVTQF) is developed and approved. Two TVET sector studies are completed by the World Bank and DFID. There is growing interest and opportunity for new investments. These studies have identified the importance of the informal sector, skill development through apprenticeships and on-the-job training with private sector participation. There is a “G20” initiative to make Bangladesh a pilot country in this context.

2.2 Current Trends

Skills development has repeatedly been diagnosed in terms of its main weaknesses, and the current diagnosis is not much different from earlier ones:

- Lack of access (exclusion of disadvantaged groups and gender imbalance)
- Lack of relevance (outdated, irrelevant content and competency levels)
- Lack of resources and quality (rote learning and no hands-on experience)

and as a result:

- Imbalances in the labour market (vacancies, at the same time unemployment)
- Low competitiveness (productivity losses, neglect of OHSE aspects in the work place)
- Low income levels (in domestic as well as in overseas labour markets).

Skills development as one major instrument to combat poverty by enabling poor segments of the population to go into gainful economic activity is recognised, but has failed to bring about drastic changes. Presently there are major ongoing efforts in order to address persisting deficits. These have resulted in three important projects of the Government:

- **PLCE** project in the area of non-formal education including skills components, albeit on a lower level of pre-vocational competencies (responsible ministry is MoPME; the project uses ADB loans, and SDC acts as a small co-funding partner).
- **SDP** project in the area of formal and non-formal Vocational and Technical Education and Training (responsible ministry is MoE; the project uses an ADB loan, and SDC is a small co-funding partner; implementation is seriously delayed and the MTR of April 2012 has rated this project as “at risk”.)
- **TEVT Reform** projects with the aim to bring all modes and levels of skills development under a common framework (responsible entity is the new National Skills Development Council; project uses an EU grant and has ILO expertise available; SDC is participating at policy dialogue level and will support the council’s secretariat with a small investment contribution.)

In addition, SD delivery by NGO providers is a huge contribution to the overall output of the system. Several large NGOs exist in the country with considerable support from donors, e.g.

- **UCEP** providing vocational training to underprivileged children, receiving support from DFID and EU and, until recently, also from SDC
- **DAM**, receiving support from several donors in order to provide non-formal education and vocational training.

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- **CARITAS** an INGO with Swiss origin, is a large provider of vocational skills for underprivileged youth (through school, centres and mobile units) for a long time in Bangladesh, and remains one of the largest players.

While PLCE and, to a lesser degree, SDP on one side and the NGOs on the other side have been equipping a growing number of disadvantaged persons with skills by means of work exposure and short courses at the co-called **micro-level**, the policy development project has resulted in a much needed framework on **macro-level**, with features that can make the skills development delivery system much more equitable, effective and permeable. The main features of the SD policy (approved in February 2012 by the Government) are:

- 1 ONE high-level **national body** in charge for policy (NSDC) with representation of Government, Industry and Civil Society, and chaired by the Prime Minister.
- 2 A **framework** of national vocational qualifications, with a defined “ladder” of 6+2 competency levels at its core, including low entry points and upgrading options.
- 3 Development of **qualifications** through industry-lead organisations (ISCs) in line with economic demand and industrial performance requirements.
- 4 Allowing and encouraging **multi-mode delivery** systems to expand skills development beyond school-based providers, including apprenticeship and informal work-based learning. Accreditation for all kinds of providers and schemes, including the informal sector of the economy and the cottage industry.
- 5 **Assessment** of qualifications, and units thereof, including an RPL facility by accredited assessment centres.
- 6 **Regulatory regime** (accreditation, certification, funding, quality assurance) by one competent body (BTEB). (Presently there is also the BETB according to Labour Law.)
- 7 Triggering due **legislation** (plan to draft NSDC bill and TVET bill).

The features of the policy, once put into practice, will work in favour of

- **Inclusion** and access of poor (ladder system, recognition of prior learning)
- Relevance of competencies and **employability** of all pass-outs (improved format and process of development of qualifications)
- **Employment** and self-employment (strong role of private sector; apprenticeship and other enterprise-based learning modes).

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In essence, the new SD policy is better oriented towards poverty reduction than the inherited patchwork of formal, non-formal and informal TVET provisions, carried out by a multitude of responsible ministries, NGOs and companies. An action plan has been developed to put the new SD policy into practice and there are massive expectations that this would happen soon and with increasing speed. The board of technical education (BTEB) will be confronted with a large increase in responsibilities and work load – in addition to their existing duties of managing the formal TVET system with numerous public institutions (colleges and polytechnics) and a large number of private schools (Vocational Secondary Schools).

A bottleneck situation at the BTEB can be expected. Considering the present accomplishment and dynamism (levels of the National Council, its executive committee and in the area of some of the emerging Industry Skills Councils), and observing large donor organisations (DFID, EU, ADB) preparing for related programmes, one may expect a massive expansion of Skills Development under a unifying regime, especially in the corporate and cottage industry sectors along with an increasing capacity at the levels of regulator (BTEB) and potential awarding bodies (ISCs).

2.3 Expected Scenario

Several donors have indicated strong interest in engaging in the sector, especially after the new SD policy could provide a conducive framework (although still only on paper):

The **EU**, after their support to the policy development, will extend the ongoing project until end of 2013, and thus allowing the ILO to continue with policy specification and implementation support. EU may consider a follow-up project in the same context, but that is yet uncertain.

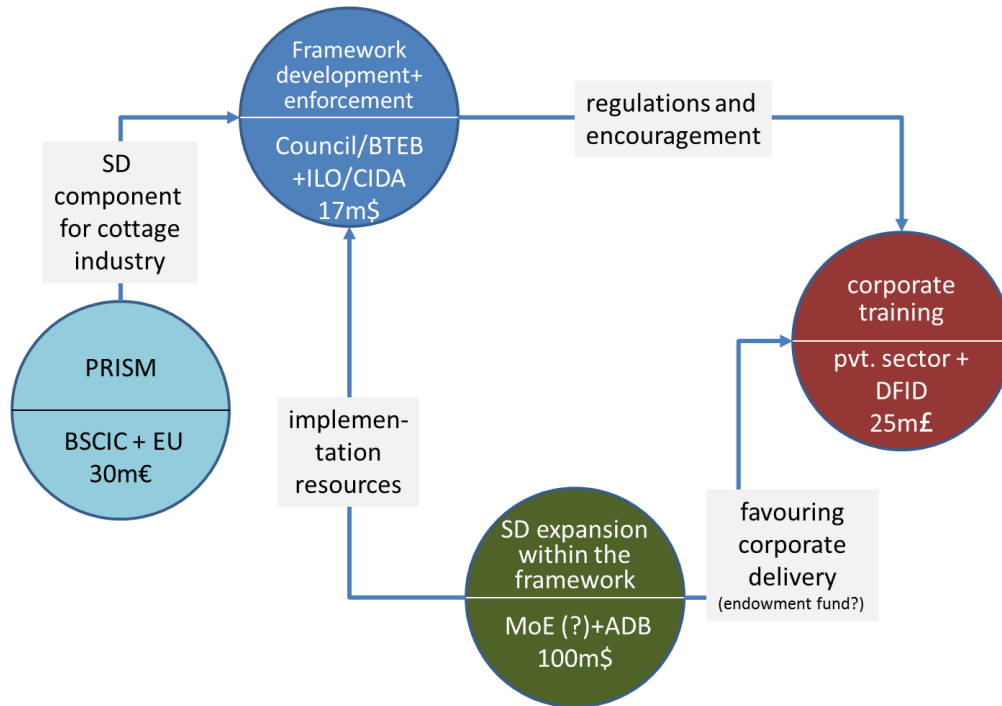
DFID, in appreciating the new policy thrust, will embark on a large support to enterprise-based training. It will basically want to work with and through the corporate sector. Presently a second “scoping study” is under way (results expected in May), the results of which will help DFID to further specify their intended interventions.

CIDA is committed to help the MoE with SD policy implementation and involve the ILO, so that one can assume a smooth transition from policy formulation, to legislative initiatives and the development of regulatory capacities.

The **ADB**, although not exactly happy with the present performance of its SDP under MoE, is committed to come in again with an even larger SD project, the thrust of which still being undefined. A PPTA (Project Preparation Technical Assistance) will take place from mid of this year until 2013, to help define structure and thrust of this project. But one may assume that substantial resources will be made available for delivery of short courses and modules across the provider “landscape” and along a ladder of competencies - all in compliance with the new framework.

EU will come in to support **PRISM**, a cottage industry development programme together with BSCIC, which will contain a substantial SD component. It is very clear that these activities will be compliant with the national vocational qualifications framework.

SD Evolution Scenario 2013 → Big players engaging the private sector



In terms of its potential the expected scenario appears as encouraging as more and better SD will be made available to disadvantaged groups. The expected activities will probably lead to a better integration of formal, non-formal and informal training modules, courses and programmes, due to the harmonising or integrating effect of the qualifications framework. There may also be a solution to the notorious underfunding of the SD domain (levy-grant system, endowment funding, as hinted at in the ADB concept paper). The future main funding mechanism is yet under debate.

While the policy looks conducive (on paper), its implementation (on the ground) is not without risks. Loss of momentum, distortions of the reform spirit on the bureaucratic level, delays, biased attention to the different delivery modes, and underfunding are just some of possible detrimental factors.

In more concrete terms we imagine the following set of risks and opportunities:

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Likely risks or frictions:

- 1 Fragmentation of qualifications (units instead of complete occupations)
- 2 Regulatory system with an inclination to a “heavy hand” rather than facilitation
- 3 Assessment focus versus learning process focus (lack of “Swissness”)
- 4 Donor competition or interferences at the interfaces between large programmes.
- 5 No solid, possibly locked-box, funding system in place

Opportunities:

- 1 **Apprenticeship** (a revived mode of delivery in both formal and informal industries)
- 2 **ISCs**: can become players in several important ways: standard-setting, delivery (apprenticeship), assessment, and the training of master craftsmen as instructors.
- 3 **Joint SD delivery** by companies (work-based) and NGOs (centre-based)
- 4 Increasing practise of **co-determination**/consultations (tripartite National Council and BTEB), with a better balanced composition of decision making bodies (Government/ Industry/ Civil Society).
- 5 Infusion of specific **expertise to the BTEB** – areas suggested by a member of the Executive Committee:
 - a. balanced model of quality assurance with emphasis on learning outcomes
 - b. inspiring learning and teaching methodologies and tools (motto: make teaching easy and learning fun; avoid assessment fears)
 - c. empowerment of the ‘Master Craftsman’ to be engaged as instructor

The member mentioned that a unique Swiss expertise flavour in these areas would be appreciated.

It was also suggested that Swiss-Bangladesh cooperation should be energised in areas of corporate peer-to-peer exchange (e.g. in pharmaceutical industry) and on levels of higher technical education (hospitality).

3 Relevance of the Skills Development Portfolio

3.1 Overview and Observations

According to SDC's internal document "Overview of SCO-B E&I projects portfolio" there are seven on-going projects, one in the pipeline (#8) plus the policy dialogue, which deserves mentioning as another important activity. The following table provides an overview according to the order of budget magnitude.

