

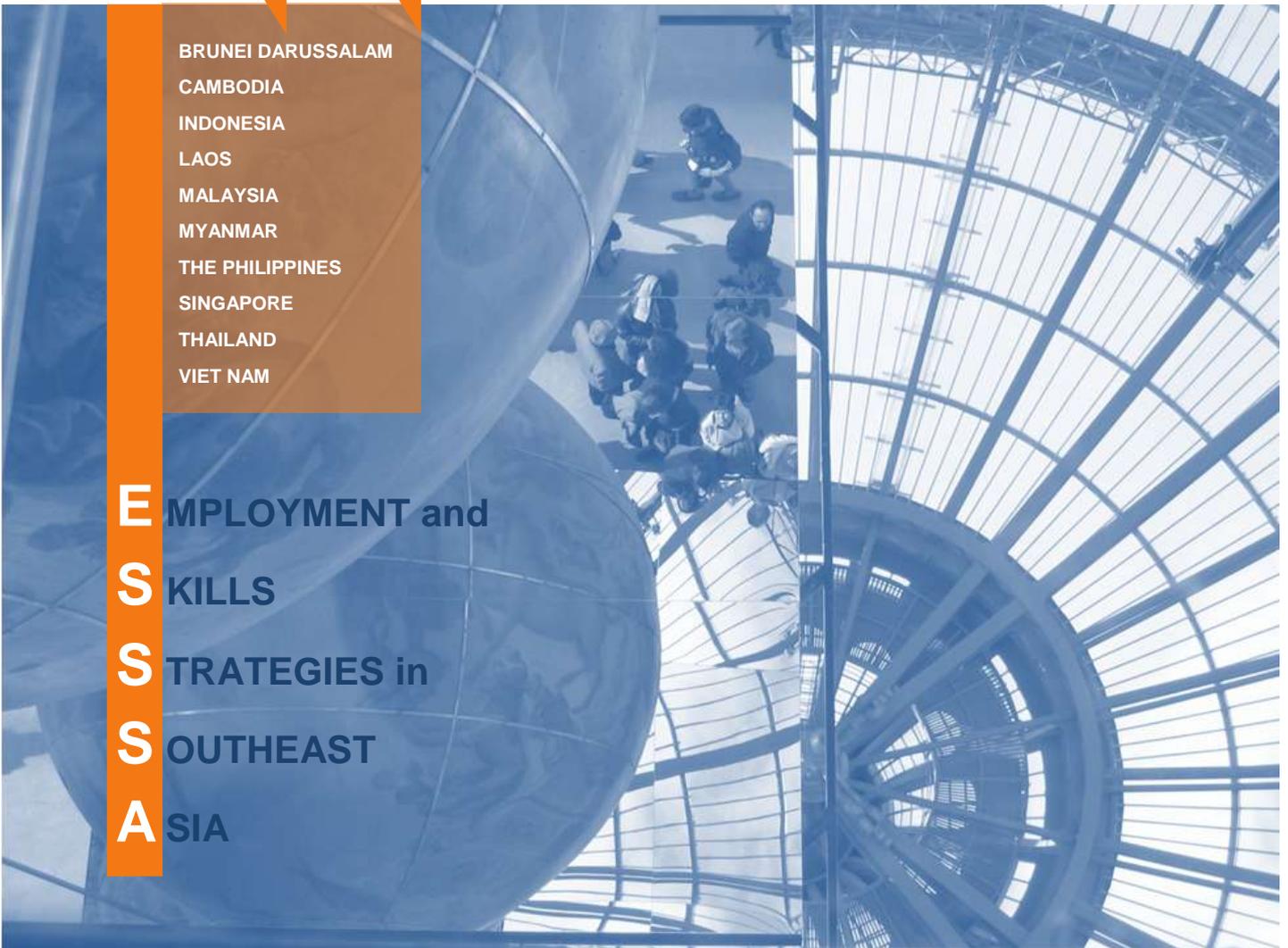


Employment and Skills Strategies in Southeast Asia

A Survey of Employment and Skills Policies in
ASEAN Countries

BRUNEI DARUSSALAM
CAMBODIA
INDONESIA
LAOS
MALAYSIA
MYANMAR
THE PHILIPPINES
SINGAPORE
THAILAND
VIET NAM

EMPLOYMENT and
SKILLS
STRATEGIES in
SOUTHEAST
ASIA



About the ESSSA Initiative

The initiative on Employment and Skills Strategies in Southeast Asia (ESSSA) facilitates the exchange of experiences on employment and skills development. Its objectives are to guide policymakers in the design of policy approaches able to tackle complex cross-cutting labour market issues; to build the capacity of practitioners in implementing effective local employment and skills development strategies; and to assist in the development of governance mechanisms conducive to policy integration and partnership at the local level. For more information on the ESSSA initiative please visit <https://community.oecd.org/community/esssa>.

About the OECD

The Organisation for Economic Co-operation and Development (OECD) is a unique forum where the governments of 30 market democracies work together to address the economic, social and governance challenges of globalisation as well as to exploit its opportunities. The OECD's way of working consists of a highly effective process that begins with data collection and analysis and moves on to collective discussion of policy, then decision-making and implementation. Mutual examination by governments, multilateral surveillance and peer pressure to conform or reform are at the heart of OECD effectiveness.

Much of the material collected and analysed at the OECD is published on paper or online; from press releases and regular compilations of data and projections to one-time publications or monographs on particular issues; from economic surveys of each member country to regular reviews of education systems, science and technology policies or environmental performance. For more information on the OECD, please visit www.oecd.org/about.

About LEED

The OECD Programme on Local Economic and Employment Development (LEED) has advised government and communities since 1982 on how to respond to economic change and tackle complex problems in a fast-changing world. It draws on a comparative analysis of experience from some 50 countries in the Americas, Asia, Australasia and Europe in fostering economic growth, employment and inclusion. For more information on the LEED Programme, please visit www.oecd.org/cfe/leed.

