

NATIONAL COMMISSION FOR WOMEN AND CHILDREN  
(NCWC)

# Evaluation and Training Needs Assessment

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Apprenticeship Training Programme

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## 1 ABBREVIATIONS

ADB	Asian Development Bank
APIC	Agency for Indigenous Crafts
ATP	Apprentice training Programme
BCCI	Bhutan Chamber of Commerce and Industries
DEO	Dzongkhag Education Officer
DoE	Department of Employment
EDP	Economic Development Policy 2010
F&B	Food and Beverages
Gol	Government of India
IT	Information Technology
LFS	Labour Force Survey
LMIRD	Labour Market and Information and research Division
MoLHR	Ministry of Labour and Human resources
NTTA	National technical Training institute
NSB	National Statistical Bureau
RGoB	Royal Government of Bhutan
ToT	Training of Trainers
VTI	Vocational Training Institute

## 2 EXECUTIVE SUMMARY

Apprenticeship is a proven method of developing vocational skills. The practice of the same trade being practiced within the family and passed down from father to son over centuries is a testimony to the success of such practices. The practices were essential for the daily livelihood of societies.

This importance of the apprenticeship practices has not diminished today; in fact it has gained further importance with the proliferation in the variety of trade and the increased demand for such products and services and with the increasing number of entrants in the job market.

The Royal Government of Bhutan, (RGoB) recognizes this and has initiated the ATP trainings with funding under the GoI (Government of India) project and more recently the Asian Development Bank (ADB) to make it more systematic and effective. However, the preference of job seekers in Bhutan is for knowledge based occupations and reluctance to take up vocational occupations makes this a difficult task to achieve. This mismatch between expectations and jobs available in the market has led to increasing unemployment among the youth.

The “Population Projections Bhutan 2005-2030” published by the National Statistical Bureau (NSB), puts the population of below 34 of age in Bhutan at about 70% and 51% below 24. This implies that Bhutan has a youthful labour force that could achieve more rapid economic growth in the years to come, if it can provide gainful employment and entrepreneurial opportunities to group. On the other hand, the youth do not possess the required working experience or the appropriate skills and usually take longer to secure their first jobs. Failure to create gainful employment and entrepreneurial opportunities for the increasing number of young people entering the workforce could spell trouble.

It is therefore vitally important that ATP for vocational and skills occupation is evaluated and reformed to make it more attractive and effective.

### 3 INTRODUCTION

Apprenticeship is the traditional method of imparting skills and knowledge. For generations skills have been passed down from father to son through this method. Children developed artistic, vocational and other skills by observing their fathers at work, assisting them and taking part in the work under the guidance and supervision of their fathers and eventually developing into master craftsmen themselves.

Technical and vocational education and trainings are essential in the socio economic development even today and is a major avenue for jobseekers in gaining employment.

Bhutan faces an unemployment situation amongst the youth, where we have high youth unemployment and on the other, over 56,000 expatriate workers working in Bhutan in vocational and technical areas as reported by the Prime Minister to the 9th session of the first parliament on “The State of the Nation. The Prime Minister has also reiterated that “The unemployment problem is not due to shortage of job opportunities but primarily due to the unwillingness of the job seekers to take up available jobs”<sup>1</sup>.

The blame for this situation as very often mentioned is placed primarily on the youth’s aspiration for knowledge based jobs and dislike for the vocational occupations. This, though true to a large extent is not the only factor in youth unemployment, it is also a consequence of a lack of labour market oriented training for vocational and technical occupations.

The ATP provides those who complete the programme with a unique and valuable combination of skills, employment experience and a formal qualification. Increasing difficulty in finding employment has made the ATP a more attractive avenue today, even for undergraduates for gaining experience and honing their skills to increase their competitiveness in the labour market.

The current ATP is being implemented by the Ministry of Labour and Human Resources through its’ ATP section under the Department of Employment (DoE).

Apprenticeship trainings involve both on the job and theoretical instructional sessions. Unlike trainings at vocational institutes, apprenticeship trainings are implemented at actual

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<sup>1</sup> Fourth Annual Report of Lyonchhen Jigmi Thinley Yoezer, to the 9<sup>th</sup> session of the First Parliament on the state of the nation 9<sup>th</sup> July 2012, Thimphu

work places under real work situations that help them develop a multi-faceted involvement in all business aspects.

**The objectives of the study are to:**

- Evaluate the Apprentice Training Programme in terms of its contribution to the employment of the youth and to
- Conduct a training needs analysis of the programme to assess whether the programme develops the employability of the youth.

**Methodology of the study**

The study was based on both primary research and secondary research. 250 set of questionnaire for trainees and 50 employers was circulated of which, only 128 trainees (56 females and 72 males) and 13 employers responded. Discussions were also carried out with supervisors of the trainees.

**4 THE ATP INSTITUTION AND PROCESS**

**4.1 IMPLEMENTING AGENCIES**

**4.1.1 MINISTRY OF LABOUR AND HUMAN RESOURCES**

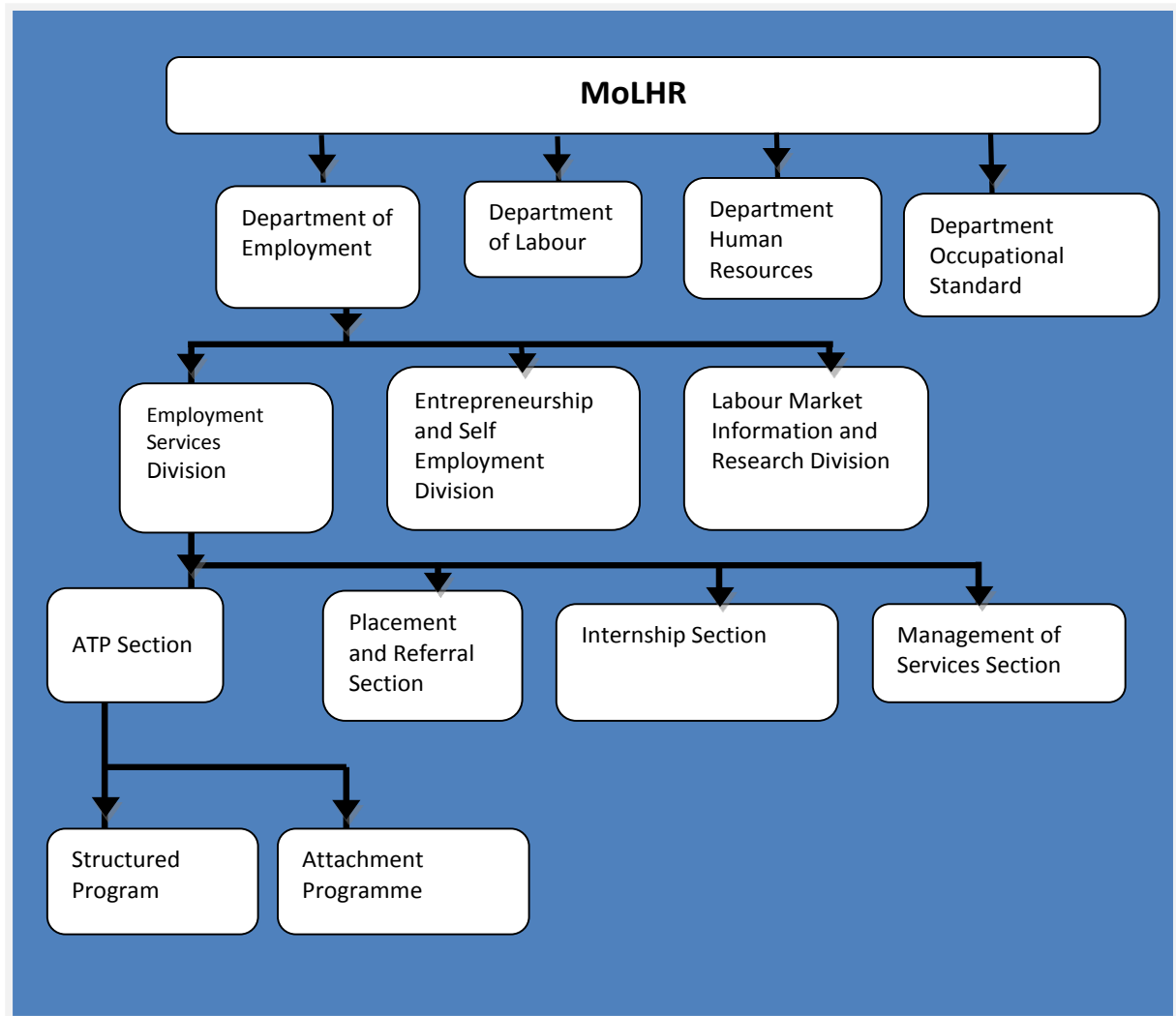
The ATP was first introduced in the country by the then National Technical Training Authority (NTTA) in 2000<sup>2</sup>. It is a program, wherein new job seekers are attached to the enterprises/industries to gain skill and experience. ATP includes both job related instruction and on-the-job training in vocational skills development. It has been defined in the guidelines for the ATP as a “contract between a person (apprentice) who wants to acquire competency in a particular skill and work experience and an employer who needs a skilled worker”. Apprenticeship combines on-the-job-training with technical classroom instruction with the following objectives:

- Provide alternative vocational training to youths that are not provided in public and private vocational training institutes.
- It is to meet the immediate manpower requirement of the labour market.
- Reduce costs on vocational training by sharing cost with private sector and provide exposure to real work environment.

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<sup>2</sup> ATP Conception Report, MoLHR

- Develop youth towards self-reliance, self-confidence, good social behavior, and a positive attitude towards work.



The ATP Section under the DoE is staffed by two Program Officers, one managing the internship programme and the other managing the ATP section. It is managed by only one person.

Though, the ATP guidelines permit other members of the DoE to be engaged in monitoring the program, due to the broad directions in the guidelines, the management and implementation of the ATP is almost entirely carried out exclusively by one person.

The responsibilities in implementing the program start with registration of trainees and prospective employers, matching individual interest to the needs of the employers to monitoring and evaluations and award of certificate. This section also carries out monitoring and evaluation of the programme, the administrative and clerical functions of the



programme of managing records, compiling the attendance and stipend list of the trainees each month and drawing and disbursement of the stipend.

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#### 4.1.2 EMPLOYERS

The ATP has contributed greatly to developing skills among job seekers and bringing employers and jobseekers together. It helps identify jobseekers with the appropriate expectation, and work together with employers to develop the necessary skills.

There are over 600 employers who have participated in the ATP since 2000<sup>3</sup>. Employers who have participated in this programme shows a wide range in size and nature of businesses, from small saloons to large power projects, Government, corporate and private sector establishments. However the private sector is the priority area for placement of apprentices. The number of apprentices range from one apprentice to as many as 55 in structured programmes and 45 in attachment trainings<sup>4</sup>.

The ATP has been welcomed by the private sector for its contribution to find jobseekers and the financial support that the government provides in training new recruits. They have voiced mixed responses to the ATP, some have very positive and encouraging feedback while others have voiced dissatisfaction about the attitude and willingness to learn by the trainees, and have said that the financial support in training the recruits have been offset by loss and damages to equipment.

They have expressed preference from vocational training Institutes VTIs in the mechanical and technical categories, especially in the automobile workshops, due to certain degree of proficiency that new recruits already have which implies productivity right from the start of the employment.

Most employers have participated in the ATP because of lack of trained and experienced manpower in the market and the financial support and in training new recruits. Those that have employed clerical and support employees have done so, primarily due to the RGoBs'

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<sup>3</sup> ATP records MoLHR

<sup>4</sup> ATP records MoLHR 2002-11

financial support. Some have cited corporate responsibility as a reason for participating in the programme.

## 4.2 ATP PROCESS

The ATP attempts to make the opportunity to gain skills and experience available to trainees. Prospective candidates interested in participating in the Apprenticeship Programme must be over 17 years old and produce school leaving certificate (minimum of class 6 passed).

### 4.2.1 REGISTRATION AND DOCUMENTATION

The process begins with the registration of employers and job seekers with the ATP section of the DoE by submitting all relevant documents and filling the following forms:

- Jobseeker's card;
- Photocopy of CID;
- Photocopy of academic transcript; and
- Valid security clearance certificate.

Employers interested in availing the services of the ATP of the MoLHR, to find appropriate employees register with the ATP Section with the following documents:

- Duely filled Vacancy Form
- Valid Trade License

The ATP section record, verify the completeness and the accuracy of the information provided and compiles information from the forms. The documentation and record maintenance process is a standalone system, not integrated with other systems in place, done manually by punching in all information and details into the computer.

Selections of employers are made on the basis of applications received with no real assessment of their capacity to provide quality trainings. The quality of the firm's ability to provide quality training in terms of capacity of mentors, environment and other necessary machinery and availability of raw materials and other supplies is not assessed.

### 4.2.2 MATCHING AND PLACEMENT OF TRAINEES

The section matches the needs of the prospective employers' needs and the jobseekers' interests and the MoLHR and employer jointly interview prospective trainee.

Appointments are made once a month in the first month for attachment trainings. Appointment orders are issued and the trainee appointed. A briefing of “Do’s and Don’ts”, safety on the job and other ATP rules and regulations are made prior to each appointment.

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#### 4.2.3 ADMINISTRATION OF THE ATP

The ATP section maintains all records and collects attendance sheets from the employers and compiles them for year stipend. A stipend of Nu.1800/ per month is provided by the ATP to each candidate appointed under the ATP which is the minimum amount to be matched by the employer.

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#### 4.2.4 MONITORING AND EVALUATION

Monitoring is carried out mainly through the log books that are issued for each employee which records each day’s activity and is countersigned by the employer. Periodic visits to the employers’ establishment are also made by the Program Office to monitor the trainees.

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#### 4.2.5 CERTIFICATION

Certificates are awarded on completion of the ATP courses. This is based on the successful completion of the attachment and on the log books which have to be surrendered to the ATP Section on completion of the ATP

Figure 1: THE ATP Process

Registration	Verification of Documents	Matching and Placement	Administrative	Monitoring and Evaluation				
<b>ATP Section</b>								
	<p>Collect copies all relevant documents</p> <p>Ensure all documentations submitted and filled completely and correctly</p>	<p>Match requirements of employer with interest and qualifications of job seeker</p> <p>Jointly conduct interviews of shortlisted prospect along with employer</p>		<p>Make periodic visits to the work place</p> <p>Make note of observations and discussions with employers and trainees</p> <p>Check log books</p>	<b>CERTIFICATION</b>	<b>EMPLOYMENT</b>		
<b>Employers</b>								
<p>Ensure all relevant documents are complete and correctly filled and requirements clearly specified and submitted to the ATP Section</p>		<p>Jointly conduct interviews of shortlisted prospect along with the ATP Section and select appropriate trainees</p>	<p>Ensure task given to trainee</p> <p>Ensure entry in Log Book</p> <p>Maintain Attendance register</p>	<p>Provide constant guiding and checking of trainees work and progress</p> <p>Provide feedback to trainee on work done</p> <p>Include both performance and attitude in evaluation</p>				
<b>Job Seekers</b>								
<p>Ensure all relevant documents are completed and correctly and submitted to the ATP Section</p>		<p>Attend interviews</p>	<p>Fill in Log Book and sign attendance in full</p>	<p>Provide feedback of employer to ATP Head Office</p>				

## 4.3 MODES OF DELIVERY

### 4.3.1 ATTACHMENT PROGRAMME

Attachment is based on employment opportunities at the end of the programme. The recruiting company should guarantee employment upon completion of the training. This was earlier, a mandatory requirement where the employer and trainee were both required to sign an agreement with the MoLHR. This requirement has now been removed from the contract due to the high rate of apprentices desiring not to stay with the employer concerned.

The ATP focuses on those trades/occupations where there is possibility of developing vocational skills through attachment with relevant enterprises/ industries. It is aimed at equipping youth with skills and experiences through hands-on learning. Apprentices are given practical training as well as related instruction throughout the period of attachment.

### 4.3.2 STRUCTURED TRAINING PROGRAMME

Under this mode, job related instructions are delivered by the training institutes within the framework of the apprenticeship training, which will be jointly developed between concerned training institute and the Department of Employment

At the moment there are only two training centres that offer structured ATP Courses, the Wood Craft Centre and the Tailoring Training Institute, both in Thimphu.