#	Project Designation	budget	Timeline
1	CMES (SDC funding one national NGO) (basic education and SD for female/rural poor)	42%	until 5/2015
2	PLCE-II (ADB loan, SDC co-funding) (basic education and pre-voc. trg. for rural poor)	17%	until 6/2013
3	Migration Reform (SDC providing ILO services at BMET) (improving economic situation of migrants)	14%	until 7/2013
4	SDP (ADB loan, SDC co-funding) (increasing access to and relevance of TVET)	13%	until 7/2011 prolonged until 5/2014
5	Skillful (EU and SDC → quasi-mandate to SwissContact; enhancing SD quality of selected providers for the poor)	6%	until 2014 (potentially until 2019)
6	CAMPE (SDC funding one national NGO with an NGO-networking and watchdog mission)	6%	until 3/2012 with bridging fund likely until 5/2013
7	COEL (SDC and USAID → financial support to emerging training centre of the leather industry)	3%	until 11/2014
8	NSDC (SDC investment input to secretariat)	0.1%	until 6/2013 (not yet cleared)
	SD Policy Dialogue (SDC's participation linked to MoE/EU/ILO project)	no budget	continuous

Judging the portfolio on the basis of project documents (studies, credit proposals, brochures, training aids, course outlines etc.), visits (presentations and discussions with decision makers and key experts) and oral information received from SDC the following observations are put forward for further reflection and discussion:

1. With 12.5m SFr (=42%) the lion's share of the budget is allocated to **CMES**. CMES is now supported in its 5th phase. There is no transfer of know-how from SDC to CMES apparent. CMES is fully dependent on SDC's financial input. The output, generated by CMES and funded by SDC, is undoubtedly pro-poor, but it needs further clarification in terms of the underlying deal (person*months of training, unit cost, level of competencies generated, employment targets) and probably a clearer contractual basis. It seems unlikely that this project needs to go into a 6th phase after 2015, as seen under sustainability principles.
2. The two co-funded **loan projects** together receive 30% of the budget. Yet, the absolute contribution by SDC to these large projects is quite small (6%). There is no visible transfer of know-how from SDC into these projects. The two projects do not really need SDC's contribution and they lag anyway behind the spending targets. Yet, they allowed SDC to be officially involved in pertinent steering bodies, in the overarching policy dialogue and in donor coordination, which is an undeniable asset of this involvement.
3. The **migration** project ranks 3rd in terms of budget volume (>4 million SFr. =14%). It is different from almost all other projects, as SDC is the only funder. ILO runs the project as if it were mandated (however not tendered to them), and thus a good transfer on know-how is feasible and likely. Also acceptance by the partner bureau will be high, as ILO is perceived as a neutral partner. This project is peculiar insofar as there is no financial contribution of the Government (BMET) defined and service delivery to beneficiaries will thus not be directly possible – or at least unlikely in any substantial scope. There is –so far- no SD component outlined and targeted, but the project is just in its start-up situation, and it has recognised the need for both “pre-departure” and “post-arrival” SD measures. RMMRU provides interesting examples how to step down from policy dialogue and a proposer of regulations to concrete service deliveries (as seen in the area of banking transactions of migrant workers, pre-departure events and manuals for departing maidens and so on).
4. **Skillful** with a share of 6% is the only project, where there is an active transfer of know-how from a reputed international TA-provider to national training organisations. SDC and the EU are jointly funding this outfit. The EU has tendered the project to SwissContact and SDC has joined later. So it is virtually a mandated project. The vision of extending this small project for another five years appears as very reasonable. SwissContact has potential for synergy generation. They are involved in related projects in country and in the region and presently doing the scoping study for DFID's new SD programme. Insofar the project appears quite limited – but that can be changed in the next phase.
5. **COEL** with a share of 3% has the potential for transfer of know-how in enterprise-based training and “dual” training. However the present arrangement does not at all utilise this potential. Instead, the two donors (SDC and USAID) just inject cash which is used for running expenses, including stipends to the trainees. This project has the potential for becoming a nucleus of an upscaled apprenticeship training system in the formal sector of the economy. One important asset is its ISC, which could be a role model for other ISCs. Presently COEL receives (and highly appreciates) expert inputs from the ILO

(policy project), which could not really inject a central European approach of enterprise-based training (apprenticeship).

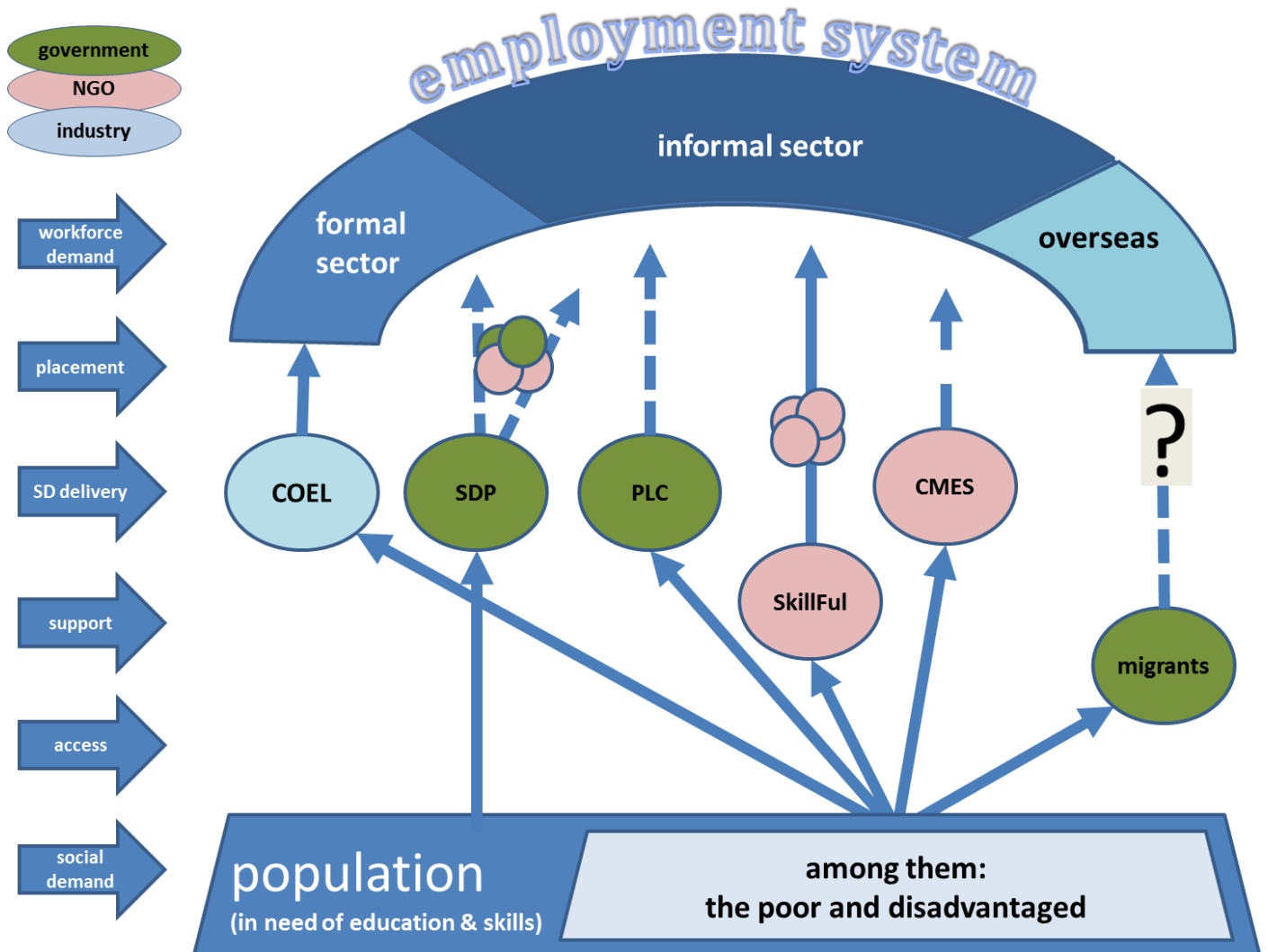
6. The support to the **NSDC**-secretariat is quite low (0.1% of the budget), and its content (data processing equipment for a skill-demand observatory) questionable. But this is declared as an "opening" situation and as such it has a great opportunity to expand SDC's support to the Council and include real Technical Assistance in the areas of SD regulation and facilitation. However, the situation at this point may become somewhat "congested" with CIDA (through ILO), EU (through ILO), and possibly the ADB coming in with the intention of capacity development. There is strong need for harmonisation.
7. Continued support to **CAMPE** is difficult to justify as they are neither a provider of skills development themselves nor are their members and other networking partners clear-cut SD providers. Their appreciated function as a research organisation and national voice is not SD-specific. Would they or could they expand their mission more towards SD, they could again become a valuable partner for SDC – as an important player in the meso level.
8. Similar to CMES we observe also with CAMPE too strong a **donor-dependence**. While this is understandable in the Bangladesh context, as donors provide a flourishing service market for local NGOs, from a viewpoint of risk-control such organisations ought not to become too much focussed on just one donor, and also not exclusively on foreign donations.
9. SDC's engagement in **policy dialogue** is a good achievement, and it is positively commented by all parties. One may say that the transfer of know-how, which is missing in the co-funding arena, can be realised here. However, no distinguishable Swiss impact can be seen in the rather complicated discussion on qualifications frameworks, or in the skill-related issues of migration. It is also regrettable, that such interesting approaches like in the leather industry, where abstract policy is translated into practical measures on the ground, had received little (if any) conceptual input from SDC.
10. **Overall the portfolio** appears as heavily biased towards just one recipient (CMES), a high level of (nowadays unnecessary) co-funding and bogged down by a lack of transfer of know-how and –as a result- the absence of "Swissness". The portfolio activities, however, have created promising opportunities which can be capitalised in the next period of the SDC country strategy. Opportunities could be seen in the following areas:
 - a. Involvement on **NSDC** level and with **BTEB** (policy dialogue and capacity building, supported by subject matter expertise in OD and SD.) (We are aware of BMET as another regulator, but assume that the new TEVT legislation will change the situation towards a unified regulatory regime.)
 - b. Strengthening corporate training (development of qualifications and shaping/upscaling of **apprenticeship** training schemes).
 - c. In general: Concrete and more substantial provision of **technical assistance** (making specific expertise in the domain available, on all levels: macro-meso-micro). This will probably mean stronger focus on mandated projects, or –as in the case of cooperation with ILO- quasi-mandated modes of support.

3.2 Delivery Mechanisms

SDC's country strategy resting on poverty reduction in the skills domain targets informal sector rural poor, especially females. Accordingly SDC project designs and performance in the SD domain are generally expected to comply with three conditions:

1. Intake into SD courses or programmes shall be organised in favour of disadvantaged groups and with a good gender balance.
2. Output from courses or programmes shall have a high likelihood of employment and self-employment.
3. Employment is generally understood as “decent” and leading to a “fair income”.

A functional overview is displayed in the diagram below.



It appears that, so far, little attention is given to training arranged by industrial providers, although the employment likeliness would be well above average. In this sub-sector no project works so far with companies of the informal sector (e.g. through informal or traditional apprenticeship). With the advent of the qualifications framework and (hopefully) new funding mechanisms, it will be attractive for SDC to expand these delivery channels.

In the NGO camp, there is one example of direct delivery (CMES through their own schools) and one example of a multiplier approach (Skillful through sub-contracts). The latter model would have a higher possibility of upscaling and also more flexibility in terms of having a choice which partner organisations will be selected, kept or discontinued. This project, although just started and not yet reviewable, is already flagged for a potential extension.

While the overseas labour market is important for the economy, there is no strong attention given to skills development, which would lead to higher qualifications and thus to a better income of migrants. The new project on migration, instead, has a focus on reducing the exploitation factor by HR agencies, which is a laudable objective, but touches only one part of migrant workers' generally miserable cost-benefit situation. (A 'quick and dirty' calculation may show that the major part of the highly praised 12bn\$ of annual remittances will actually not reach the migrant workers' families.)