About this Survey

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The survey was conducted between June 2008 and November 2009 through an email questionnaire.

Comments on this survey can be made through the ESSSA interactive space:
<https://community.oecd.org/community/esssa>.

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The background

The region of Southeast Asia (countries geographically south of China, east of India and north of Australia) is confronted with significant labour market challenges. The economy is growing at a rapid pace. Industry is becoming more diversified, and job requirements are becoming more sophisticated. Inflows and outflows of migrant workers are creating imbalances in the labour market and putting pressure on local economies. Human resources and skills development strategies must adjust to change and shift their focus towards contemporary problems and issues, such as the need to upgrade the skills of the low-qualified, to integrate immigrants into the labour market, and to attract and retain talent. Many of these issues have to be addressed locally, through joined up strategies that recognise the inter-linkages between diverse local opportunities and challenges.

It is not always easy for labour market policy and vocational training systems to respond. The governance of employment and skills is complex. Labour market policy is often centralised to ensure that it meets national goals and is delivered efficiently. Different streams of policy are implemented in parallel and sometimes do not communicate with each another. Local organisations are often low in resources and capacity, and ill-prepared to take on new tasks and responsibilities. A more flexible, cooperative and innovative approach is vital if localities, cities and regions are to reap the full benefits of globalisation and lift their living standards in a sustainable way.

The management of labour migration has gained increased prominence in recent years within the region, with added impetus being given by an agreed objective to move towards enhanced mobility of labour by 2015 in the context of the Association of Southeast Asian Nations (ASEAN). The competition for skilled workers is no longer limited to countries such as Australia, New Zealand, Canada, Singapore, the United States and European countries. Today, many other countries are joining the international market for skilled workers as both ‘senders’ and ‘receivers’ of migrants. Enhanced mobility of labour within Southeast Asia will depend on a number of factors, such as agreements to support the mutual recognition of skills and qualifications. At the same time, it will be important that existing workers are able to upgrade their skills, with better opportunities for in-work training potentially benefiting all Southeast Asian communities.

Indeed, progress is currently being made. Southeast Asia proves to be a region of innovation and a powerful laboratory for new initiatives and strategies to meet these new challenges. As part of its ongoing studies the Organisation for Economic Co-operation and Development (OECD) has identified many pilot projects in the region which embrace skills upgrading and the integration of the disadvantaged into workforce development and seek innovatively to tackle issues around the flight of talent. The analysis suggests that the wealth of experience in the region could generate useful policy lessons for other economies in the region and beyond (OECD, 2009).

The issues

One of the aims of the ESSSA initiative is to conduct research in the Southeast Asian region on employment and skills policies. In this respect, a questionnaire on employment and skills development in Southeast Asia was addressed to the Ministries of Labour of the Association of Southeast Asian Nations (ASEAN) in June 2008. The aim was to help the OECD LEED Programme to learn from the experience of ASEAN countries in employment and skills development and to determine the content of future collaboration. It was prepared as a follow-up to the Senior Labour Officials Meeting (PrepSLOM) held in Bangkok on 6-7 May 2008 prior to the 20th ASEAN Labour Ministers Meeting on 8 May, which welcomed collaboration between the OECD and ASEAN on employment and skills development.

Ten countries (Table 1) participated in the survey which investigates the following issues:

1. **Key priorities for the labour market policy**
2. **The public employment service**
3. **Training and employability development**
4. **Integration into the labour market**
5. **Partnerships and local governance**
6. **Learning from international experience**

Table 1. Respondent countries

N.	Country	Ministry	Department
1	BRUNEI DARUSSALAM	Department of Labour	Commissioner of Labour Planning and International Affairs Section
2	CAMBODIA	Ministry of Labour and Vocational Training	International Cooperation Department
3	INDONESIA	Ministry of Manpower and Transmigration	Centre for Administration of International Cooperation
4	LAOS	Ministry of Labour and Social Welfare	Skills Development Division Department of Skills Development and Employment
5	MALAYSIA	Ministry of Human Resources	International Division
6	MYANMAR	Ministry of Labour	Department of Labour
7	THE PHILIPPINES	Department of Labor and Employment	Department of Labour
8	SINGAPORE	Ministry of Manpower	Workplace Policy and Strategy Division
		Ministry of Labour	Department of Employment
9	THAILAND	Ministry of Labour	Department of Skill Development
		Ministry of Labour	Department of Skill Development
10	VIET NAM	Ministry of Labour, Invalids and Social Affairs	International Cooperation Department

Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

NOTE: The information provided in this analysis reflects the views of the interviewed ministerial departments and do not pretend to be exhaustive or reflect the official views or any of the Governments involved. The views expressed do not necessarily represent those of the OECD or its Member governments.

1. Key priorities for labour market policy

About priorities

The respondents were asked to rank eleven different issues in order of priority when designing labour market policies. The ranking ranged from *very important* (value assigned = 2) to *important* (value assigned = 1) to *not important* (value assigned = 0).