The job related instruction will have to cover at least 20-30% of the entire training period, mainly concentrating on trade technology and trade related science and the remaining 70 - 80% of the training period should be allocated for practical learning through attachment with relevant companies/enterprises/agencies.

## 4.4 CATEGORIES OF OCCUPATION

A large part of the evaluation of the ATP is based on information and data from the year 2010/11 and 2011/12 for preferences and general trends. This is because this is the only year where records are adequate for a proper study of the ATP. For the purpose of this evaluation the various occupations have been broadly grouped in the following categories:

**Table 1: Categories of Occupation**

<b>Category</b>	<b>Occupations</b>
Sales workers	Sales Assistants, Marketing, Circulation
Professionals	Artists, Graphic designers, Furniture makers, Teaching, Librarians, photography and camera personnel, Radio jockeys, Tailors, 3D Animation Cinematography
Production	Printing assistants, food processing, binders
Personal service workers	Beauticians, Masseuse laundry service and, Health helpers
Mechanic and Technicians	Auto Mechanics, Auto electricians, Electricians (both Industrial and House wiring) Lab technicians and service and maintenance personnel
Management Support	Administration assistants, Accounts personnel
Machinery operators & drivers	Earth moving equipment and plant machinery operators
Clerical & administrative workers	Stores Assistants, Office Assistants, Reception and Telephone operators
Managers	Management Assistants
Hospitality and F&B	Housekeeping, Cooks, Bell boys, dining staff, waiter/waitresses Bar tenders
IT Workers	Computer hardware personnel and Computer applications and networking personnel

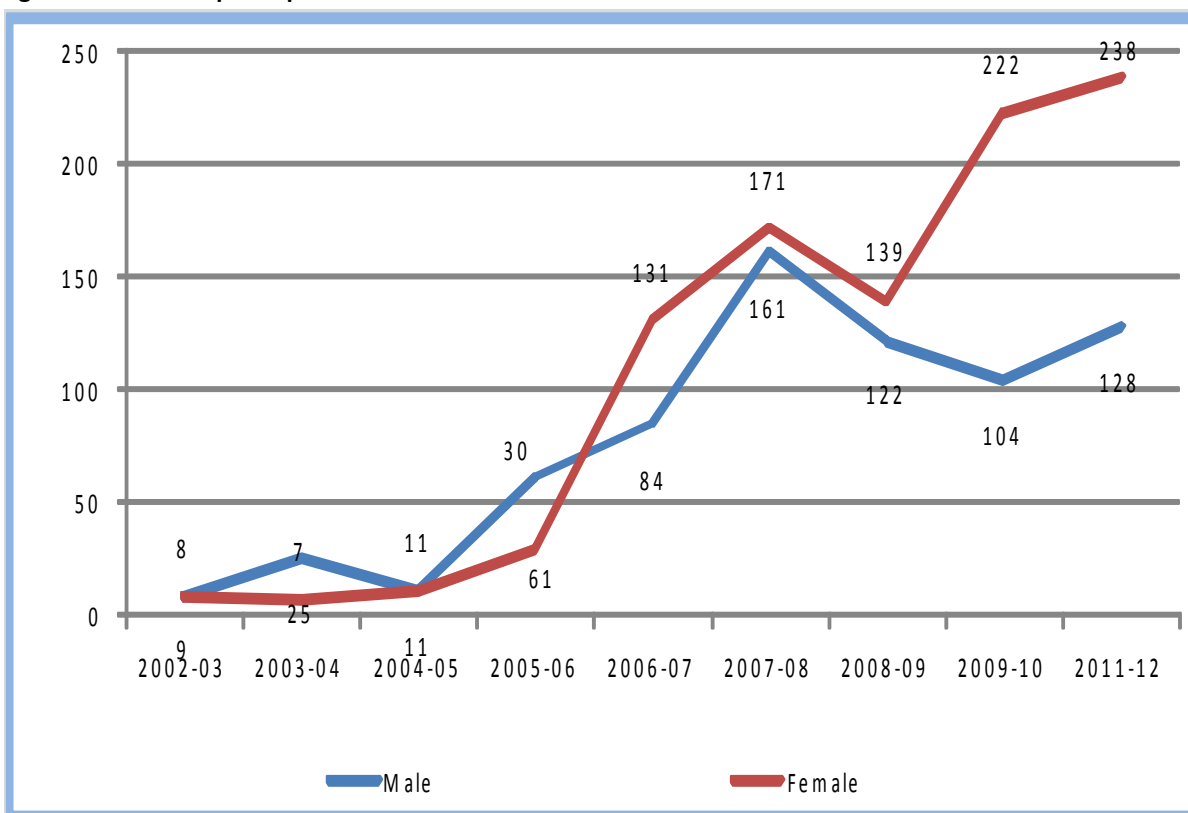
## 5 FINDINGS AND ANALYSIS

### 5.1 APPRENTICE TRAINING PROGRAMME (ATP)

#### 5.1.1 INCREASING TREND IN PARTICIPATION IN THE ATP

On an average over the last ten years, females have shown higher participation than males in the ATP with females occupying 70% of the slots. Female participation though slow in 2002/03 to 2005/06 period has increased drastically with increasing female participation in Mechanical and Technical occupations that were earlier considered male domain.

**Figure 2: Trends in participation in the ATP**



*ATP Records 2002-2011: MoLHR*

#### 5.1.2 GENDER PARTICIPATION IN DIFFERENT TRADES

Gender differences, in the different occupation, though narrowing, is still visible among the choice of occupation, as indicated in the following table. The wood workers business seems to show the most balanced gender employment, however a closer look at the information shows that private sector employers businesses have employed only male recruits and the

gender balance exhibited among in this occupation was a result of the Wood Crafts Centres' efforts in promoting gender equality among its ATP trainees. (WCC has taken in a far larger number of ATP than all other combined).

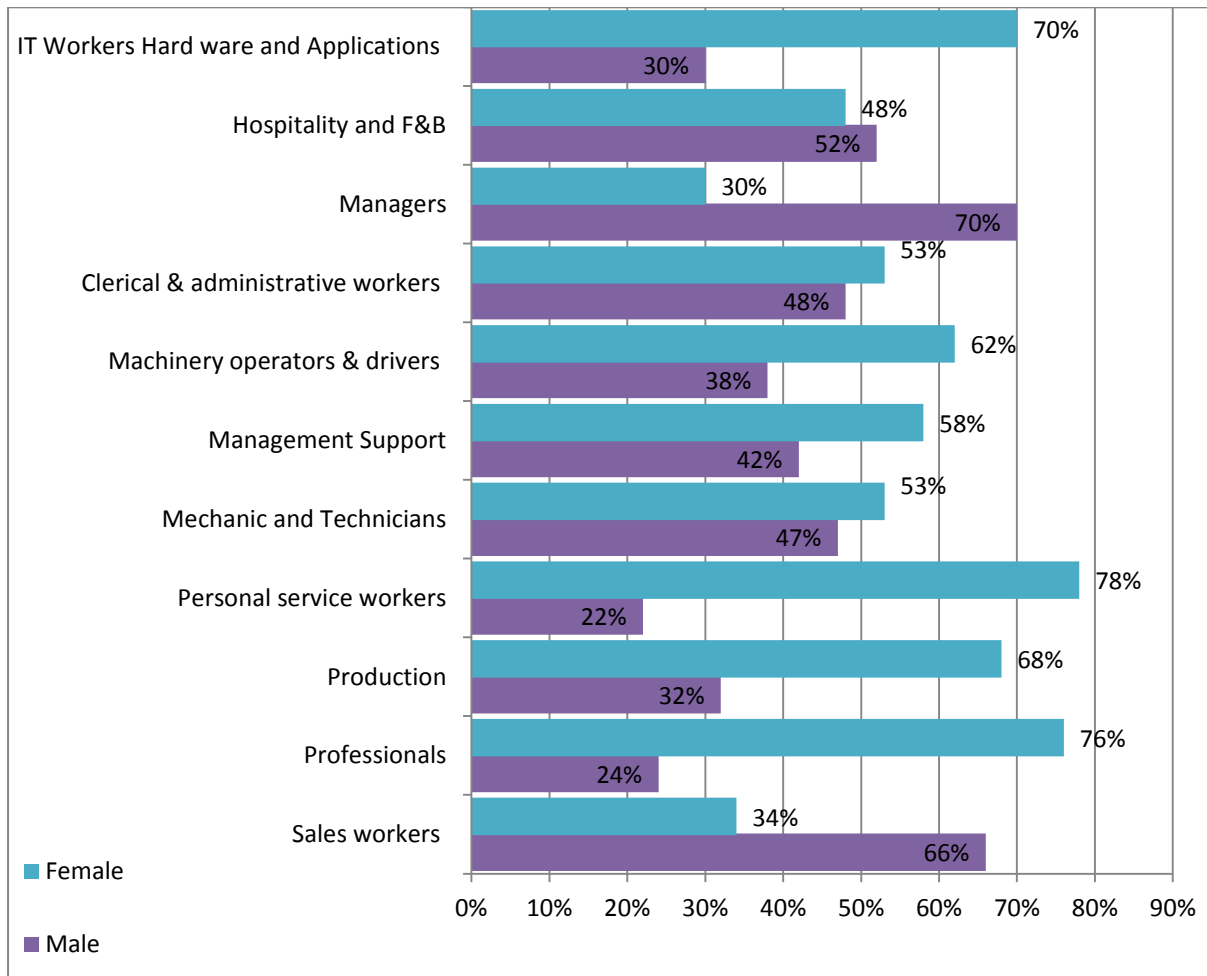
**Table 2: Distribution of participation in Occupations by gender**