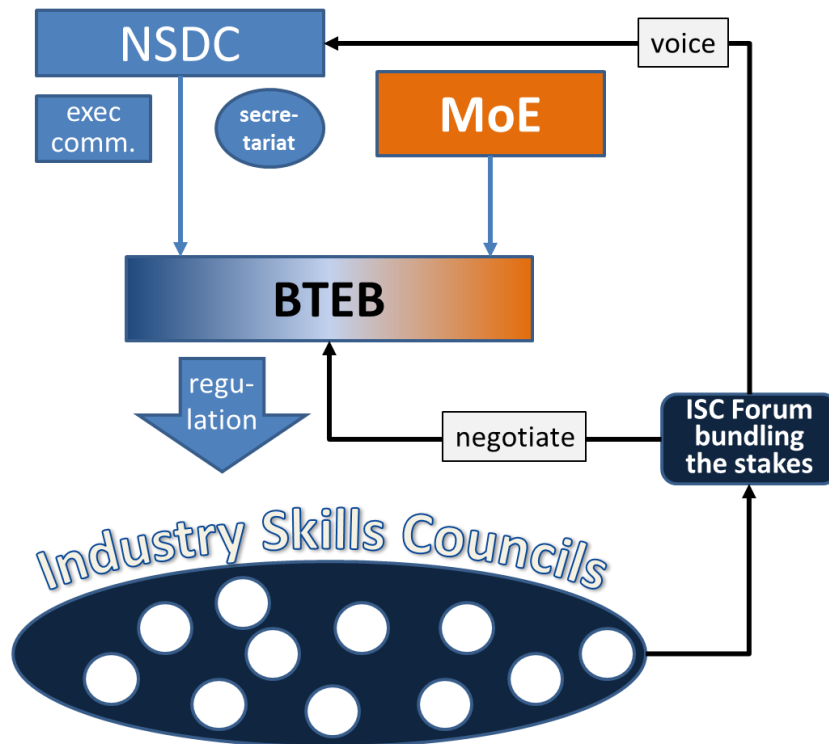
While it will not be feasible for the regulators (BTEB, and –for the time being– also BMET in the field of apprenticeship) to work effectively with an increasing number of companies, efforts should be taken to form industry umbrella organisations as go-betweens or 'intermediate organisation'. The policy development project, with a substantial input from ILO, has initiated the foundation and growth of "Industry Skills Councils". Their number and coverage (sectorial as well as geographically) is likely to increase. It appears as attractive to arrange corporate training schemes (apprenticeships) through them and for a growing number of companies under their purview. Here lies a rewarding field for SDC's engagement, including a backstopping facility from Switzerland's BBT (Federal Office for Professional Education and Technology, Bern).

The next diagram attempts to illustrate position and functions of an emerging ISC "family" and addresses also the point of Government-Industry collaboration.

With an increasing number of such ISCs the question of bundling their interests might crop up, and they may need to respond to regulations (including a potential tendency to over-regulation) of the BTEB. Such a body could resemble the present forum and might act as a networking body (comparable to CAMPS) and ensure that ISC development remains industry-driven and regulations are production-aware.

In other words: Enterprise-based training need to be treated different from school-based training. *(Companies are not like schools! Work-place Instructors are not lecturers and on-the-job training is driven by work orders – not by a curriculum.)*

Corporate Training – The Position of ISCs)



There are different ways imaginable how ISCs, together with training companies could organise apprenticeship and execute an assessment function. Various proposals (functional schematics) are contained in annex 6.4.

4 Recommendations for Future Portfolio

4.1 Positioning and Profile

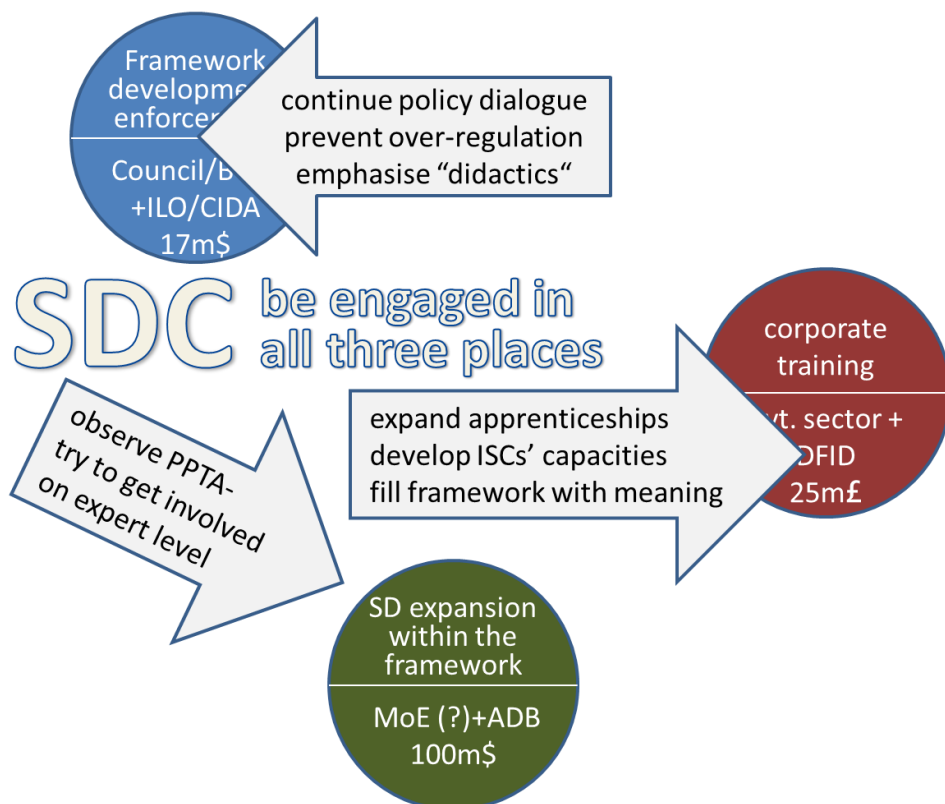
An expected scenario was presented in chapter 2.3 above. There will be three major donors in the domain:

- CIDA at the policy implementation level (working through ILO with the MoE)
- DFID moving to the private sector with a focus on enterprise-based training
- And the ADB with a large loan (details to be determined after a PPTA).

EU will also come in at a later stage with emphasis on cottage industries.

SDC is advised to become engaged in all three “places”, so that they can help strengthen the qualifications framework and its implementation structures, assist industry to play a more prominent role and revive and expand apprenticeship as a long neglected mode of SD delivery with high employment potential.

SD Evolution Scenario 2013 – General Recommendation



SDC should explore in which way they could become involved, whether “linked –in” (i.e. in partnership with DFID, CIDA or the ADB) or “added-on” (supplementing the larger donor’s packages – but keeping an independent position. Whichever mode of support is chosen, SDC’s support should be more of “Technical Assistance” quality than just inserting additional funds (‘co-funding’ and ‘contribution’ modalities).

A portfolio, characterised by a higher level of technical assistance and, as a consequence, need more ‘mandated’ projects, and thus could raise the profile of SDC and bring in specific expertise. Here are some suggestions:

- **Policy implementation** development (at the Council and at BTEB), SDC could and actually should prevent the regulatory system become too heavy-handed, and the assessment system too formalistic. There is room for SDC to come in with “didactical” support, meaning an array of concepts, tools and facilities that **improve teaching and learning** – including instructions and exposure at the work-place, and with a pragmatic concept of quality assurance. (Quality assurance, we observe, is often overdone, combining all available instruments of ‘input’, ‘process’ and ‘output’ control. Such an approach is likely to stifle initiatives and prevent the system’s expansion.
- Similarly, at the level of **apprenticeship** training, good Swiss practices should and could be obtained from BBT and with due adaptations injected into the emerging schemes at COEL and beyond. There is a wealth of world-wide experiences available for instance with SDC mandated projects (e.g. carried out by SwissContact). For apprenticeship to work out well, a new breed of on-the-job instructors will be required. In the long run there could be a dedicated instructor training institute where **master craftsmen** are trained (probably on level 4 of the framework) and a specialisation module for them to become instructors (possibly level 5). TITI Kathmandu (a former SDC project, mandated to SwissContact) could serve as a role model.
- An important functional element in the system will be the **Industry Skills Councils** (ISCs) or similar “intermediary” bodies. Here, there is a juncture: They may become Government-controlled or mature into self-asserted industry-driven bodies, as the case of the leather industry exemplifies. Central European practice demonstrates the leading role of industry bodies in design, delivery and certification of apprenticeship, with Government playing a subsidiary and not a dominating role.
- **Intermediary bodies** shall also become key players in the less formal sectors, where we assume a large potential for work-based training (sectors mentioned by Skillful and RMMRU: furniture, road-side light engineering/garages, bakeries, jewellery).
- It appears worthwhile to explore which kind of intermediate organisations could address pre-departure skills development of **migrant workers** (mentioned sectors by RMMRU: construction and domestic help).

4.2 Detailed proposals

The future portfolio of SDC should focus on the corporate sector (formal and informal), and bring up quantity and quality of apprenticeship. Such a re-orientation would be well supported by the qualifications framework. Especially the lower competencies of the framework provide an excellent entry point for disadvantaged target groups, without confining them into “dead-end” SD avenues.

SD Evolution Scenario 2013 → Specific Recommendations

thematic engagement in corporate training:

objective: apprenticeships and certification on levels 2, 3 and 4 for the poor and disadvantaged (level 1 as an “easy” entry point, level 4 for master craftsmen/instructors); all SDC supported programmes shall be made compliant with the Qualifications Framework

Such a re-orientation is not necessarily in contrast to running SDC projects. But there may be fruitful adaptations to increase their “enterprise” awareness. Also there will be a need for an increased expert involvement of SDC (especially at COEL) or an expanded scope of work (Skillful).

Area 1: Existing SD Projects (enhancement opportunities)

Principle: Consolidate and interface existing SDC projects which provide SD within or close to the private sector: Skillful, CMES, COEL belong to this group. Apart from their mission of generating “output” (i.e. a specified number of certified pass-outs from specified target groups) each of these projects could be geared to develop specific overarching know-how in apprenticeship training or quasi-apprenticeship. Such know-how should then be shared or jointly used.

- **Skillful** can develop on-the-job, curriculum guides, learning aids, and provide ToT for in-plant instructors; project may also explore a franchising system (depends on an overall solution of SD funding at level of the Council).
- **CMES** can develop and test transition modes and support for pass-outs to “climb” the competence ladder level by level (1→2 →3); and the use of incubators as practical training venues for quasi apprenticeships.
- **COEL** (leather industry): they can turn their present approach into a more company-driven “dual” training, with clearer corporate funding; after the transition of regulatory responsibilities from BMET (under MoL) to BTEB also new national funding models may be explored and tested. An exchange with BBT may be explored. COEL should professionalise and thus become an accredited assessment centre, where formative and summative assessment as well as RPL services can be provided.

- **COEL and SkillFul together** should venture into the area of master craftsman and in-plant instructor training (levels 4 or 5 in the framework); such master craftsmen will be needed as instructors industry-wide in increasing numbers.
- **all projects:** should accommodate laddering (e.g. pass-outs from PLCE could be considered intake for SkillFul's partners, and so on).

Area 2: ISCs as a new project family (supplementing ILO, DFID, ADB programmes)

- **ISC overall capacity building:** involving, strengthening such bodies in all schemes of enterprise-based training, apprenticeships (non-formal and informal);
- ISCs as bodies to **develop qualifications** for the Board to be endorsed (profiles, assessment tools and –not to be neglected- delivery and job aids);
- ISCs in selected sectors enabled to become **accredited assessment centres** (covering formative and summative assessment including RPL);
- inclusion of **informal sector** ISCs (examples: light engineering, furniture, bakeries, jewellery...); special capacity development for them;
- **replication** of delivery approaches (as developed and tested under area 1 above) in new sectors and areas with selected emerging ISCs and partner NGOs.

Area 3: Migration (continue with ILO, with emphasis on SD component)

- consider to find ISCs that can operate as **assessment** centres in migration-relevant trades (e.g. in construction industry or for domestic helpers) in order to
 - certify emigrating as well as returning workers' competencies;
 - ensure cooperation with standard setting bodies in destination countries (almost all countries have emerging or functional qualifications frameworks);
 - development of RPL-specific testing tools and facilities (challenges, projects, test-item databases); this is especially important for returning workers.
- identification of **crash course providers** to enable candidates pass the assessment (project may check existing training activities of HR agencies in the construction trades) and support alignment with overseas frameworks
- explore possibilities to join hands with **RMMRU** in order to promote decent work for females.

4.3 Input to Country Strategy Logframe

It is common practice at SDC to express strategy in an abbreviated logframe format. As a summary objective for the skill development domain SDC has proposed:

access of disadvantaged to appropriate skills development for decent employment or self-employment is increased

Looking at this statement from a delivery perspective (What would a training provider have to do?) we see a three tier means and ends relationship, answering the typical design questions of:

*What is the purpose of the training?
Which **effects** are to be generated?*

decent employment or
self-employment



SD OUTPUT

*What services to provide and how?
What has to be the **supply**?*

appropriate skills
development



SD INTAKE

*For whom – who shall benefit?
Where is the social **demand**?*

increased access of
disadvantaged persons

The above means and ends statements (and the guiding questions on the left) can be used for designing and providing a training course or a module, in which case the result will be direct pass-outs, ready for employment (= a typical micro-level result).