Table 2. Level of importance of each priorities per country

Country	Ministry	Department	Reducing unemployment 1.a	Raising the employment rate 1.b	Raising the female employment rate 1.c	Tackling youth unemployment 1.d	Reducing poverty 1.e	Responding to population ageing 1.f	Supporting the labour market inclusion of immigrants 1.g	Supporting the labour market inclusion of ethnic minorities and/or indigenous communities 1.h	Supporting the labour market inclusion of people with disabilities 1.i	Training people who are already in employment to improve their productivity and employment sustainability 1.j	Fuelling the growth of SMEs 1.k
BRUNEI DARUSSALAM	Department of Labour	Commissioner of Labour Planning and International Affairs Section	2	1	1	2	2	1	1	1	2	1	1
CAMBODIA	Ministry of Labour and Vocational Training	International Cooperation Department	2	2	1	2	2	0	1	0	0	1	2
INDONESIA	Ministry of Manpower and Transmigration	Centre for Administration of International Cooperation	2	2	1	1	2	1	1	0	2	1	1
LAOS	Ministry of Labour and Social Welfare	Skills Development Division Department of Skills Development and Employment	2	2	1	2	2	1	1	1	1	1	1
MALAYSIA	Ministry of Human Resources	International Division	2	2	1	1	1	1	0	1	1	2	1
MYANMAR	Ministry of Labour	Department of Labour	2	2	1	2	2	1	1	1	1	2	1
THE PHILIPPINES	Department of Labour and Employment	International Labour Affairs Service	2	2	1	2	2	0	0	1	1	2	1
SINGAPORE	Ministry of Manpower	Workplace Policy and Strategy Division	2	2	1	0	1	2	1	1	1	2	1
THAILAND	Ministry of Labour	Department of Employment	2	2	2	2	2	2	2	2	2	2	2
THAILAND	Ministry of Labour	Department of Skill Development	2	2	2	1	1	1	0	0	1	1	1
VIET NAM	Ministry of Labour, Invalids and Social Affairs	International Cooperation Department	2	2	1	1	2	0	1	1	1	1	2
TOTAL			22	21	13	16	19	10	9	9	13	16	14

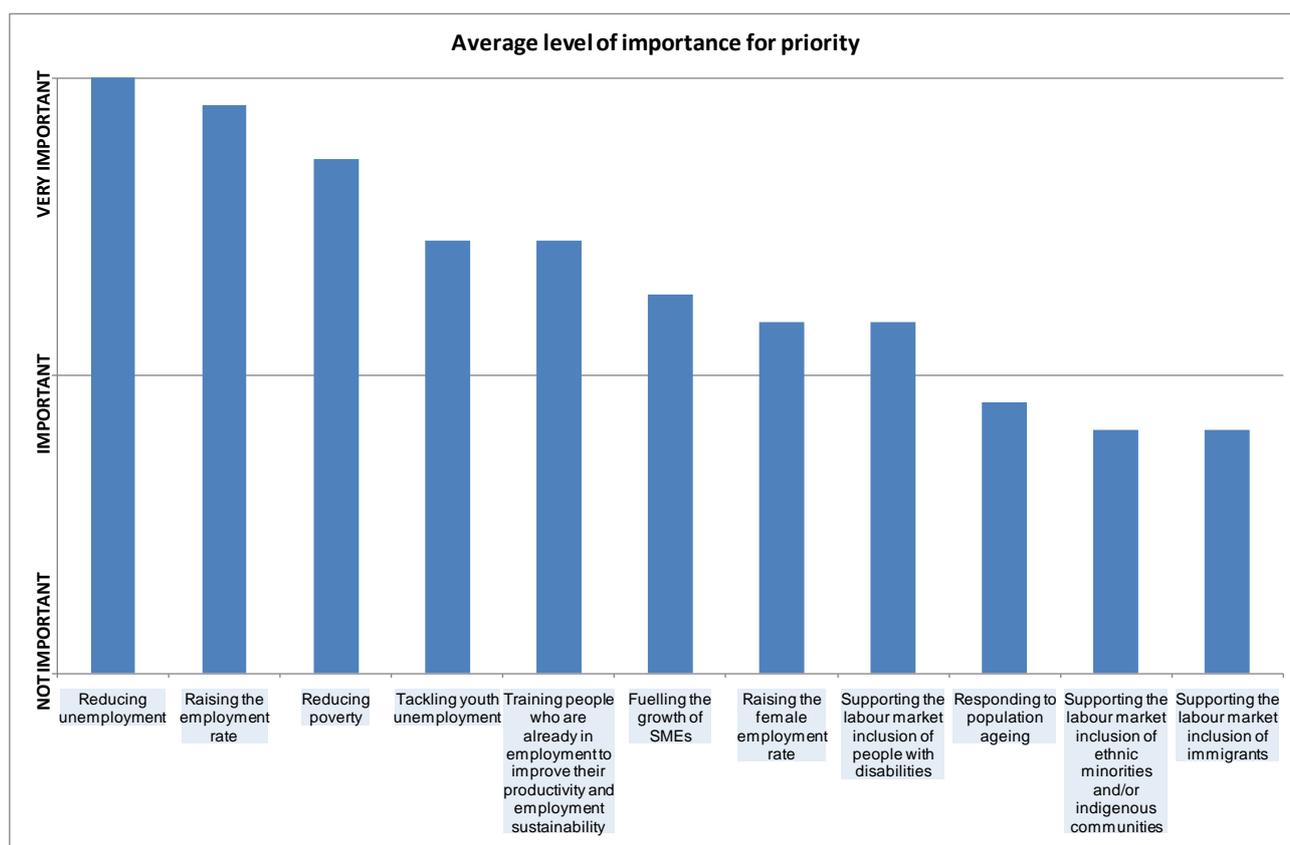
Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

Key findings:

- *Reducing unemployment and raising the employment rate* are always **very important** in all the responding countries. Reducing poverty is noted as important or very important for all countries.
- *Responding to population ageing, supporting the labour market inclusion of immigrants and supporting the labour market inclusion of ethnic minorities and/or indigenous communities* are secondary concerns for many countries.

The average level of importance for each priority is summarised in Figure 1

Figure 1. Average level of importance for priority



Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

Specific country cases

- Even if *tackling youth unemployment* is considered quite important by almost all the analysed countries, Singapore ranked this issue as *not important*. However the country does have training programmes devoted to this category (see section 4).
- *Supporting the labour market inclusion of people with disabilities* is not ranked as a priority by *Cambodia*, despite the average level of importance being assigned to this area by other countries being quite high.

2. The public employment service

Flexibility in the management of labour market policies and programmes is central to optimising their contribution to competitiveness, inclusion and prosperity at the local level. OECD research shows that flexibility is not necessarily correlated with particular forms of labour market decentralisation or devolution, but can form part of any institutional reform designed to encourage policy co-ordination and adaptation to strategic objectives at the local level. Flexibility can take the form of the involvement of local offices in the design of programmes, freedom to choose how to spend budgets, the possibility to negotiate performance targets and choose target groups for programmes, and the opportunity to collaborate with other actors (see Box 1 below). In each of these management areas, local actors can have greater or lesser freedom to implement policy as they see fit to meet local needs, and to contribute effectively to local strategies.