	Total			Percentage		
	Male	Female	Trade	Male	Female	Of Total
Sales workers	99	52	151	66%	34%	8%
Professionals	44	143	187	24%	76%	10%
Production	54	116	170	32%	68%	9%
Personal service workers	29	104	133	22%	78%	7%
Mechanic and Technicians	170	193	363	47%	53%	20%
Management Support	42	57	99	42%	58%	6%
Machinery operators & drivers	22	36	58	38%	62%	3%
Clerical & administrative workers	133	147	280	48%	53%	16%
Managers	26	11	37	70%	30%	2%
Hospitality and F&B	59	55	114	52%	48%	6%
IT Workers Hard ware and Applications	62	143	205	30%	70%	11%
	740	1057	1797	41%	59%	100%

ATP Records 2002-2011: MoLHR



**Figure 3: Distribution of participation in Occupations by gender**



ATP Records 2002-2011: MoLHR

**Table 3: Gender Preference in Choice of Occupation**

Male Participation	Female Participation	Equal Participation
<ul style="list-style-type: none"> <li>• Mechanic and Technicians</li> <li>• IT Workers (Hardware and Applications)</li> <li>• Machinery operators &amp; drivers</li> </ul>	<ul style="list-style-type: none"> <li>• Sales workers</li> <li>• Professionals</li> <li>• Personal service workers</li> <li>• Hospitality and F&amp;B</li> <li>• Management Support</li> <li>• Clerical &amp; administrative workers</li> </ul>	<ul style="list-style-type: none"> <li>• Wood workers</li> <li>• Production</li> <li>• Managers</li> </ul>

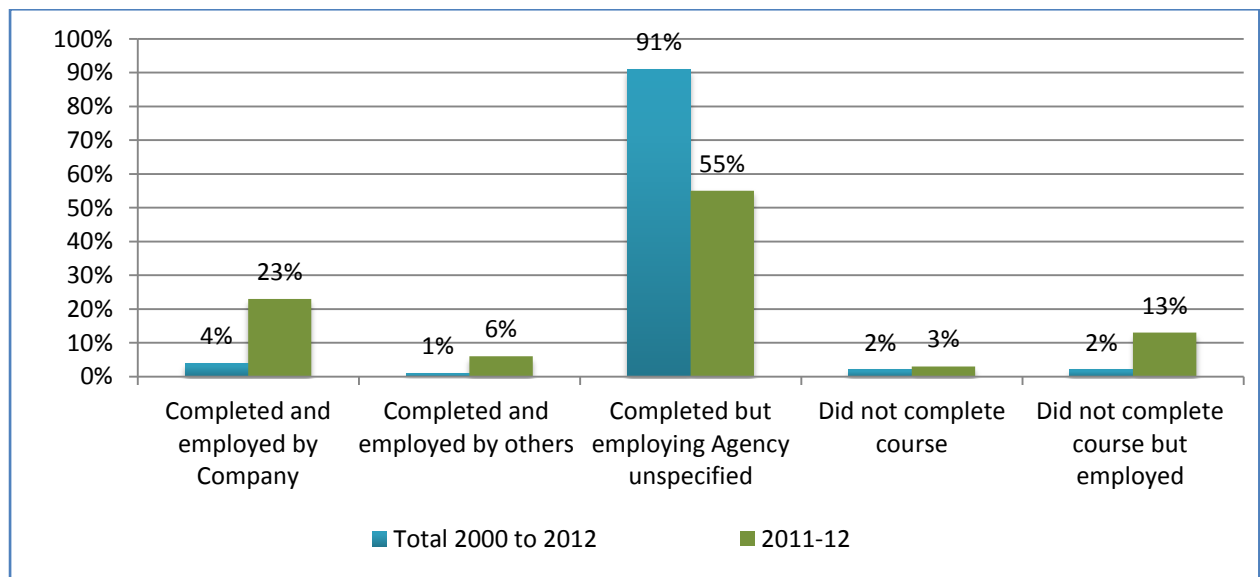
### 5.1.3 COMPLETION RATE OF ATP TRAINEES

The rate of completion is very high with an average of 96% of the total trainees and for a particular year (2011-2012) 84% as indicated in the table below. The figures for employment and retention with the trainers seem to be very dismal. This however is not a reflection on the impact of the ATP on creating employment for the trainees but rather on the records management system of the ATP. The high number of trainees under completed but employment status unspecified very strongly brings out the fact.

Status	Total 2000 to 2012	2011-12
Completed and employed by Company	4%	23%
Completed and employed by others	1%	6%
Completed but employing Agency unspecified	91%	55%
Did not complete course	2%	3%
Did not complete course but employed	2%	13%

The documentation and monitoring process stops at employment on completion of the course, it is difficult to say with certainty how long they have stayed with the employer after completing the course. Small establishments like the Beauticians/Hair Salons and IT establishments, appear to have the highest retention of apprentice (*beauticians and hair dressers 43% and IT units 63%, of trainees attached with them*). However the IT units seem to lose employees at a higher rate probably due to the high demand and mobility of IT personnel.

**Figure 4: Completion and Employment Status of ATP Trainees**

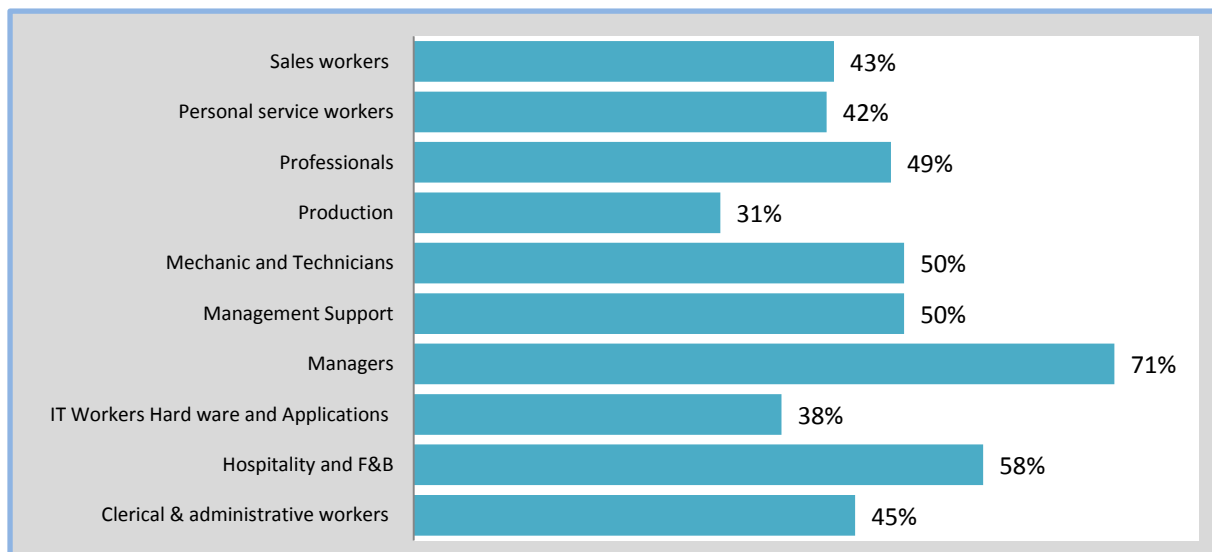


ATP Records MoLHR 2002-2011

#### 5.1.4 DROPOUTS FROM THE ATP COURSES

The very low dropout rates from the ATP courses are very impressive. This study has shown even though dropout rates for 2011 -2012 are up to 16%, almost all dropped out due to take up employment opportunities with other companies with better prospects. Individuals who did not complete their apprenticeship or traineeship have mentioned poor experiences in the workplace, concerns with the employment environment and facilities, shortage of adequate mentoring and support, shortage of materials.