On the meso-level the statements could be equally useful for designing the provision of resources that become inputs and directives for training providers (such as curricula, teachers, regulations, facilities, funds, labour market information and so on).

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Similarly, on the macro level, the statements help determine which policy objectives should be formulated and through what kind of regulatory framework and by means of which funding sources and mechanisms the system as a whole shall be shaped and energised.

Mapping this on the emerging SD policy of Bangladesh could lead to the following matrix, where means and ends are arranged vertically and the intervention areas (micro-meso-macro) horizontally. This matrix contains 9 “boxes”. For each box we tried to find a guiding description (diagram on next page).

To roughly specify the result of the interventions we suggest:

Macro level → a **conducive framework** be in place (as result of the SD policy and its active implementation by the competent authorities)

In essence one may state at this point of time that the framework design is a breakthrough in terms of equity, relevance and permeability; now it needs to be put into practice, starting with promising & dynamic industries as pioneer.

Meso level → **relevant qualifications** shall be available (as a result of a sustained development process by industry lead- bodies)

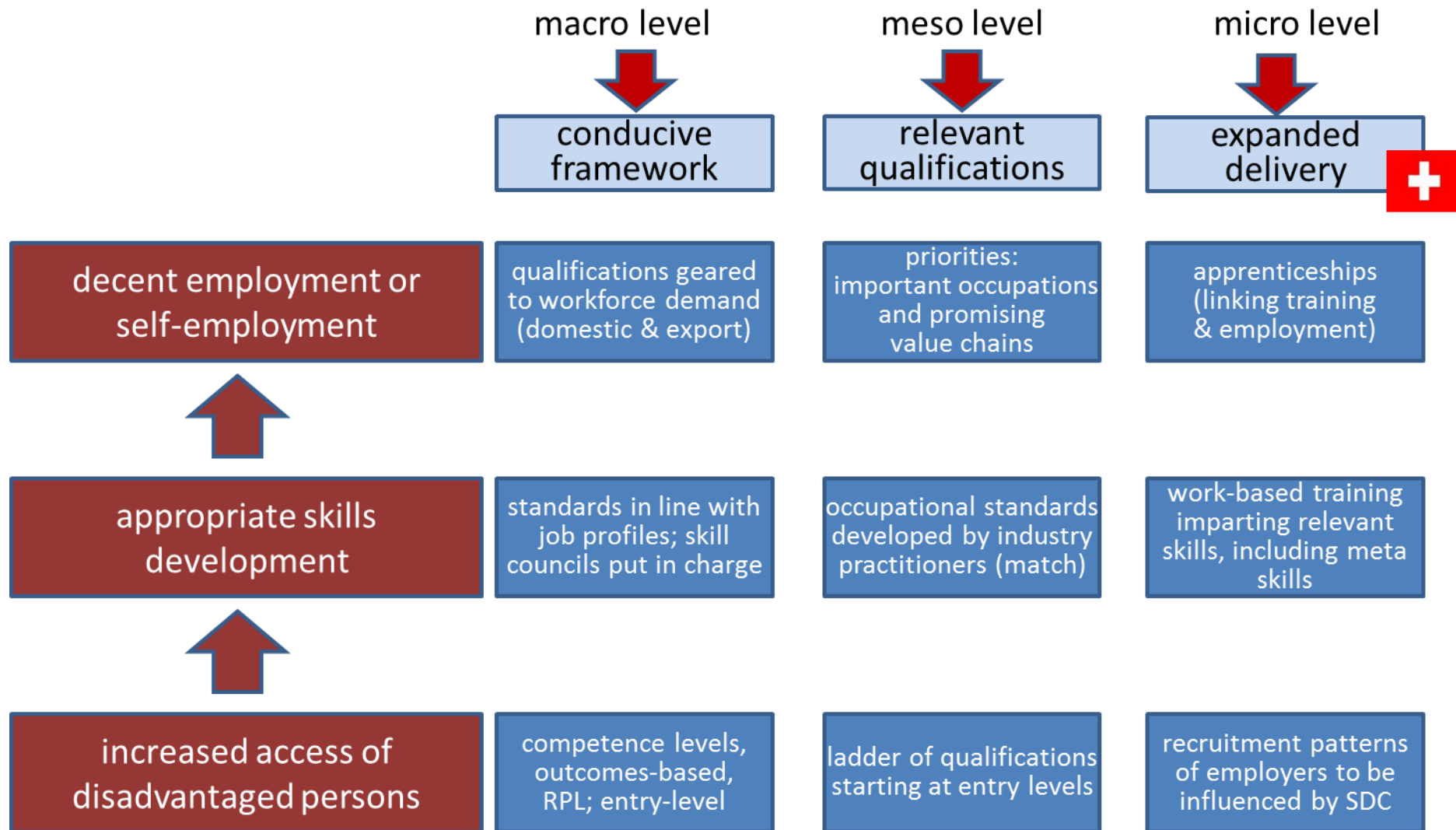
In essence one may state at this point of time that development under industry ownership is needed; endorsement will be done by the BETB, but pioneering industries should take the lead, including a council for informal industries.

Micro level → **expanded delivery** of SD shall meet the ever growing social demand (as a result of more **enterprise-based** initiatives) – at which point we see an opportunity for a specific Swiss profile.

In essence one may state at this point of time that flexible modes of delivery are possible, including RPL, under the framework. This allows a substantial expansion of work-based training patterns. Companies are to be encouraged and assisted. Trainees will benefit immediately by receiving an income early-on (possibly sponsored).

The matrix overleaf may be used to exemplify SD strategy and to identify and strategically locate existing and new projects.

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One may take this approach further by specifying an overarching outcome for each of the intervention areas. The following table summarises the proposals presented at the occasion of the SDC country strategy discussion workshop (held on April 18, 2012).

DOMAIN OBJECTIVE: The access of disadvantaged people to appropriate skills for decent employment or self-employment in Bangladesh or abroad has increased:

	OUTCOME STATEMENTS originally suggested by SDC	brief diagnosis	Consultants' proposal for OUTCOME STATEMENTS using a macro-meso-micro metaphor	reformulated ²
POLICY LEVEL AND FRAMEWORK	Economic framework conditions improved to the benefit of the disadvantaged at local and national level.	<i>Probably beyond the sphere of influence of Skills Development measures.</i>	On Macro-Level: SD Policy implemented with focus on measures to ensure better access of disadvantaged and higher ratio of their employment	→ Employment level of disadvantaged persons is increased – due to well executed SD policy implementation
SUPPLY OF SYSTEMS AND RESOURCES	Equitable employment and income opportunities, in-country and abroad for disadvantaged groups, have increased	<i>Comes close to the overall domain objective.</i>	On Meso Level: New relevant qualifications developed by industry in accordance to enterprise needs	→ Disadvantaged persons acquire higher levels of employable competencies – due to relevant qualifications developed and imparted to them
SATISFYING THE SOCIAL DEMAND	The use of public and private services for skills development has increased.	<i>Typical micro level outcome. Could be related closer to the target group.</i>	On Micro-Level: Expansion of the SD delivery system under the framework by means of strong emphasis on work-based training measures (formal or informal apprenticeships)	→ Higher share of disadvantaged persons are enrolled in skills development measures – due to an increase in supply and easier access for them.

² There was a concern raised in SDC's Country Strategy Workshop, that outcomes could be confused with outputs. The consultants, therefore, reformulated the proposed outcomes, although they do not find the strategy has gained clarity by this "plastic surgery".

Definitions: In performance assessment in government, outputs are defined as the goods or services produced by government agencies (e.g., teaching hours delivered, welfare benefits assessed and paid); outcomes are defined as the impacts on social, economic, or other indicators arising from the delivery of outputs (e.g., student learning, social equity). (IMF, 2007, Manual on Fiscal Transparency, IMF, Washington DC, Glossary.)

Further specification of the proposed strategy (examples for indicators and for quantifiable and monitorable targets are contained in annex 6.3.

5 Managing of Results in the Portfolio

SDC's monitoring approach for the SD-domain – brief observations:

- Available paper is difficult to understand (structure, terminology) and not exactly a “tool”.
- SD projects are very expensive in terms of results (impact) monitoring (especially when tracing of graduates is attempted in the Bangladesh context. The notorious fuzziness of names and locations, and a high share of people going abroad will prevent a reliable and cost-efficient tracing.
- Also, one may wonder whether an own monitoring instrument is appropriate when SDC is just co-funding on a low level?
- Results monitoring should be done in a pragmatic way, i.e. focussed on educational (competencies) rather than labour market performance (employment and income).
- In the end: SDC wishes to aggregate data flowing in from various countries, and then there will be no room for country-specific, i.e. diverging, result monitoring approaches.

What we can say so far is, that all projects, except those where there is only an “untraceable” financial contribution of SDC, should be made to provide compatible (and thus easy to consolidate) “throughput” statistics with the following content:

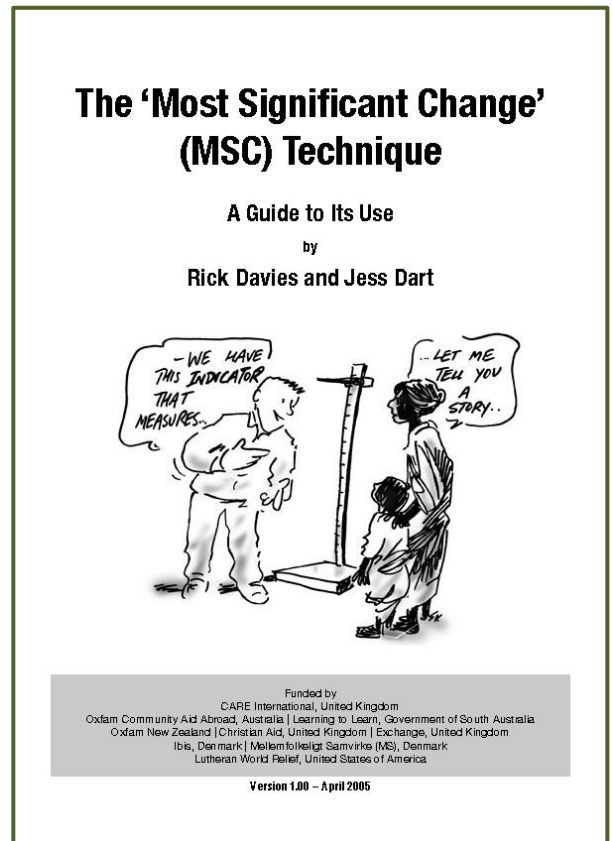
- Intake
- enrolment
- duration
- pass-outs
- certified persons
- direct placements (no tracing needed)
- performance (person*weeks of training)

for the year and aggregated over the project period.

As most SD projects generate short courses, the short course throughput data need to be converted into FTE (= full-time-equivalent) data, so that performance comparisons can be made across projects and date be aggregated without misleading information.

Tracer studies could dig deeper into income and employment, but they make only sense when reliable baseline data are available and the attribution problem can be resolved. As this requires a lot of resources and may lead to quite unreliable data with a high or unknown statistical error, tracer studies (with their typical quasi-experimental design) are not recommended as a standard tool for result measurement. Tracer studies become even more expensive and unreliable when the pass-outs of short courses shall be traced.

As an alternative to tracer studies projects may resort to the approach of the “most significant story”, which has also a value in project and course marketing.



The team could not research the use of monitoring approaches as designed and used by partner organisations. This might deserve a separate stocktaking exercise. As a rule: Projects, which are managed by partner organisations, should not be charged with two sets of monitoring duties, instruments and reporting cycles. Of course, monitoring could be improved in many cases by a dedicated TA input. This could be e.g. done in cooperation with COEL, Skillful and with emerging ISCs.