By local, we mean here the level of local labour markets – sometimes known as ‘travel to work areas’¹, where economic development strategies are frequently designed and where local policy makers have the opportunity of a strong level of contact with local businesses, sectors and clusters in addition to non-governmental organisations and community groups. This does not necessarily correspond to the municipal level, where the public employment service has its antennas. Such municipal offices are often merely delivery agencies with low critical mass and strategic capacity, except in urban centres. In the latter, one office is often given more significant administrative responsibilities and a co-ordinating role. In less urban areas, these responsibilities are more frequently found at a sub-regional level.

In order to reflect this territorial subtlety, we distinguish in our analysis between three levels of government and/or administration, when the size of the country permits:

- i) **the regional level:** administrative regions with a population of between 800,000 and 3 million (NUTS 2, following the nomenclature used by the European Union and extended by the OECD under the name of territorial level 2)
- ii) **the sub-regional level:** smaller regions with a population of between 150,000 and 800,000 (NUTS 3 or territorial level 3);
- iii) **the local level or municipal level:** localities under 150,000 (NUTS 4 or territorial level 4 and below).

The sub-regional level, territorial level 3, corresponds to areas of less than 800.000 inhabitants, and therefore fits reasonably well the description of a local labour market.

Box 1. What do we mean by flexibility?

Programme design: Do sub-regional offices have any input into the design of policies and programmes? Are they consulted? Are they free to determine the programme mix and even adapt design features of programs, including target groups, or are these largely centrally determined? May local PES offices implement innovative programmes outside the standard programme portfolio? Do they design local employment strategies?

Financing: Do sub-regional actors have flexible global budgets or line item budgets for active measures? Are they free to allocate resources flexibly between budget items for active measures?

Target groups: Are local offices free to decide on the target groups for their assistance locally or do programmes already specify particular target groups?

Goals and performance management: To what extent are organisational goals and targets centrally determined? Do they allow room for sub-regional goals and hence flexibility in adapting goals to local circumstances? Are targets and indicators hierarchically imposed or negotiated with regional and local actors? Is performance assessment based solely on quantitative criteria? Are sanctions imposed if targets are not met?

Collaboration: Are local offices free to participate in partnerships and do they collaborate with other actors? Can local offices decide who they collaborate with locally?

Outsourcing: Are local offices responsible for outsourcing services to external providers?

¹ A Travel to Work Area or TTWA is a statistical tool used to indicate an area from where the population would generally commute to a larger town, city or conurbation for the purposes of employment.

The following gives a picture of the governance arrangements for employment policy in the respondent countries to the questionnaire in Southeast Asian countries:

Table 3. Governance arrangements for Employment Policy

	Population	National authority	Regional offices ¹	Local offices ³
Brunei Darussalam	388,190 (2009. est.)	Department of Labour	-	District office (1) ¹
Cambodia	14,494,293 (2009 est.)	Ministry of Labour and Vocational Training	-	One office in each province and city (24)
Indonesia	240,271,522 (2009 est.)	Ministry of Manpower and Transmigration	Provincial offices (33)	Local offices (441)
Laos	6,834,942 (2009 est.)	Ministry of labour and Social Welfare	-	Local public and private recruitment enterises (9)
Malaysia	28,533,372 (2009 est.)	Ministry of Human Resources	Regional offices (?)	Local offices (?)
Myanmar	55,390,000 (2005-6 est.)	Ministry of Labour	Regional offices (14)	Township labour offices (77)
The Philippines	97,976,603 (2009 est.)	Department of Labour and Employment	Provincial Offices (79)	Municipalities, cities and NGO (around 1500) ²
Singapore	4,987,600 (2009 est.)	Ministry of Manpower	-	-
Thailand	65,905,410 (2009 est.)	Ministry of Labour	-	Provincial employment offices (75).
Viet Nam	86,967,524 (2009 est.)	Ministry of Labour, Invalids and Social Affairs	Regional offices (64)	-

1. Average population served 800,000 and 3 million.

2. The average population for the 79 provinces is of 980.000, therefore it's above 800.000 which defines the local level in this analysis. This means that the local level is represented by the municipal and city offices plus several NGOs serving as local offices of the PESO and their number is around 1500 units.

3. Average population served 800,000 or under.

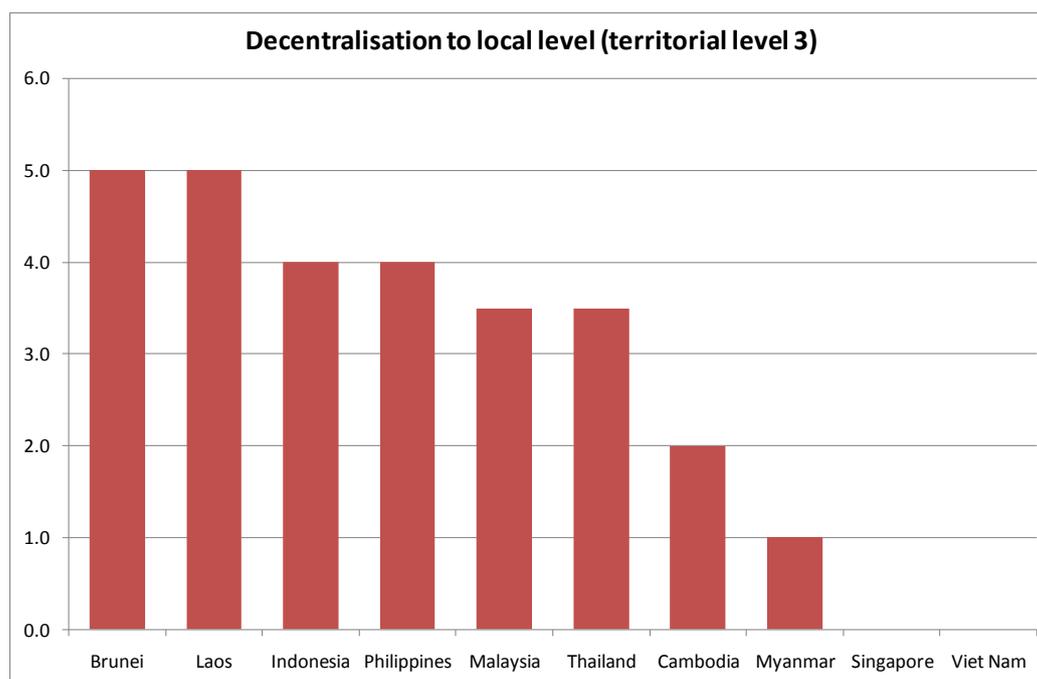
Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