**Figure 5: Dropouts by Occupation**



*ATP Records MoLHR 2002-2011*

The highest dropout rates by occupation were among managers and management assistants, 71%. Almost 60% of ATP recruited as managers/assistant managers were in Thimphu. Reasons cited for the high dropout rates have been attributed to disparity between job expectations and job requirements.

Some other reasons for dropping out as mentioned by the trainees and employers are listed below. In what proportions these reasons apply to those who have dropped out of the course is difficult to attribute because of inconsistent documentation. *(from ATP documents)*

Pregnancy

Dissatisfaction with the organization attached with

Lack of tools, facilities and materials in the business

Difference between the job expectations and the tasks given

- Heath and Domestic problems
- Personality clashes
- Inconvenience of timings
- Closure of Business
- Low remunerations
- Terminations due to indiscipline
- To continue studies and
- Better opportunities (*they have found better jobs prior to completing the course*)

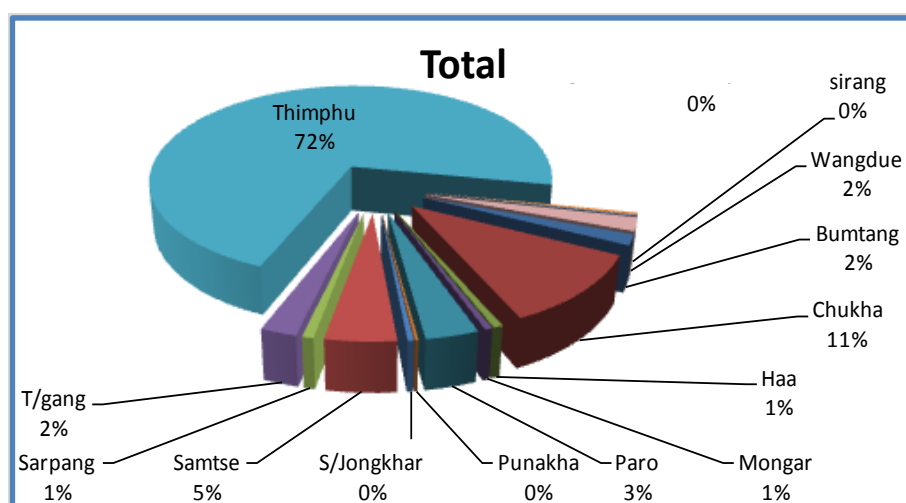
### 5.1.5 INCREASING LEVEL OF QUALIFICATIONS AND MATURITY OF TRAINEES

With increasing unemployment among the youth, even among those with bachelor’s degree ATP is probably going to see a higher demand. The challenge is going to be utilizing the level of knowledge and maturity with the appropriate trades to maximise the prior knowledge and competence of the trainees.

### 5.1.6 DISTRIBUTION OF ATP PLACEMENTS BY DZONGKHAGS

The ATP shows an extremely high concentration in Thimphu dzongkhag (72% of total apprentices attached to businesses in Thimphu, followed by Chukha dzongkhag with 11%. At the other end of the spectrum 7 dzongkhags: Tsirang, Punakha, Trongsa, Samdrupjonkhar, Mongar, Ha and Sarpang had only 2% of the apprentices.

Figure 6: Distribution of ATP trainees by Dzongkhags



ATP Records 2002-2011: MoLHR

A higher concentration is expected and has been so in Thimphu and Chukha dzongkhags, (*Phuentsholing*) which are the larger commercial centres in the country. However this big difference in ATP attachment, apart from the imbalanced economic growth in the country also indicates the following:

- Lack of awareness of the ATP among both businesses and jobseekers in other regions.
- The ATP is not being implemented as strongly in regional offices, as in Thimphu and Phuentsholing
- The programme does not have a dedicated person in charge of the programme in the regions.

This study also shows a higher concentration of certain occupations in particular dzongkhags. These are reflective of major businesses in the dzongkhags. e.g. 70% of all ATP in Chukha and 78% in Samtse are Machinery operators, Mechanics and Technicians.

## 5.2 FINDINGS FROM ANALYSIS OF THE IMPLEMENTING AGENCIES

The ATP has been implemented for over a decade now, and during this period almost 2000<sup>5</sup> trainees have been trained in various trades and skills. There is still demand for ATP trainees by employers, especially in the vocational occupation category (*like the construction and manufacturing industry*), where trainees have shown little interest or inclination to participate. Response of job seekers to ATP is very positive as it provides them experience and builds their resume.

### 5.2.1 EMPLOYMENT BY TRAINING PROVIDER

Employment rates for the ATP with the establishments that trained them are generally very low (23%). Another 6 % has been recorded as being employed by companies other than the ones that trained them. Aside from this 29%, that has been recorded as definitely employed the employment status of the other 55% is not recorded. Trainees under the ATP appear to be a very mobile group and it is difficult to say with certainty how effective the programme

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<sup>5</sup> ATP Records MoLHR 2002-2011

has been in helping trainees find employment as they cease to retain contact with the ATP section after the award of the certificate.

However there are many ATP trainees especially in the smaller businesses like the Beautician and Hair Salons who have set up their own businesses and even participated in the ATP programme by taking in other jobseekers as apprentices. Modern Beauty Parlor in Mongar and Trendz beauty Parlor in Thimphu

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#### 5.2.2 MONITORING AND EVALUATION

Monitoring and evaluation of any undertaking is a very important factor in ensuring the success of the project. The ATP monitoring process consists of a log book in which, trainees are required to maintain a daily log of their activities and periodic visit to the work site by the Programme Officer.

Due to shortage of staff in the ATP section, both methods of evaluation are very weak. The ATP section does not have the human resources to go through the log books and visits to the work sites are limited to a few visits to randomly selected organizations.

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#### 5.2.3 CURRICULUM

The ATP courses under the attachment model do not have any prescribed contents that list a minimum set of skills or knowledge that an apprentice is expected to master. This makes it difficult to evaluate the apprentice's skill development and performance. Evaluation based on the trainees log book is also difficult, as daily activities differ from establishment to establishment for the same occupation.

Also more importantly in the long run, the certificates of the ATP courses fails to gain credibility due to varying degree of skills and knowledge that has been passed on to the trainees.

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#### 5.2.4 RECORDS MANAGEMENT

The ATP records maintenance system is inadequate. Records are maintained on computer and hard copy which has to be updated frequently. A proper online automated system which integrates all regional ATP units, employer and ATP registration, transfers, completions, dropouts and post training employment needs to be developed to streamline

the system and improve the efficiency of the ATP section. Currently the Regional Offices, MoLHR, though provided a format by the ATP section, maintain independent records with varying levels of details and submit monthly reports to the Head Office in Thimphu. This makes it difficult to analyze the overall impact of the programme.

Furthermore verifying the background details of an applicant involves going through a number of database to ensure that the applicant meets all requirements and not been disqualified by having been given an opportunity through the same, or other government funded trainings. This makes the task very time consuming and susceptible to human errors

## 6 TRAINING NEEDS

This training needs analysis does not purport to have examined the training process and course content and curriculum for occupations individually. Very few ATP attachment courses have a documented curriculum listing course contents or methodology.

The ATP needs to ensure that training for the programme develops the capacity of the trainee in a holistic manner, that provides training in skills and knowledge and other essential aspects related to their occupation. It must also ensure that the supervisors have the basic skills, aptitude and interest in providing proper guidance to the apprentice.