6 Annexes

6.1 References

- Asian Development Bank: Bangladesh: Skills for Employment, Concept Paper December 2011
- Asian Development Bank: PLCE-2_Project Implementation Progress Report , March 2012
- Asian Development Bank: Skills Development Project (Report of the ADB-SDC Mid-Term Review Mission)April 2012
- ILO: Promoting Decent Work Through Improved Migration Policy and its Applications in Bangladesh
- Ministry of Education: National Education Policy 2010
- Ministry of Education: National Skills Development Policy 2011
- Planning Commission, Ministry of Planning: Sixth Five Year Plan FY 2011- FY2015 Part -1: Strategic Directions and Policy Framework
- SDC Credit Proposal 7F07358-01: Bangladesh Industry Led Apprenticeship Pilot Project
- SDC Credit Proposal 7F-07530-01: Labour Migration Policy (Promoting Decent work Through Improved Migration Policy and Its Application in Bangladesh
- SDC Credit Proposal 7F-08144-01: Skills for Unemployed and Underemployed Labour (Skillful Phase i)
- SDC Credit Proposal: 7F-01724-02: Quality Education for All: CAMPE
- SDC Credit Proposal: 7F-03284-04: The Second Post Literacy and Continuing Education for Human Development (PLCE-2)
- SDC Credit Proposal: 7F-06361-01Skills Development Project Phase 1
- SDC: Credit Proposal No: 7F 03333-05: Second Chance Education with Livelihood Skills and Gender Empowerment (CMES)
- Tasneem Siddiqui: Migration Trends Analysis 2011:Achievements and Challenges, RMMRU, University of Dhaka 2011
- TVET Reforms Project: National Strategy for Promotion of Gender Equity in Technical and Vocational Education and Training (TVET) in Bangladesh, March 2012
- UKAID: Report of Scoping Mission for Market-Oriented Skills Development in Bangladesh, July 2010
- World Bank: Country Paper _Bangladesh: Innovative Strategies in TVET for Accelerated HRD in South Asia by Md Mohiuzzaman & Richard Johnson; December 2011

6.2 Terms of Reference

SDC' Skills Development Portfolio Review
12th – 26th April 2012

1 Background and rationale

Human resource development gained significant importance, especially since the interest of Bangladesh to become a middle income country. The issue of Skills Development is therefore rightly highlighted in the government's election manifesto, macro policies and subsequent programs. A Skills Development Policy has been approved in 2012 and a National Skills Development Council (NSDC) has been reinstated to take up the responsibility of implementing the policy and the role of overall guidance and coordination in the sub sector. With increased interest of Development Partners (DPs), new projects have initiated to support the government to carry out necessary reforms but nevertheless, the challenges remain quite enormous, especially with the expansion of the vision of Skill Development to encompass formal, non-formal, informal, private and overseas sub sectors.

SDC's SD portfolio has evolved (annex 1) through interventions in Human Resource Development, Basic and Vocation Education, Non Formal Education, Education and Employment & Income sectors/domains; existing strategic guidelines, i.e. the NFE Strategy 2000, the Education Strategy 2005 – 2008, the Skills Development Concept (2008), the E+I Strategy Note 2009 etc. and national and international (Working Group for International Cooperation in Skills Development, Network for Policy Research, Review and Advice on Education and Training/NORRAG etc.) discourses.

SDC is well recognized for its pioneering role to shape the NFE sub sector, specifically developing governmental mechanisms, supporting innovations and good practices of NGOs at the field level and being a strong advocate for policy reform and development. SDC' comparative advantage is in its vast experience to work with disadvantaged groups, specifically in hard to reach area.

In the ongoing Cooperation Strategy (2007-2012), SD is one of the domains of the Employment and Income (E+I) domain. SDC's upcoming Cooperation Strategy (2013-2016) re-emphasizes the essentiality of SD in relation to the poverty reduction needs of the country and therefore plans to propose SD as a separate domain of intervention. Within this time, SDC has moved away from basic education and stepped into the formal technical vocational education & training (in country and abroad) and private sector, while maintaining its work in non-formal education and training with the obvious aim not to move away from supporting disadvantaged communities but at the same time, link more strongly with the market and employment sector.

In the frame of the preparation process of the new strategy, and in order to capitalise on the tested experiences, SDC wishes to critically analyse its SD portfolio with the expectation of new possibilities dovetailing out of this initiative on one hand and strengthening the result based management on the other

2 Aim and process

The aim is twofold:

- a. To provide the SDC management with a critical overview of the current status of the skills development system in Bangladesh; assess the relevance of SDC's SD portfolio in this given context and provide options for future portfolio development.
- b. Assess the result management system of the SD portfolio and strengthen the result orientation in this regard, at SDC and partner level.

In this light, the team will:

1. Analyse the drivers and incentives of the overall SD system in Bangladesh and shape possible future development scenarios, taking into consideration all the subsectors (formal, non-formal, private and overseas).
2. Referring to the SDC's E+I Strategy and SD Concept, suggest options for future development, for a 5 to 10 years horizon
3. Suggest possibly adjustments of the Cooperation Strategy monitoring system, particularly concerning the SD portfolio

Basing on the objectives and expectations expressed in this ToR, the team will provide an overall analysis approach and detailed methodologies for each sub-component. After an extensive desk study, the team will spend sufficient time in Bangladesh for information collection.

Key issues include:

(1) Provide an overview of the SD context in Bangladesh, including its evolution, present status and future direction (e.g. decentralization). This would include the definition / understanding of SD, the roles and responsibilities of actors, including policy makers, practitioners and beneficiaries.

(2) Assess the role of SDC in the SD sector and the relevance and effectiveness of its present portfolio. Recommend:

- possibilities in light of future contextual changes
- geographical positioning, especially employment opportunities to address rural and urban poverty issues
- identify niches in SD sector, including the private and overseas sub sector
- strategies to strengthen equity and equality and social inclusion

(3) Review and revise SDC's SD portfolio to strengthen its result orientation, including the issues of relevance & effectiveness; poverty reduction; gender equity & equality; governance; and sustainability.

The inputs provided by the consultants, will be used by SDC to firstly shape the 2013-2016 Country Strategy and then to update the E+I Portfolio Strategic Note and SD Concept.

3 Deliverables

A draft report (softcopy, max 30 pages excluding annexes) including an executive summary (3 pages) and recommendations in English shall be submitted to SDC for comments. The draft report and preliminary results to be presented in a debriefing meeting, towards the end of the field work in Bangladesh.

A final report (softcopy, max 30 pages excluding annexes) including an executive summary (3 pages) and recommendations in English. The report should maintain highest professional standards, and include clearly distinguishable chapters on the findings, analysis and recommendations. The report should also include a separate chapter as annex outlining the results of the context analysis performed and SDC's role in shaping the SD sector.

An updated result based monitoring system for the SD portfolio management.

4 Duration and Modalities

The mission will take place within 15 working days from 12th – 26th April 2012, with a final report ready by end April at the latest.

Days	
1 - 3	Briefing meeting (with SDC), desk study, preparatory work (finalizing methodology and sharing with SDC)
4 - 10	Field work, information collection, partners / stakeholders meetings, preliminary analysis, sharing with SDC
11 -14	Draft report (s) preparation, analysis, reserve for additional information collection
15	Draft report reviewed and finalised

This timetable is indicative, and will be negotiated and agreed upon by SDC and the team prior to the beginning of the assignment. Detailed programs for each expert will also be drafted and presented by the team in the inception report.

5 Expertise

The Mission Team will comprise of 2 experts with the necessary experience and competence To address the key areas...

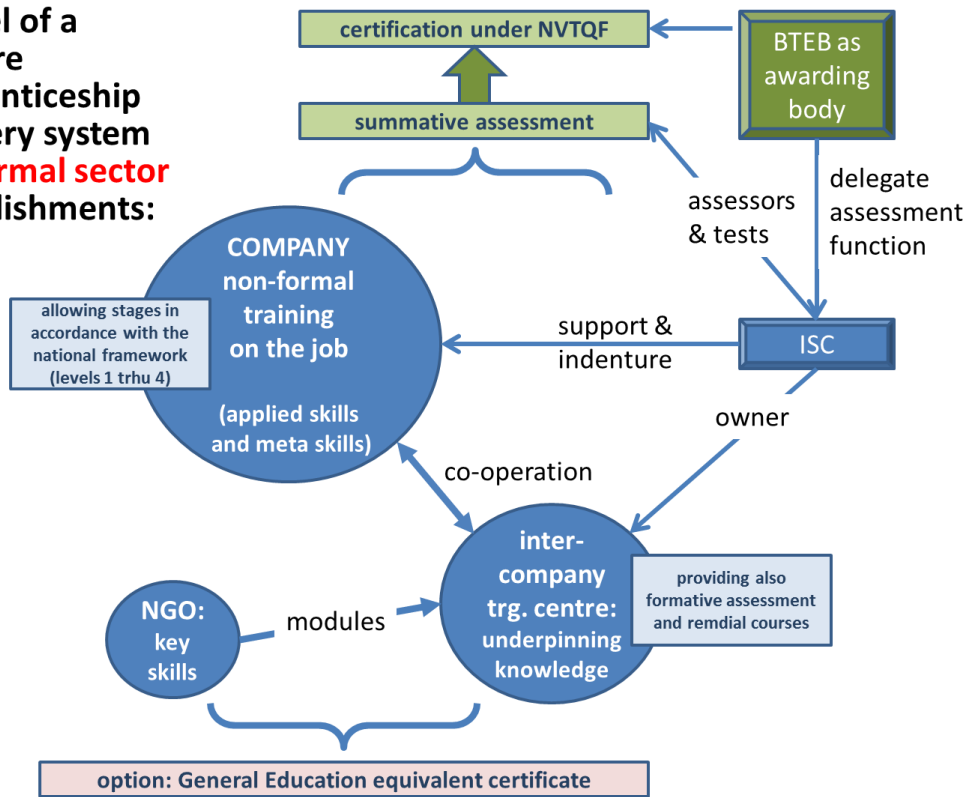
(experts' roles and annexes to the ToR not reproduced here)

6.3 Examples for Strategy Indicators and Targets

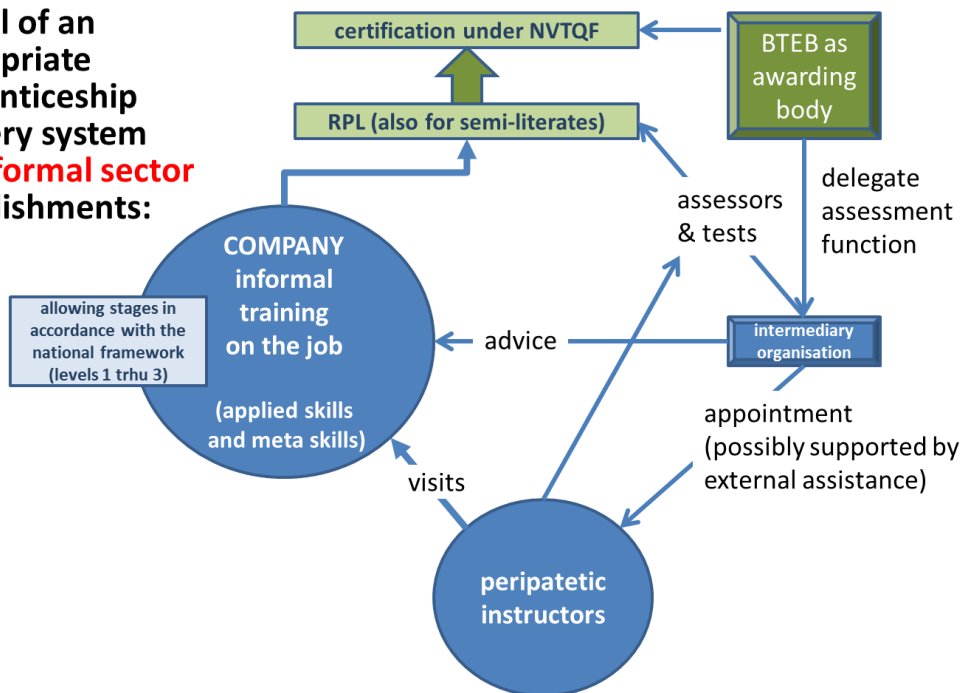
	OUTCOME STATEMENT	INDICATORS	TARGETS (2013-17)
1	SD Policy implemented with focus on measures to ensure better access of disadvantaged and higher ratio of their employment	<ul style="list-style-type: none"> • endorsement of sector skill councils' developments as nationally recognised qualifications • involving councils in assessment and certification • recognition of work-based training (lean policy) • fostering ladders and permeability • intermediary organisations for informal apprenticeship 	<p>60*3 (occupations*levels)</p> <p>12 councils active</p> <p>144 accreditations granted</p> <p>50 ladders and transitions</p> <p>??</p>
2	New relevant qualifications developed by industry in accordance to enterprise needs	<ul style="list-style-type: none"> • professionalisation of ISCs • development and validation of qualifications (standards, units and assessment tools) • updating and upgrading of qualifications • "translation" of qualifications into delivery tools 	<p>50 (including informal)</p> <p>60*3 (occupations*levels)</p> <p>30*3 (occupations*levels)</p> <p>60 (occupations, all levels)</p>
3	Expansion of the SD delivery system under the framework by means of strong emphasis on work-based training measures (formal or informal apprenticeships)	<ul style="list-style-type: none"> • selection of feasible, promising sectors • participating training establishments / companies • intake of disadvantaged trainees ("apprentices") • average duration • average income earned by trainee (quarterly increments) • gender ratio (♀ : ♂) • attrition rate • certification rate (formalised or as RPL) • take-over rate (remaining in company as employee) • upgrading rate (i.e. persons climbing NVQ ladder) 	<p>up to 10</p> <p>300</p> <p>24000 (aggregated)</p> <p>1 year per level</p> <p>> 100% of minimum wage</p> <p>40:60 (inclining)</p> <p><15% (of intake)</p> <p>>90% (of finalists)</p> <p>>50% (of finalists)</p> <p>>20% (of certified)</p>