To build up a picture of the flexibility available for labour market agencies in Southeast Asian countries, the survey asked national ministries on different aspects of the management of labour market policies and programmes². An overall index of local flexibility between 0 and 5 for each country, which has been used to perform an initial comparison between countries as summarised in the figures below³ (figures 2-5).

² In Brunei employment services are offered by the Public Service Department, the Prime Minister's Office which handles the Human Resources Management in the public service only. This department operates a district office in the Brunei-Muara district (with a population of roughly 200,000). As the total population of Brunei is only 388,190 (equivalent to the sub-regional level in other countries) the P.E.S was considered to have maximum flexibility for the purposes of this study. Data from Malaysia is subject to confirmation as no information was available about the average population served by offices at each governance level. The provincial level in Thailand has a relatively small population size (just above 867,500 average population), so we included this as the 'local level' for the purposes of this analysis.

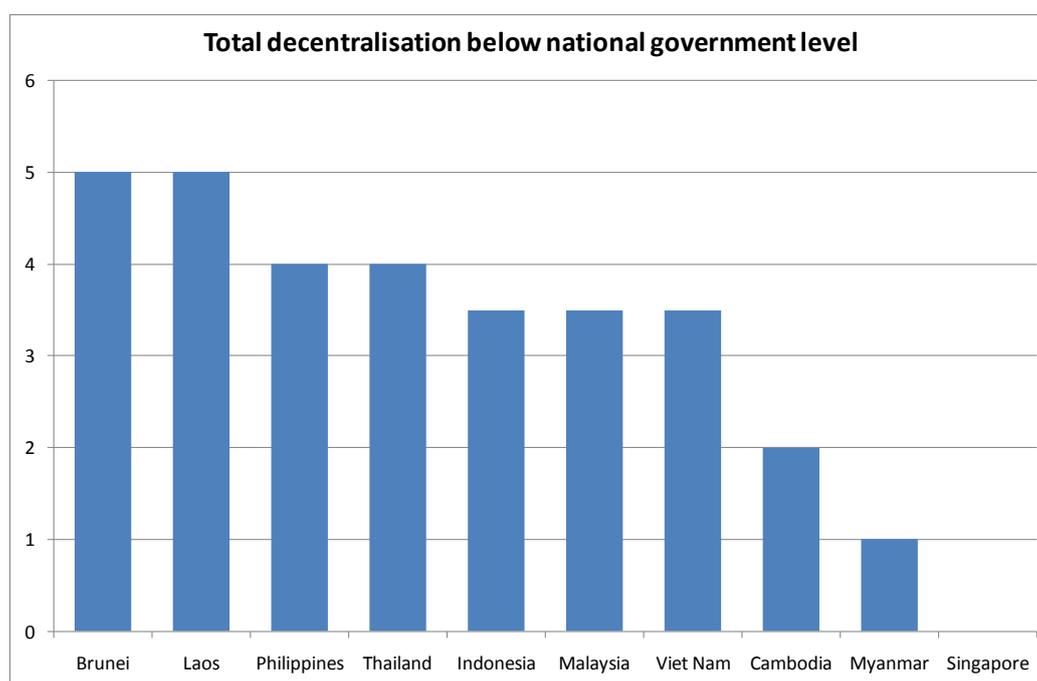
³ In each case, one of three scores was awarded for each country on the basis of the degree of flexibility (1.0 flexibility, 0.5 some flexibility, 0 no flexibility). All accountability mechanisms were given equal weight in the resulting analysis, except for (e) collaboration and (f) outsourcing which were allocated a total possible score of 0.5. Local officers can in some cases collaborate without altering the delivery of policies and programmes, and flexibility in outsourcing is often restricted through national contracting regulations.

Figure 2. Decentralisation to local level



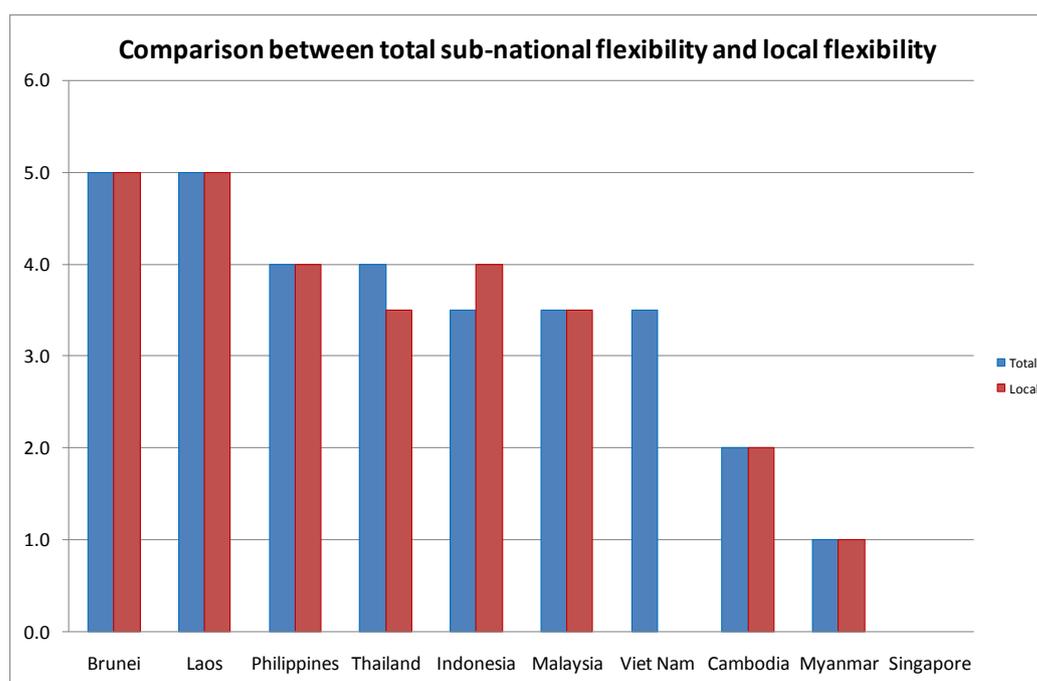
Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Figure 3. Total decentralisation below national government level