### 6.1 DEMAND FOR JOBS

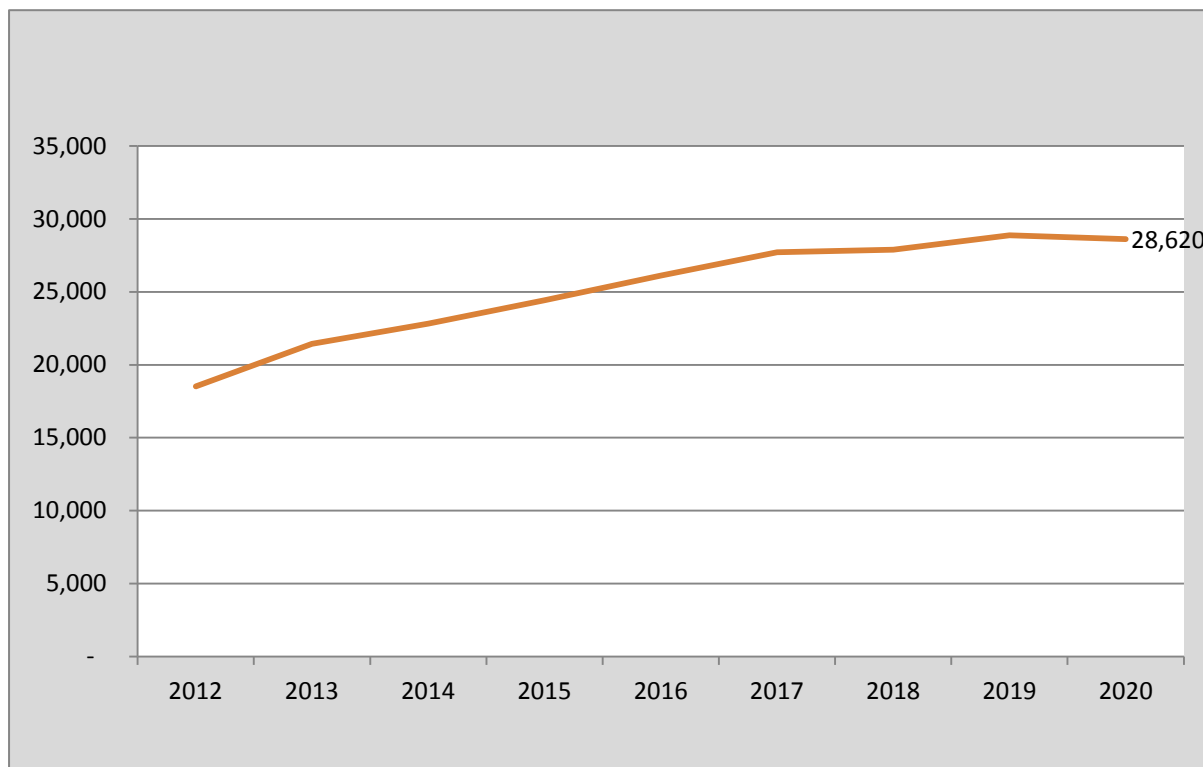
The numbers of job seekers is increasing each year and by 2020 is expected to be about 28,600 as depicted in the following table and diagram. Assuming the current trend of job preference continues and the mismatch between expectations/skills/knowledge and the average rate of unemployment from 1998 to 2012 to be constant, there will be almost 15,000 youths facing unemployment in 2020. A large portion of this group will be seeking the support of the ATP and the DoE for job placement and trainings. The following numbers of jobseekers has been projected based on the population projection of the NSB and the labour market trends.

**Table 4: Projection of job Seekers**

	2013	2014	2015	2016	2017	2018	2019	2020	Total
<b>Class X job seekers</b>	5,380	5,960	6,154	6,215	6,746	6,557	6,368	6,178	<b>49,558</b>
<b>Class Xii job seekers</b>	4,992	5,014	5,649	6,258	6,462	6,526	7,083	6,885	<b>48,869</b>
<b>degree job seekers</b>	2,489	2,713	2,858	3,194	3,418	3,657	3,876	4,109	<b>26,314</b>
<b>Other job seekers</b>	8,574	9,125	9,774	10,445	11,084	11,160	11,551	11,448	<b>83,161</b>
<b>Total Job Seekers</b>	<b>21,435</b>	<b>22,812</b>	<b>24,435</b>	<b>26,112</b>	<b>27,710</b>	<b>27,900</b>	<b>28,878</b>	<b>28,620</b>	<b>2,07,902</b>



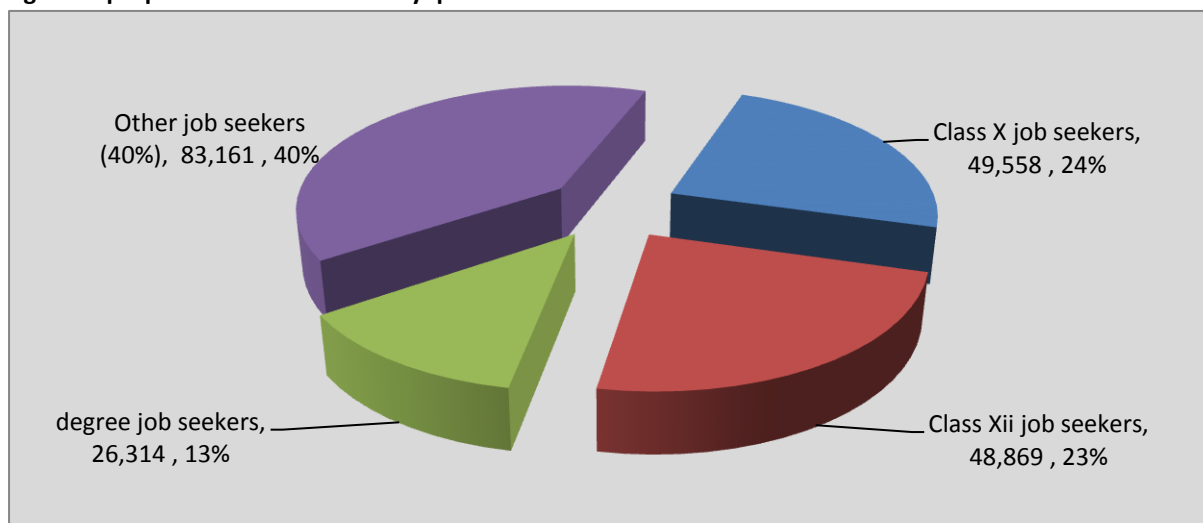
**Figure 7: Projection of Job seekers up to 2020**



*MoLHR Annual Report (Fiscal Year 2011-12)*

Analysing the profile of the jobseekers, we can expect 47% of the job seekers to be from Class X and Class XII without any skills or experience, 13% to be degree holders and 40% of other categories. This fact along with the constantly changing technology implies that the ATP course must, aside from equipping the youth with experience and skills, also expand to include older more mature jobseekers without appropriate skills or upgrade their skills.

**Figure 8: proportion of Job seekers by qualification**



*MoLHR Annual Report (Fiscal Year 2011-12)*

## 6.2 SUPPORTING ACTIVITIES AND TRAININGS TO ENHANCE THE QUALITY OF THE ATP TRAININGS

With the exception of the two structured apprenticeship courses, furniture making with the Wood Craft Centre and the tailoring course of the Tailor Training Centre there are no other courses that have a curriculum.

It is expected that the nature of tasks and roles in the same occupation differs from employer to employer. However, there are many occupations that are the same in any business, like stores management and accounting and an apprenticeship is required to be familiar with in any business sector.

- A standard curriculum where the minimum standards for skills and knowledge to be acquired by the apprentice needs to be developed to improve the quality of the trainings and gain credibility and recognition for it's certificates.
- Close monitoring and periodic evaluation of any project or activity is essential to ensure the success of any project. Though, a requirement of a monthly field visit and evaluation of the program has been specified in the ATP Guideline, the ATP section has been unable to do so due to shortage of manpower.
- The section needs to take a more proactive part in the apprentice programs and not limit itself to document demand for apprentices by occupation but also look ahead and develop emerging skills requirements. It must also keep a close watch on skills that takes a long time to develop.
- The record management system must be developed to integrate jobseeker and employer registration, placement, transfer and withdrawal across all ATP implementing units of the MoLHR and other database of the ministry should be developed.