6.4 Service Delivery Models (ISC-centred)

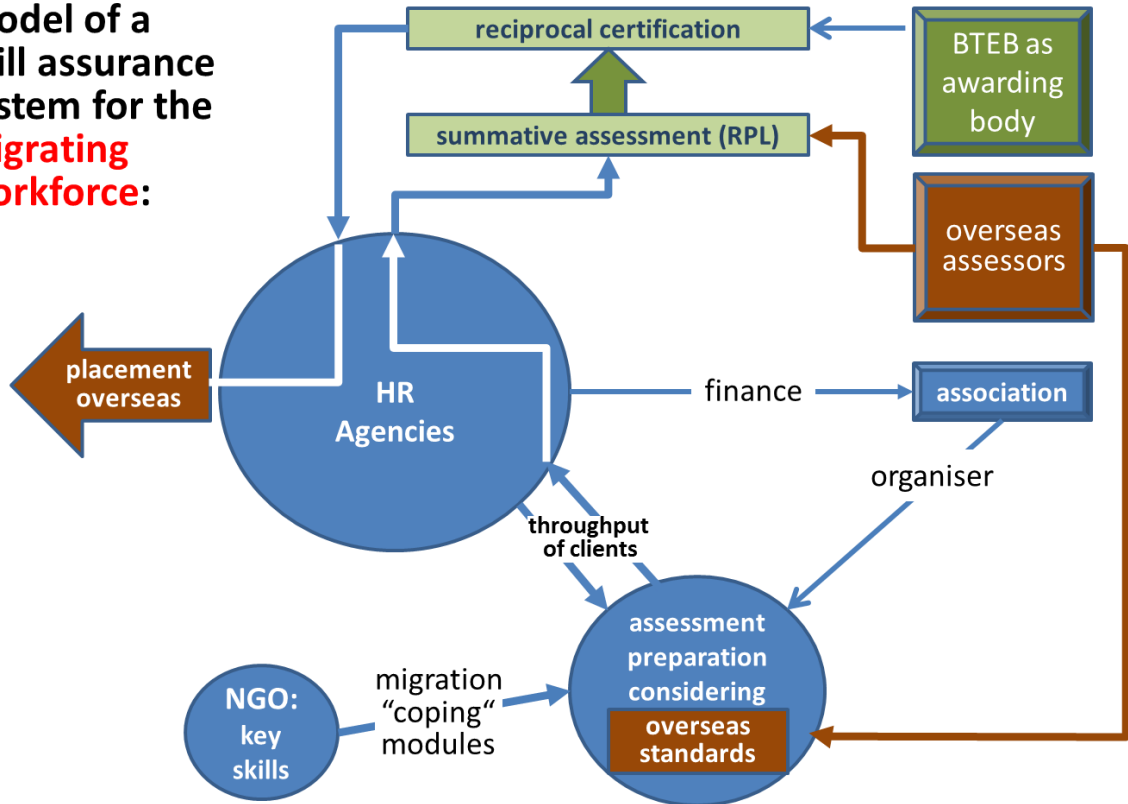
Model of a mature apprenticeship delivery system for formal sector establishments:



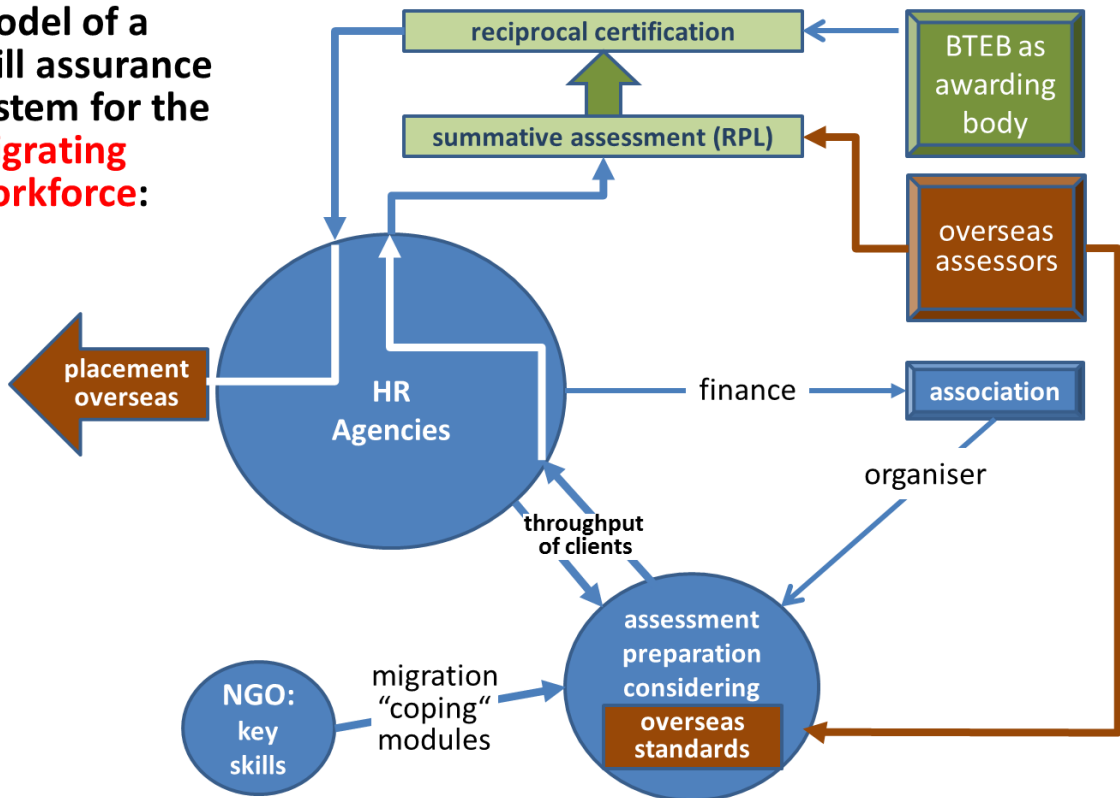
Model of an appropriate apprenticeship delivery system for informal sector establishments:



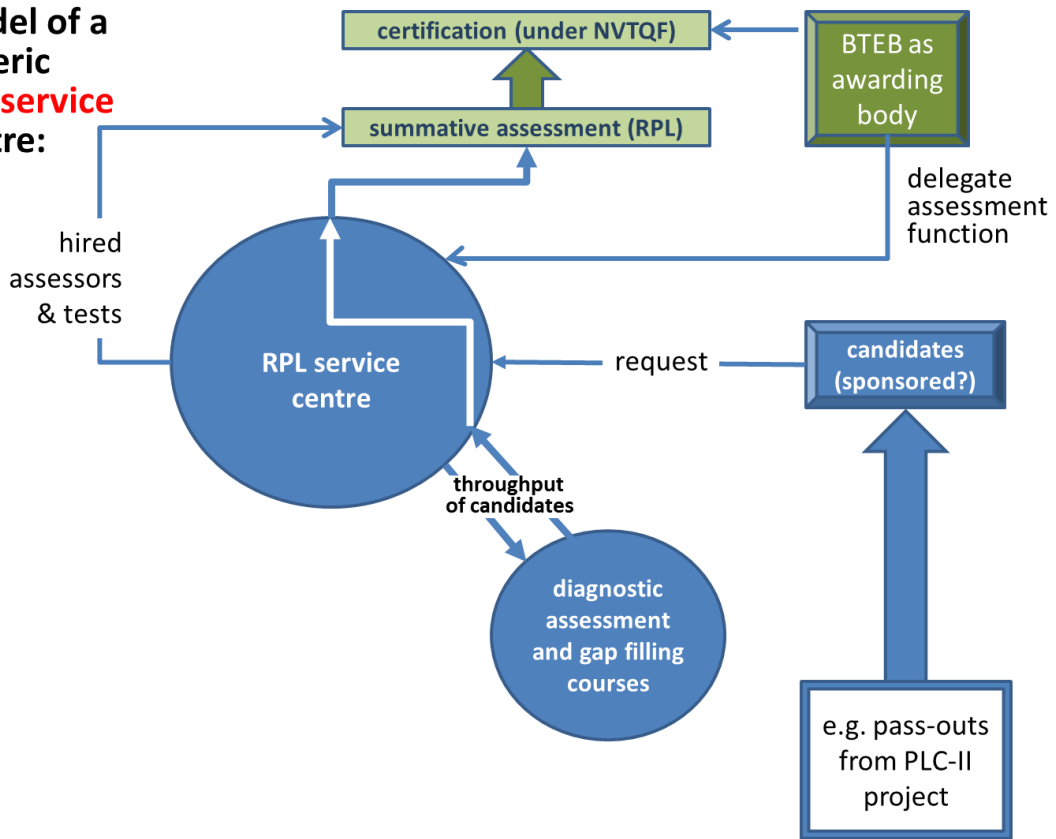
Model of a skill assurance system for the migrating workforce:



Model of a skill assurance system for the migrating workforce:



Model of a generic RPL service centre:



6.5 Attended Meeting Schedule

Date	Time	Name	Organization	Address
17/04/2012	1030	Mr. Devi Prasad Dahal Mr. Manish Panday	SwissContact	House 19, Road 11, Baridhara, Dhaka
17-04-2012	12.00	Ms. Farhana Jesmin	Embassy of The Kingdom of the Netherlands	House 49, Road 90, Gulshan – 2, Dhaka
18-04-2012	0930	SDC Workshop	SDC	Royal Park, Road 25, Banani, Dhaka
18-04-2012	230PM	Ms. Maserrat Quader	DFID	#10 Gulshan Av, Gulshan 1Dhaka
19/04/2012	09:30	Mr. Shahbuddin Khan Mr. Gagan Rajbhandari Mr. Andre Bogui Mr. Greoire Crettaz Mr. Auther Shears Dr. Roderic Murry Mr. Faancis Dilip Vasant desilva	ILO	Dhanmondi
	11:30	Ms. Ayako Inagaki	ADB	Shere Bangla Nagar, Agargaon, Dhaka
	1.30	Ms. Rasheda Chowdhury Ms. Tasneem Akhter	CAMPE	5/14 Humayun road, Mohammadpur, Dhaka- 1207
	3:00	Ms. Hassan Daisy Banu Dr. Muhammad Ibrahim	CMES	House-823, Road-19 (old), Dhanmondi R/A, Dhaka
	5:00	Tasneem Siddiqui	Rmmru	Road-13C, Block-E House-102, Banani (Residence of Mrs Tasneem Siddiqui)
	830PM	Mr. Shafqual Haider	Chamber of Commerce and Industry ICT	House 120, Road 13, Block E, Banani
22/04/2012	9.00	Nichol Malpass Confirm by Secretary	Delegation of the European Union to Bangladesh	Plot 7, Road 84, Gulshan 2, Dhaka 1212 Bangladesh
	1200	Mr. Mominul Ashan	COEL, Apex Addelchi	House 6, Road 137, Block SE(D), Gulshan 1, Dhaka
24/04/2012	300PM	Mr. Mikhail I. Islam	Executive Committee Member of NSDC and Executive Director of Chittagong Chamber of Commerce & Industry	SDC Office