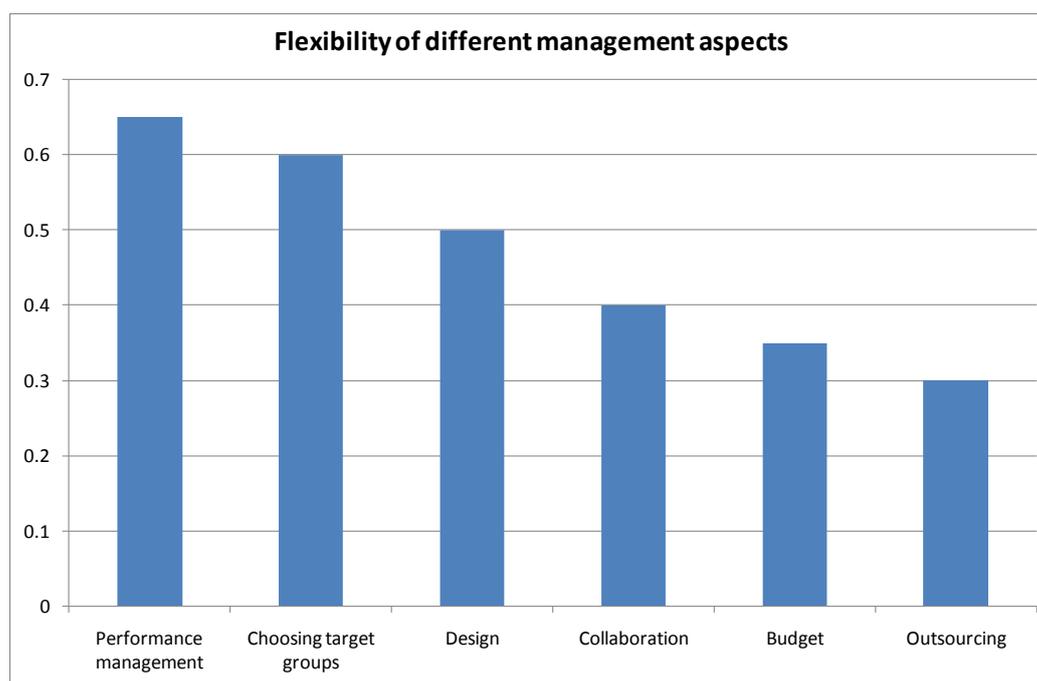
Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Figure 4. Comparison between total sub-national flexibility and local flexibility



Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

Figure 5. Flexibility of different management aspects



Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

Labour market policy appears to be relatively decentralised in Southeast Asian countries, with only Singapore having a completely centralised system (which is explained by the small population and size of this country - approx 4.5 million in 693 sq km). With the exception of Brunei Darussalam (which has a total population equivalent to the sub-regional level in many countries), Laos has the most decentralised system with the nine local public offices (each proportionally serving a population of roughly 725,000 people⁴) being

4. See Note 2 above.

able to design their own employment programmes, decide how to spend their budgets, decide on target groups and set their own employment targets. Indonesia and the Philippines, followed by Malaysia and Thailand, are also relatively decentralised. In Indonesia, while budgets are decided on and managed centrally, the local offices (441 offices serving roughly 530,000 people) input into the design of employment programmes, can choose target groups and set their own performance targets as well as contract out services. In the Philippines and in Malaysia local offices can design programmes and choose target groups, however they only have partial freedom in the operation of budgets (they can move funds between different budget lines) and can only negotiate (rather than set) performance targets. In the Philippines both local and sub-national offices have the ability to outsource some services, whereas this is not possible in Malaysia. In Thailand all programmes are designed at the national level and the national level also decides on the target groups for employment policy. However, local officials (in 75 provincial offices serving 867,500 people) have some freedom to move funds between different budget lines, negotiate performance targets and contract out services.

In Cambodia there is significantly less flexibility for local offices which have no flexibility around designing programmes, budgets and the choice of target groups but they can set their own performance targets, collaborate with other actors at local level and also contract out the delivery of selected services. Viet Nam has allocated greater powers at the regional level (64 regional offices each serving roughly 1.3 million people), but has no offices at the local/sub-regional level. In Myanmar local offices (77 at township level) have no freedom to input into programme design, manage budgets or define target groups, but performance targets are negotiated locally and the offices have the ability to collaborate with other agencies. Singapore has no employment offices at the regional or local level.

When comparing different management tools, the most flexibility appeared to be allocated around the setting of performance targets in Southeast Asian countries. This represents a departure from the norm in OECD countries studied, where the greatest flexibility is allocated in respect to programme design and collaboration with other actors. It is rare in OECD countries for local employment offices to set their own performance targets (as happens in Cambodia, Indonesia and Laos), though they do negotiate these in just under half of all cases (48%) (OECD, 2009).

3. Training and employability development

Training in the respondent countries is targeted towards the following different categories of beneficiary: (i) the unemployed; (ii) workers; (iii) people on welfare assistance ; and (iv) other target groups (immigrants, ethnic minorities, youth, women).