## 6.3 GENERIC CROSS CUTTING SKILLS TRAINING

The ATP trainees are generally young and starting out on their independent lives. The policy of the RGoB and the task of the ATP is to facilitate them in their bid by putting them in contact with employers and providing the experience and skills to lead their lives as useful and contributing members of society. Being young, lacking exposure and unsure of what direction they would like to take they need to be provided with all the basic business skills that will be useful to them throughout their lives. Therefore, a basic management course

incorporating communication, office management, book keeping and customer relations management skills needs to be provided to them prior to their placements. Such a course prior to placement will be very useful for them, as this would inform them of skills that matter in business and that they need to pay close attention to.

These and other trainings that are more specific to certain groups of occupation could be provided more extensively on their placement as evening classes so that the employers do not feel stretched on their limited human resources.

#### 6.4 ENHANCING TRAINING EFFICIENCY AND ITS IMPACT

In order to enhance training impact it is recommended that:

- A basic course contents which prescribes a minimum level of the skills and knowledge to be imparted to ATP trainees.
- Establish a continuous monitoring mechanism of the trainings to assess the progress of the trainees and utilization of the skills and knowledge gained. The gist of outline of contents provided by the employer can be used as a yardstick to compare the progress of the trainee.
- Assess the quality of training with an evaluation questionnaire at the end of the course, whereby the trainees are asked to evaluate the course stating their satisfaction/dissatisfaction levels with the training contents, methodologies, the actual/new skills or knowledge acquired and possibilities of applying them in practice after the trainings.

#### 6.5 FLEXIBLE COMPETENCY BASED ASSESSMENT OF A TRAINEE'S PROGRESSION

Recently a few graduates have also joined the ATP increasing the range in maturity, experience and qualification among ATP applicants. Given the increasing unemployment among graduates, this trend is likely to increase and a system that recognizes this must be initiated and nurtured. A flexible competency based training progression recognizes the existing skills and competencies of interested application and incorporates them into the individual's training.

The implications of such a system include:

- **For the apprentice or trainee:**

- Achieving a qualification in a shorter time frame,
  - Recognition of earlier qualifications and experience,
  - Extension of training support for apprentices or trainees who need additional time to attain proficiency required.
- **For the employer:**
- Increasing the pool of qualified and experience tradespersons,
  - Increasing the focus on practical, on the job training with associated productivity benefits for the business,
  - Access to employees, who would be better trained, qualified more quickly

**Table 5: List of Trainings to be Implemented for the ATP Trainees**

Training Needs	Target ATP Category	Mode of Delivery	Financial Implications
<b>For Implementers and Training Providers</b>			
Monitoring and evaluation	ATP Unit, MoLHR	1 week Full time course	Resource Person @ Nu.15,000/day = Nu. 75,000 + (cost of meals*5*No. Of Trainees)
Training of Trainers and Mentoring Trainings	Members of the Employers	8 Hrs Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.20,000 + (((cost of Refreshment*No. Of trainees ) * 4)) * No of groups
<b>For All ATP Trainees</b>			
Pre placement Basic Management Course	All ATP Applicants	2-3 Days Class room Instruction	Resource person @ Nu.15,000/dayNu.45,000 + (cost of meals*3*No. Of Trainees)
Communication skills	Generic Cross Cutting	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Workspace management	Generic Cross Cutting	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Customer relationship management skills	Generic Cross Cutting esp. Front Line staff	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Basics Bookkeeping	Generic Cross Cutting except for Accounts personal	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
<b>Occupation Specific Target groups</b>			
Basic in Marketing	Management and Management Support	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Workplace safety	Mechanics and Technicians, plant machinery operators and Production workers	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Records management and filing	Clerical and administrative. Management, and Management Support	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups
Quality Service	Front Line employees *	16 Hours Evening sessions of 2 Hrs each	(Resource Person @ Nu 5,000/2 hr. Session) = Nu.40,000 + (((cost of Refreshment*No. Of trainees ) * 8))no of groups

\*Frontline employees include all employees who come in contact with customers

Minimum size of group is recommended to be 20

## 6.6 NEW AREAS FOR ATP

The RGoB has formulated the “Economic Development Policy 2010” as the apex policy for economic development of the country. This shall serve as the guiding document for all ministries and agencies to stimulate the economy growth with a vision “To promote a green and self-reliant economy sustained by an IT enabled knowledge society guided by the philosophy of GNH.”

This Policy provides the basis for government intervention to enhance productivity of the economy as a whole. This document prescribes the following strategies to be implemented in realizing these goals which are to;

1. Diversify the economic base with minimal ecological footprint.
2. Harness and add value to natural resources in a sustainable manner.
3. Increase and diversify exports.
4. Promote Bhutan as an organic brand.
5. Promote industries that build the Brand Bhutan image.
6. Reduce dependency on fossil fuel especially in respect to transportation.

The following are broad categories of sectors which have been identified as having high economic growth potential and are being encouraged by the government. Its’ policies and interventions will have an impact on the private sectors and its’ human resources requirements. These following areas have seen little or no placement of ATP trainees, the ATP must in order to support the government’s initiative, initiate contact with businesses in these areas and work out modalities or placing apprentices and jointly work on a curriculum in these sectors.

1. Building construction materials manufacturing including fabrication of building components *for trainees in the production and wood and metal workers occupations*
2. Energy *for construction, electronic, production and manufacturing occupations*  
Solar and Wind energy technology
3. Agro and Forest Based products *for trainees in the food production, sales and marketing and personal services occupations*

• Organic food

• Floriculture

• Health food

• Animal feed

• Apiculture

• Horticulture

• Animal Husbandry and fisheries

• Dairy products

4. Knowledge Based Trades *for office management, accounting and research and training assistant occupations*

• Consultancies

• Research/Survey Assistants

• Legal firms

## 7 RECOMMENDATION

### 7.1 SHORT TERM

- Establish a separate cell or draw up of a specific Term of Reference for a member of the MoLHR employee in the regional office to shoulder the responsibilities of implementing the ATP to improve implementation in the regions.
- Create awareness of the ATP among Dzongkhag businesses and school children through leaflets, posters, flyers and the internet. The assistance of the BCCI and the Dzongkhag Education Officers (DEO) sought in this.
- Implement a quota system for the ATP trainees based on the number of registered business by sizes and nature of business (e.g. Manufacturing, industrial, hospitality, services etc.) in the various dzongkhags.
- Strengthen the ATP unit at the Head Office to look after the administrative and logistical requirements for the programme and introduce a recording and documentation process with other systems in the MoLHR.
- Provide a mentoring and training of trainers to members of the employer's develop their capacity to train and guide apprentices.<sup>6</sup> Studies in other parts of the world have indicated that mentoring and support at the work place have a high impact on completion.

Therefore, these mentors must be selected on the basis of their experience and seniority in the occupation, and their distribution by place of work and their commitment to the developing ATP. They shall meet all trainees under their guidance at least once a week and submit monthly reports to the MoLHR. A retainer's fee will have to be built into the ATP funds for such personnel.

- Monitoring and Coordination of the ATP needs to be strengthened and carried out at regular intervals to ensure quality in the ATP trainings to ensure a continuous

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<sup>6</sup> A shared responsibility, Apprenticeships for the 21st Century Expert Panel Paper January 2011 (<http://www.australianapprenticeships.gov.au/experts/default.asp>)



assessment. Members of the Regional Office, MoLHR must carry out such monitoring regularly.

- Provide cross cutting courses as theoretical sessions for the ATP trainees or customize the EDP programme offered by the DoE for them to prepare them as competent entrepreneurs who would be capable of setting up their own enterprises.
- Provide incentives to employers and employees for completion, and retention of ATP trainees for employing them for a minimum period of a year on completion of the training.
- Introduce attachments for maintenance and repair of widely used technology, machineries and equipment outside the country. Increasing mechanization of almost sectors lead to a demand for workers specialized in different technology, machines, electronic and electrical workers.
- Employer partners in the ATP programme must be screened carefully to assess the capacity of their human resources, work environment, work processes and work volume to ensure that they will be able to provide trainees with the required level of engagement, skills and knowledge to ensure a fruitful attachment.
- Apprenticeship programmes proposed by the employers should contain components for multi-skilling trainees to make them more productive.