(Note: Many meetings were scheduled by SDC but, due to Hartal, meetings outside Gulshan, Baridhara and Banani areas were cancelled)

6.6 De-briefing Presentation

SD Portfolio Review – De-Briefing

1. Terms and Structure of Report
2. Expected Scenario
 - a. big players
 - b. places of engagement
3. Present Portfolio
 - a. delivery map
 - b. project overview
 - c. observations
4. Recommendations
 - a. thrust
 - b. details
5. Key Messages

presented by
Gunter Kohlheyer &
Upali Sedere
to SDC, Dhaka,
26-04-21012

1. Terms and Structure of Report

- **skills development system**
(chapter 2 of report)
- **relevance of SDC's SD portfolio**
(chapter 3 of report)
- **options for future portfolio**
(chapter 4 of report)
- **result management system**
SDC and partner level (chapter 5 – scratched ☹)

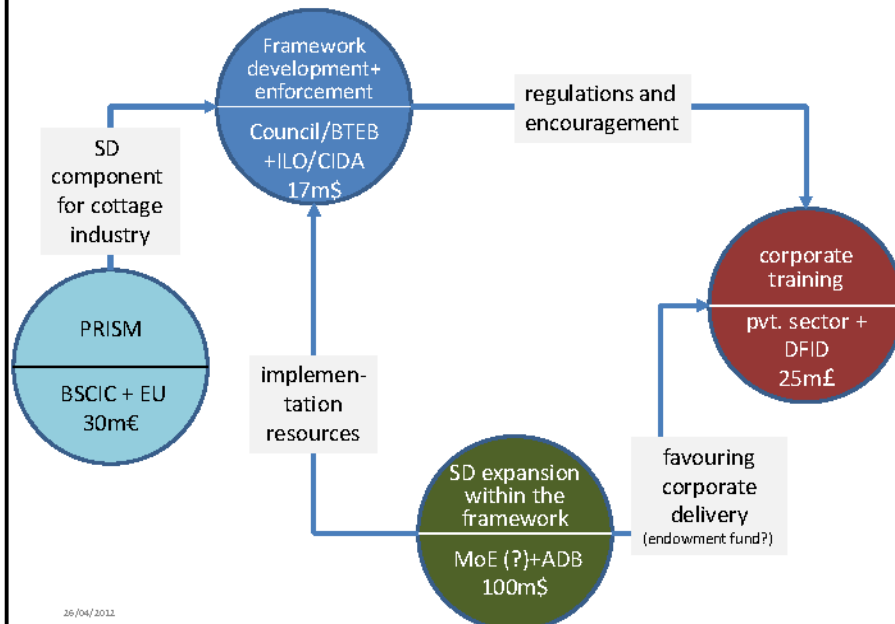
2. Expected Scenario

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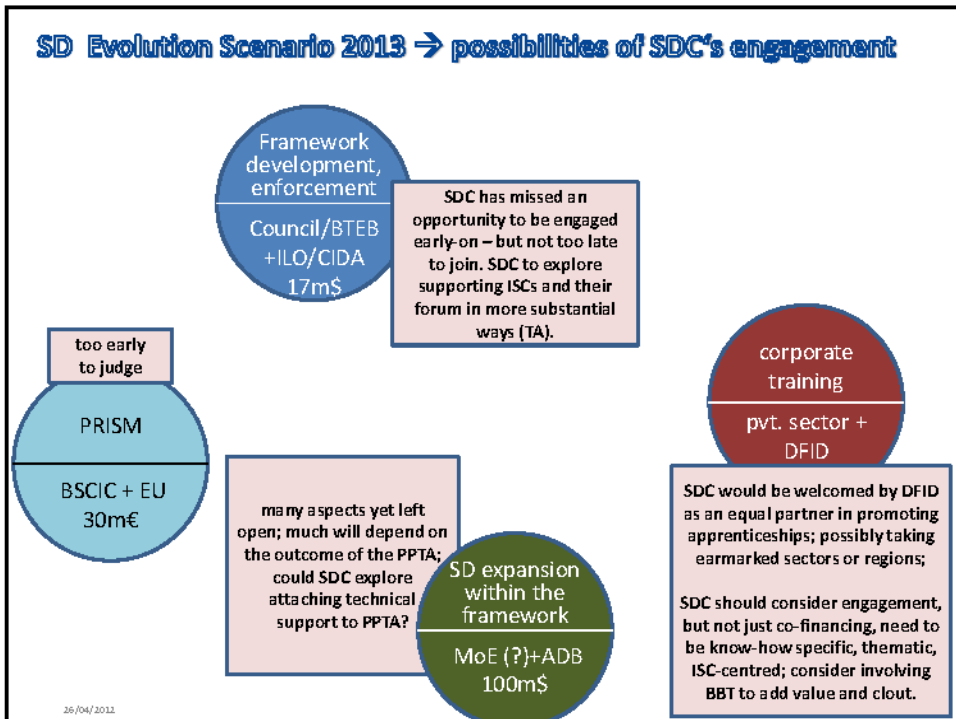
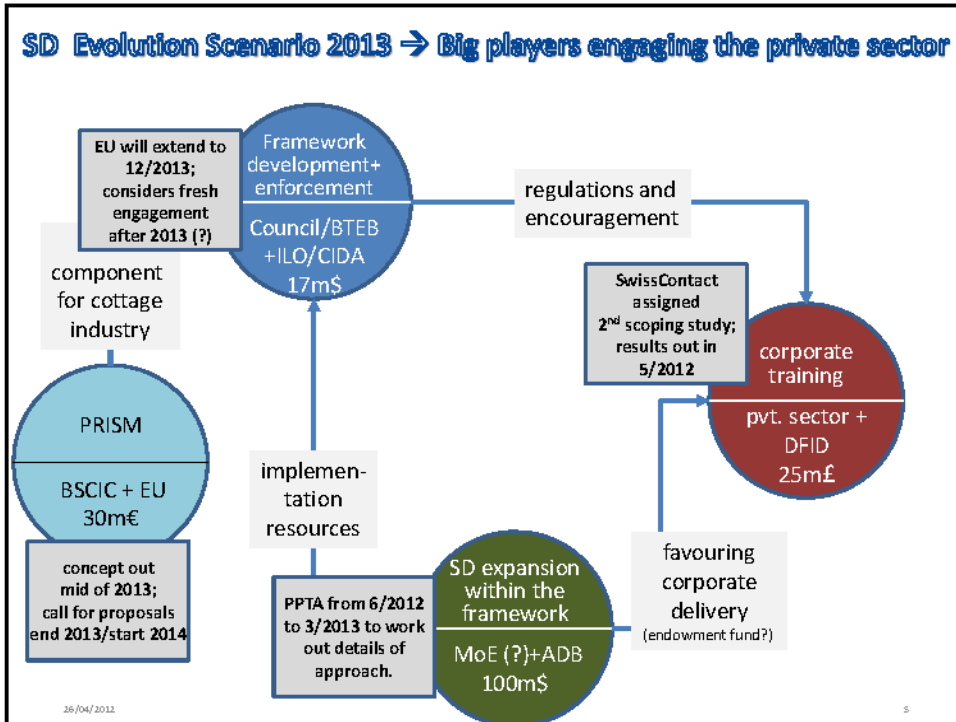
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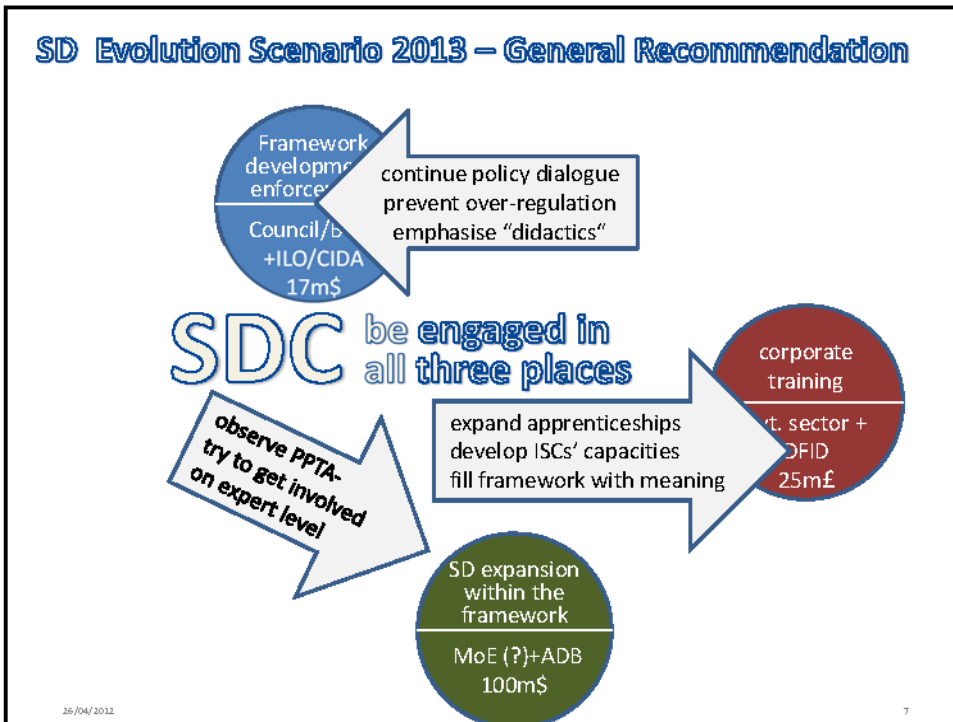
SD Evolution Scenario 2013 → Big players engaging the private sector



26/04/2012

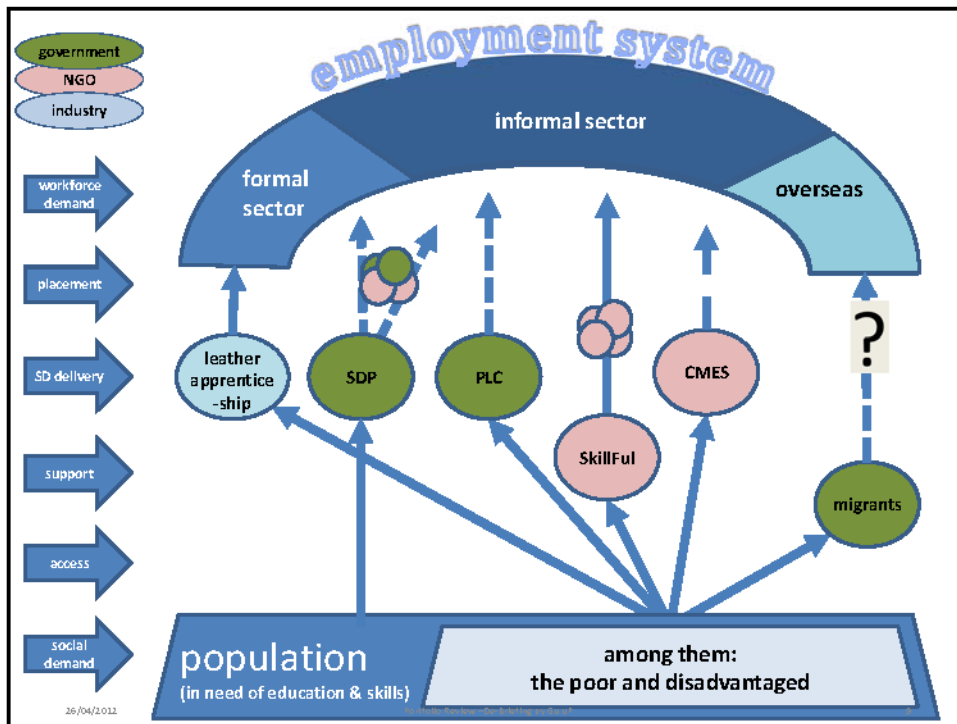
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3. Present Portfolio

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#	Project Designation	budget	Timeline
1	CMES (SDC funding one national NGO) (basic education and SD for female/rural poor)	42%	until 5/2015
2	PLCE-II (ADB loan, SDC co-funding) (basic education and pre-voc. trg. for rural poor)	17%	until 6/2013
3	Migration Reform (SDC providing ILO services at BMET) (improving economic situation of migrants)	14%	until 7/2013
4	SDP (ADB loan, SDC co-funding) (increasing access to and relevance of TVET)	13%	until 7/2011 prolonged until 5/2014
5	Skillful (EU and SDC → quasi-mandate to SwissContact; enhancing SD quality of selected providers for the poor)	6%	until 2014 (potentially until 2019)
6	CAMPE (SDC funding one national NGO with an NGO-networking and watchdog mission)	6%	until 3/2012 with bridging fund likely until end 2012
7	COEL (SDC and USAID → financial support to emerging training centre of the leather industry)	3%	until 11/2014
8	NSDC (SDC investment input to secretariat)	0.1%	until 6/2013 (not yet cleared)
	SD Policy Dialogue (SDC's participation linked to MoE/EU/ILO project)	no budget	continuous

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CMES:

- 42% of current budget allocations
- 5th phase until 2015
- transfer of know-how?
- CMES's operations 100% financed by SDC
- pro-poor
- creative approach / adaptable
- deal unclear (What does SDC get for the money?)
- sustainability problem

- no automatic phase-to-phase continuation

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PLCE & SDP loan projects

- 30% of current budget allocations
- absolute contribution by SDC small (6%)
- no visible transfer of know-how from SDC
- SDC's contribution = nice to have for the projects
- ticket to high level dialogue

- continuation of support not a priority

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Migration Project

- ranks 3rd in terms of budget volume (14%)
- SDC only funder
- ILO as if mandated / accepted by partner
- good transfer of know-how likely
- no financial contribution of BMET
- service delivery to beneficiaries difficult
- SD component needed for both “pre-departure” and “post-arrival” .
- RMMRU = interesting pioneer, should be included
- re-design or using given flexibility to move project towards SD delivery

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SkillFul

- budget share of 6%
- only project with active transfer of know-how from reputed Swiss source
- SDC and the EU jointly funding (= virtually a mandated project)
- vision of extending by +5 more years
- SwissContact has potential and regional experience
- outfit quite limited – but that can be changed in a next phase.

- under-sized project; deserves expansion

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COEL (leather training)

- share of 3%
- no transfer of know-how in “dual” training – unutilised potential
- SDC and USAID just inject cash for running expenses
- potential nucleus of an up-scaled apprenticeship in formal sector
- COEL’s ISC is an asset → role model for other ISCs
- potential for ISC to become assessment centre
- potential for “master craftsman” training

- higher profile of involvement needed

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NSDC (opening at secretariat)

- 0.1% of the budget as an opening step
- content (skill-demand observatory) questionable – but not tragic
- opportunity for genuine Technical Assistance SD regulation and facilitation in secretariate, committee and most important BTEB
- “congested” danger with CIDA, EU and possibly ADB coming in
- strong need for harmonisation / division labour

- clear and clever expectations from an Exec Com member (met by the consultants’) regarding Swiss know-how input

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CAMPE

- not at the heart of SD
- reputed outfit with good standing
- no clear function in SD policy implementation possible for them
- with revised mission might re-enter the scene
- research capacity available

- support is being phased out via a “bridging fund”

- similar to CMES appears as solely depending on foreign contracts; do not show diversification of funders (international / national); therefore vulnerable and “to be pitied”.

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Policy Dialogue

- terrific achievement, positively commented by all parties
- long-term presence and thus reliability
- transfer of know-how, missing in the co-funding arena, can be realised here.

- No distinguishable Swiss impact can be seen in the rather complicated discussion on qualifications frameworks, or in the skill-related issues of migration.

- Interesting approach ‘leather industry’, where abstract policy is translated into practical measures on the ground, had received little (if any) conceptual input from SDC.

- need continue; higher level of technical expertise would be great

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Summary diagnosis of Portfolio:

- bias towards one recipient
- high level of co-funding
- lack of transfer of know-how
- absence of unique Swiss profile.

- but portfolio created promising opportunities for upcoming country strategy:
 - Capacity of **NSDC** and **BTEB (also BMET?)**
 - **apprenticeship** training with companies
 - Industry Skills Councils development

1. Recommendations

Rewarding Areas of Intervention:

Policy implementation development (at the Council and at BTEB)

prevent the regulatory system become too heavy-handed, and the assessment system too formalistic; come in with “didactical” support, array of concepts, tools and facilities that **improve teaching and learning** – including instructions and exposure at the work-place, and with a pragmatic concept of quality assurance.

Apprenticeship training

inject good Swiss practices from BBT and adapt to the emerging schemes at COEL and beyond. Utilise the wealth of world-wide experiences available for instance with SDC mandated projects, consider master craftsman /instructor training institutes.

Industry Skills Councils (ISCs) or similar bodies.

mature into self-asserted industry-driven bodies, as the case of the leather industry exemplifies; professionalisation in design, delivery and certification of apprenticeship.

Outreach: formal sector → informal sector → cottage industry.

migrant workers

SD as a complementing element advisable;
possibly ISCs could address pre-departure / post arrival issues

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SD Evolution Scenario 2013 → Specific Recommendations

overarching theme: thematic engagement in corporate training:

objective:

apprenticeships and certification on levels 2, 3 and 4 for the poor and disadvantaged (level 1 as an “easy” entry point, level 4 for master craftsmen/instructors);

condition:

all SDC supported programmes shall be made compliant with the Qualifications Framework

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Area 1: Existing SD Projects (enhancement opportunities)

Principle: Consolidate and interface existing SDC projects which provide SD within or close to the private sector: Skillful, CMES, COEL belong to this group. Apart from their mission of generating “output” (i.e. a specified number of certified pass-outs from specified target groups) each of these projects could be geared to develop specific overarching know-how in apprenticeship training or quasi-apprenticeship. Such know-how should then be shared or jointly used. **Added values.**

Skillful: curriculum guides, learning aids, ToT .

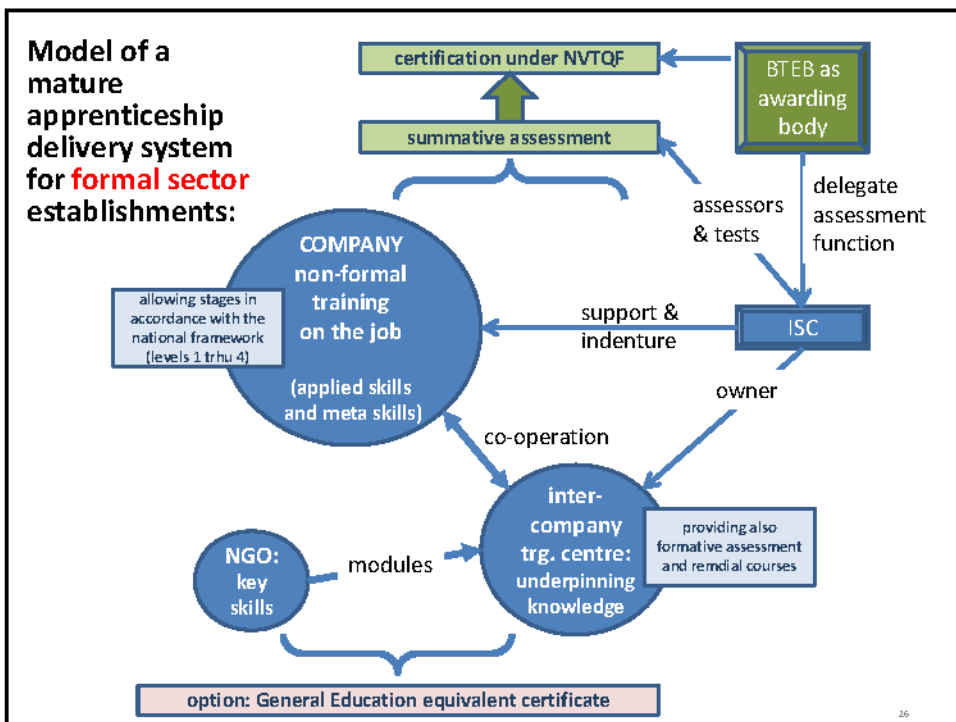
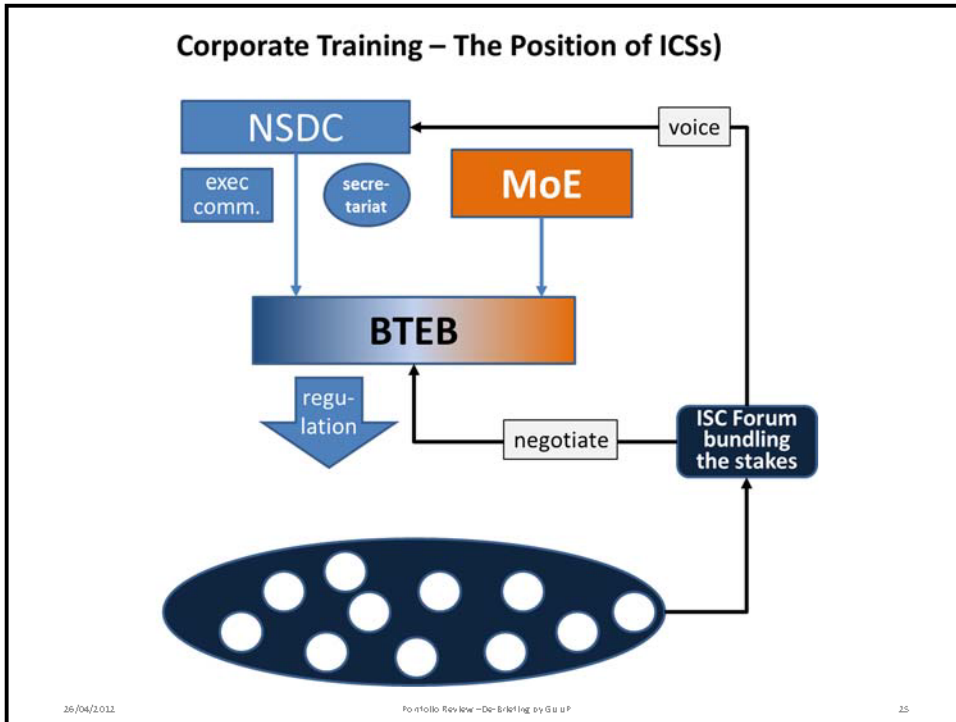
CMES: modes for upgrading (competence ladder); apprentices in their incubators .

COEL: change over to company-driven “dual” training; test emerging national funding models; exchange with BBT; accredited assessment centre

COEL and Skillful together master craftsman and in-plant instructor training

Area 2: ISCs as a new project family

- **ISC overall capacity building** (to play their role in enterprise-based training)
- **ISCs as professional bodies to develop qualifications**
- **ISCs as accredited assessment centres**
- **inclusion of informal sector ISCs**
- **ISC to make use of concepts used in existing projects (Skillful)**
- **ISCs to engage in migration issues.**



Area 3: Migration (continue with ILO, with emphasis on SD)




- ISCs as **assessment** centres in migration-relevant trades (e.g. in construction industry or for domestic helpers) in order to certify emigrating as well as returning workers' competencies;
- cooperation with standard setting bodies in destination countries
- development of RPL-specific testing tools and facilities this is especially important for returning workers.
- identification of **crash course providers** to enable candidates pass the assessment
- joining hands with **RMMRU** in order to promote decent work for females.

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Put in a nutshell...

- xpansion of SD through apprenticeship.
- ecution of Reform in a learner-friendly fashion.
- pertise with a Swiss flavour.

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