## 7.2 MID TERM

- Develop broad course outlines and contents that lists the following to give more credibility to the ATP certificate:
  - All skills that the trainee is expected to learn,
  - Responsibilities and tasks that an apprentice is expected to be able to shoulder should on completion of the apprenticeship and
  - Level of competence the trainee is expected to master.
- Improve the ATP records maintenance system by developing an online automated system which integrates all regional apprenticeship programmes, employer and

jobseeker registration, transfers, completions, dropouts and post training employment, to streamline the system and improve the efficiency of the ATP section.

- Introduce a flexible competency based progression assessment of the trainees to expedite the certification and recognition of a trainee's prior competence.

### 7.3 LONG TERM

- Other agencies like the Agency for Promotion of Indigenous (APIC) crafts are also considering apprenticeship courses for traditional arts and crafts. Establish ATP as the authority to coordinate and oversee the Apprenticeship programmes in the country to ensure minimum quality that:
  - Responds to the needs of the economy
  - Supports nationally consistent standards for employment and training of apprentices
  - Focuses on retention and completion of apprentices and trainees
  - Supports high quality skill development to ensure all apprentice develop the desired level of competence and employability.
- Expand the programme to include re-skilling of older workers to upgrade their skills. With developments and changes in technology and IT many skills become outdated or even redundant. Workers with such skills are at risk of losing their means of livelihood and needs support to upgrade or a new set of skills.

The MoLHR has seen very mixed results for the ATP. It has undeniably given trainees work experience and targets set of 450 trainee placements per year has been met. Trainees after having completed the trainings have even set up their own businesses or sought employment in other establishments. However completion rate is only 52 % and retention even lower. These need to be improved by strengthening the mentoring and support at the work place.

ATP certificates too have not gained much recognition. This is a serious obstacle that the ATP must overcome to make the programme effective and an attractive avenue for job seekers. Employers that are involved in the ATP must be carefully selected to ensure they have the necessary mentors and capacity to provide quality trainings. The study has shown cases where the employers have not been able to provide any training due to breakdown in machineries and shortage of materials.

Selections of occupations have been adequate as indicated by alternate areas of interest that they would be interested in, has been in complementing occupations.

Due to the shortage of manpower in the ATP Section and lack of capacity in the division the focus seems to be on implementing the programme as widely as possible rather than on improving the quality of trainings and developing the ATP system.

Given the current trend, on an average almost 50% of the job seekers each year up to 2020 are going to be from class X and XII. These are youths without any skills or experience to make them employable. The ATP section of the MoLHR has an important role in ensuring that these youth are equipped with the right skills and knowledge to make them employable.

It is also vital that the ATP is a proactive programme that pre-empts the demand for certain skills and experience and prepare the work force to meet the requirements to meet the emerging demand both in type of skill and in numbers required, and avoid the situation that Bhutan faces today of mismatch between skills, jobs and expectations.

9.1 ANNEXURE 1: REFERENCES

ATP Guidelines

Economic Development policy 2010

Draft Report Labour Market Analysis in Bhutan

Job Prospecting Exercise 2009, LMID, 2009

Population and Housing Survey of Bhutan 2005

A shared responsibility, Apprenticeships for the 21st Century Expert Panel Paper  
January 2011 (<http://www.australianapprenticeships.gov.au/experts/default.asp>)

Annual Education Statistics 2012

MoLHR Annual Report (Fiscal Year 2011-12)

### Training Needs Analysis of the ATP

The questionnaire is designed to collect data to evaluate and carry out a Training Needs Analysis of the ATP programs in the country for the NCWC financed by the Asian Development Bank. All data and information collected through this questionnaire will be treated as confidential and used solely for the study/ purpose stated above.

1. Name

2. Company

3. Age  Sex

4. Current Designation/Position

5. Main Business / Occupation

6. How many ATP Trainees have you trained?

7. How many have you retained with the company?

8. You took in ATP trainees for ...

Financial and Accounting Trainings

Administrative and Management skills development

Skills trainings

9. Why did you let the let some of them leave after the training?

They did were not interested

They did not have the proper attitude

They did not develop skill level was not adequate

10. What is your reason/s for taking in ATP trainees? (***You may tick more than one option***)

Lack of skills in the market

Cheaper than the market

To ensure relevant trainings provided

11. Indicate your agreement with the following statements: (***Please indicate your choice with an X mark***)

a. The trainees have a positive attitude and willingness to developing their skills and Knowledge.

Disagree strongly	Disagree	Agree	Agree strongly
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b. The knowledge and skills of your instructors/supervisors need to be developed...

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

c. The Instructors were able to pass on their skills and knowledge to the trainees adequately.

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

d. The trainees are aware of what they were expected to learn.

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

12. The duration of the course was.....

Too long	Just Right	Too short
----------	------------	-----------

13. Would you be willing to hire an ATP trainee that trained by other companies

Yes (Go to )	No
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14. If "No" why would you not hire them?

Do not meet qualifications required	Do not have Experience	Takes time to assess their skills and attitude	Already filled with own ATP trainees
-------------------------------------	------------------------	--	--------------------------------------

15. What other skills that would you like to be providing trainings on other than the ones you are currently doing. (**You may mention up to three skills**)

1.
2.
3.

9.3 ANNEXURE 3: QUESTIONNAIRE FOR TRAINEES

**Training Needs Analysis of the ATP**

The questionnaire is designed to collect data to evaluate and carry out a Training Needs Analysis of the ATP programs in the country for the NCWC financed by the Asian Development Bank. All data and information collected through this questionnaire will be treated as confidential and used solely for the study/ purpose stated above.

1. Name

2. Current Employer

3. Age

Sex

4. Qualification

Class 6	Class 8	Class 10	Class 12
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5. Current Designation/Position

6. ATP Attachment  
 a. Occupation

b. Company

7. Duration of Attachment: (mm/yy)

From ..... to .....

8. This occupation was your first choice of occupation.

Yes <i>(If yes Skip to 10)</i>	No
--------------------------------	----

9. If "No" what would your first choice of occupation be from the options available?

10. What is/are your reason/s for joining the ATP? *(You may tick more than one option)*

Not Interested in studying	Did Not Qualify for Further studies	Could not afford to study further	Family needs additional Income
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11. Indicate your agreement with the following statements: (**Please indicate your choice with an X mark**)

a. Your Instructors were knowledgeable about their skills.

Disagree strongly	Disagree	Agree	Agree strongly
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b. The Instructors were able to teach you their skills adequately.

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

c. The contents of the training were structured well and followed logical sequence.

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

d. You were aware of what you were expected to learn at commencement of the attachment.

Disagree strongly	Disagree	Agree	Agree strongly
-------------------	----------	-------	----------------

12. The duration of the course was.....

Too long	Just Right	Too short
----------	------------	-----------

13. Please rate your confidence level in carrying out your job

Not confident at all	So-so	Confident	Very confident
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14. Are you employed with the company that you were attached to for the ATP?

Yes ( <i>If yes go to Q No. 16</i> )	No
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15. If "No" why not?

Not interested in the job/skill	Pay not attractive	Looking for something better	Want to go into business for myself	Employer does not want to retain me
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16. Is there any other skill that you would have been more interested in taking up?

Yes	No ( <i>If yes go to Q No. 18</i> )
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17. What other skills that would you be interested in taking up. (**You may mention up to three skills**)

1.
2.
3.

18. How many times did you apply for a job before you got a job?

1-3 times	4-6 times	6-9 times	10 or more
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19. Reasons for being turned down?

Did not meet qualifications required	Did not have Experience	Already taken	Not suitable for the job	Don't know
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20. How much time after ATP did you get a job?

\_\_\_\_\_ Months

21. The ATP needs to be improved in..... (**You may tick more than 1 choice**)

Course contents	Depth of instructions	Course design and flow	Use of Technology	Hands on Approach
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22. Your overall Impression of the ATP Trainings ...

Excellent	Good	Could be better	Poor	Very poor
-----------	------	-----------------	------	-----------

23. Would you recommend the ATP to your relatives and friends and relatives?

Yes	No
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