- All the training programmes (Figure 6) focused on the development of *sectoral/occupational skills* as well as on *soft skills*. *Languages* are a common focal point of vocational training (reflecting growing mobility within the region and maybe the impact of Free Trade Agreements) and importance is clearly given to *information and communication technology (ICT)*.
- When sectoral/occupational skills are taught (Figure 7), the main sectors covered are *basic manufacturing* and *ICT engineering*. The *construction* sector is an area relatively frequently covered within training programmes, as is the *tourism* sector.
- The results show that Southeast Asian countries are becoming familiar with new types of trade, moving from traditional products and services characterising the regions to worldwide *markets* and *intangible goods*. However, basic manufacturing and vocational training remain an important focus.

Results of the survey are presented in Table 4 below. The key to read the Table 4 below is as follows:

KEY	
✓	Competency based training on several trades/upgrading skills related to current/previous work
ADD	Upgrading courses not strictly related to their work/alternative to their current or previous jobs
DEM	Skills training as demanded by users
UE	Target at Unemployed (U), employed (E) or both (UE) people
n/a	Info not available/not completed

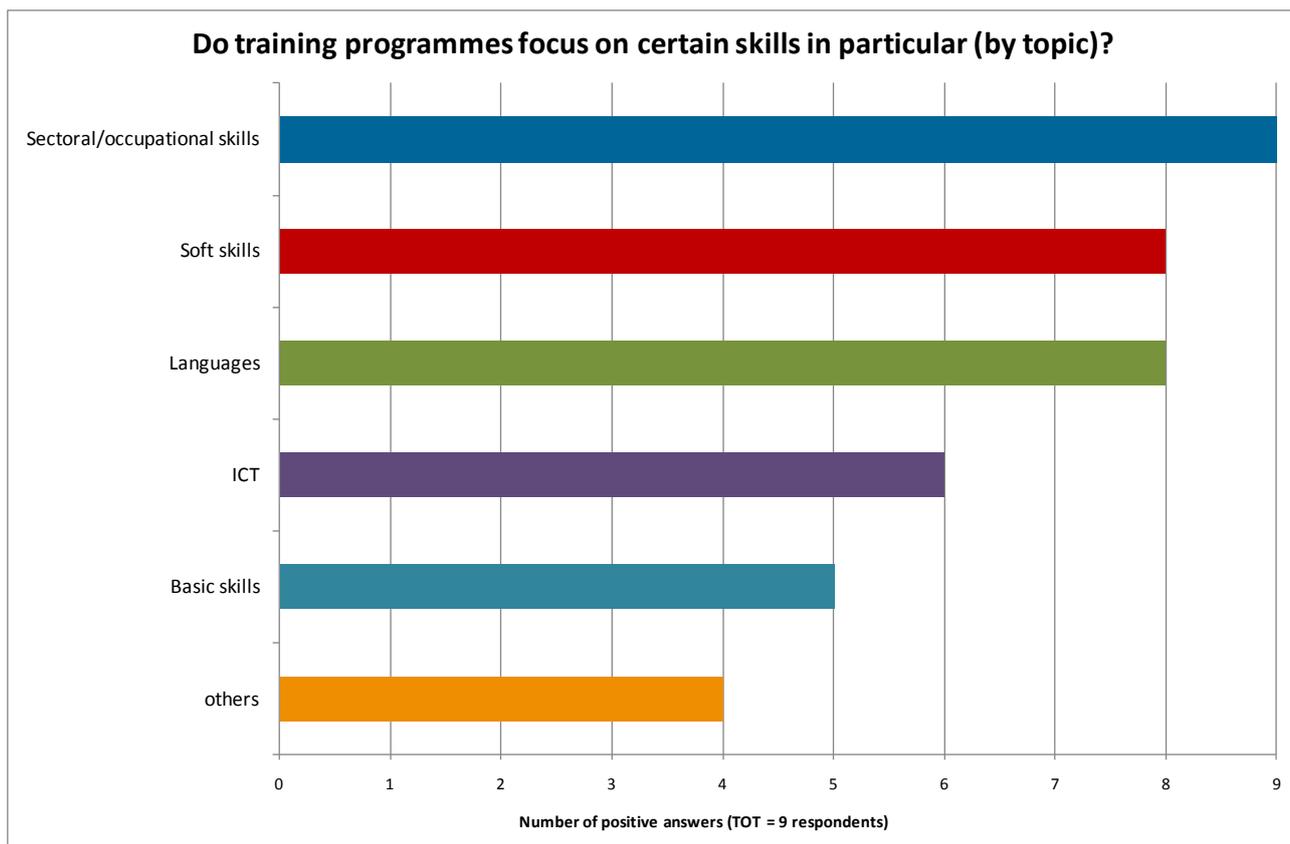
Table 4. Training and employability development

	Briefly describe the training services available for					Do training programme focus on certain skills in particular?					Where sectoral/occupational skills are taught, which sector does this cover?															
	Unemployed	Workers	people on welfare assistance	other target groups (immigrants, ethnic minorities, youth, women)	Are they designed and implemented at N, R or L levels?	Soft skills	Basic skills	Languages	ICT	Sectoral/occupational skills	Agriculture	Business	Construction	Engineering	ICT	Basic manufacturing	Adv manufacturing	Mining	Health	RETAIL	Business service	Tourism	Public sector	Who has the responsibility for designing and delivering these sectoral programme? N, R or L levels	They are targeted at unemployed (U) or employed people (E)	Are there specific programmes that target SMEs?
BRUNEI DARUSSALAM	✓	✓	✓	✓	N R L	1	1	1	1	1		1	1	1		1	1				1	1	1	N R L	UE	✓
INDONESIA	✓			✓ DEM	n/a	1		1	1	1		1	1	1	1									n/a	UE	n/a
LAOS	✓	✓	✓	✓	N	1	1	1	1	1	1	1	1	1	1		1	1	1	1	1	1	1	N	UE	✓
MALAYSIA	✓	✓		✓	N	1			1	1			1	1	1	1								N	UE	✓
MYANMAR	✓	✓	✓		N	1	1	1		1	1	1	1	1	1			1				1	1	N	UE	✓
THE PHILIPPINES	✓	✓	□	✓	N R L			1		1	1	1	1	1	1	1	1	1		1	1		N R L	UE	✓	
SINGAPORE	✓ ADD	✓ ADD	✓ ADD	✓ ADD	N	1	1	1	1	1			1	1	1	1				1	1	1		N	UE	
THAILAND	✓	✓	✓ ADD	✓	N R L	1	1	1	1	1	1	1	1	1								1		N R L	UE	✓
VIET NAM	✓ ADD DEM	✓	✓	✓	N R L	1		1		1	1	1	1	1	1	1	1	1	1	1	1	1	1	N R L	UE	✓

Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

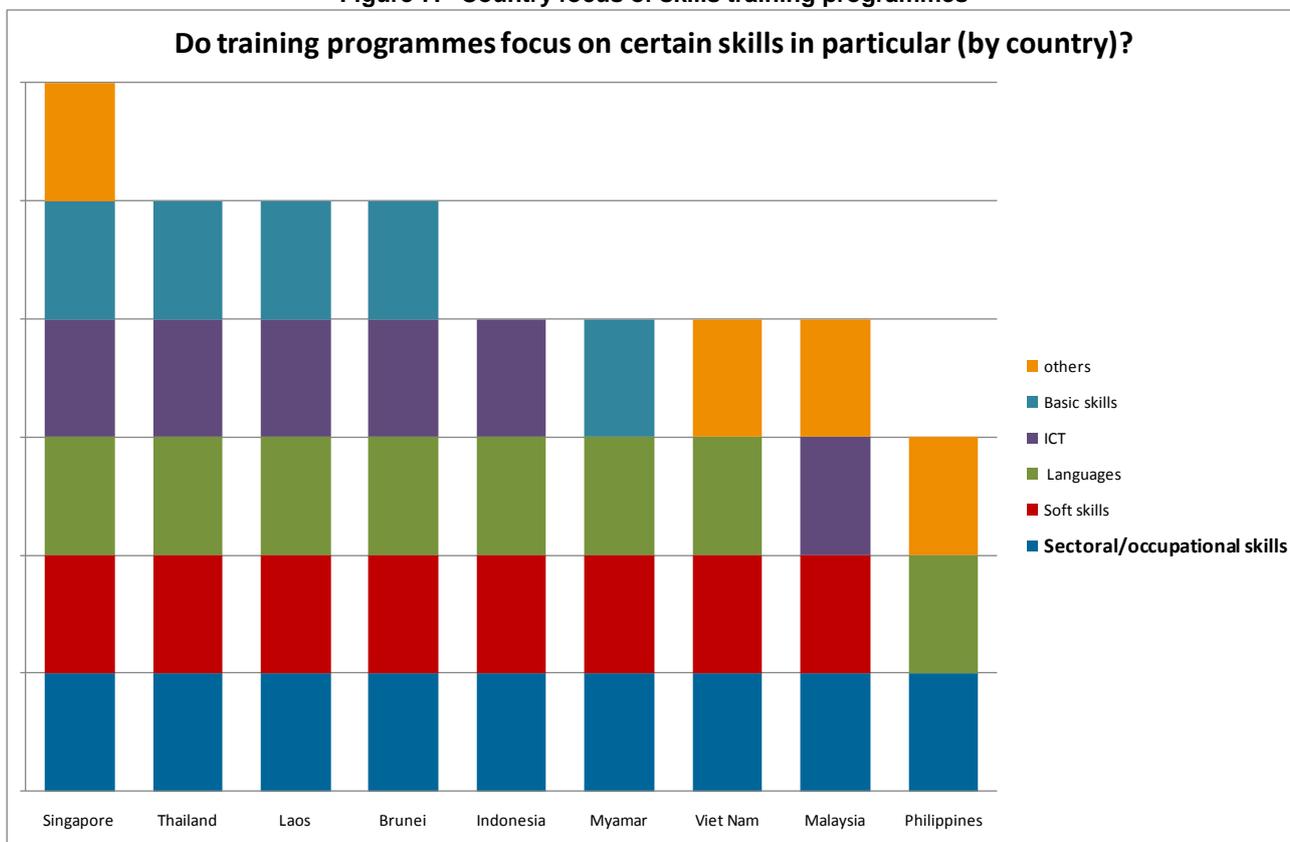
Note: The data from Cambodia is subject to revision and not included in this paragraph. For Thailand, only DOE's replies have been taken into consideration according to its unique responsibility for the delivery and management of the training courses. Therefore the total respondents to this section are nine.

Figure 6. Type of skills targeted by training programmes



Source: OECD LEED ESSA questionnaire, June 2008 – November 2009.

Figure 7. Country focus of skills training programmes



Source : OECD LEED ESSA questionnaire, June 2008 – November 2009.

Figure 8. Sectorial focus on skills training programmes

Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Specific country cases

- Indonesia does not have special training services available for workers and people on welfare assistance, whereas for immigrants, ethnic minorities, youth, women they have developed skills training to reflect user demand. Malaysia and the Philippines also do not design training for people on welfare assistance.
- For all the four targeted groups, Singapore provides skills upgrading courses not strictly related to their traditional career area, allowing people to develop new skills unrelated to their current or previous jobs.

Local flexibility

- In Viet Nam, Thailand, the Philippines and Brunei Darussalam the responsibility for designing and delivering these programmes is shared among the national, regional and local levels where specific accredited training centres, youth development centres and technical vocational schools are fully involved and considered accountable. In all the other countries this responsibility lies with the national level only.

4. Integration into the labour market

In relation to the integration of disadvantaged groups into labour market, respondents were asked to focus on programmes to support (i) youth, women, older people; and (ii) immigrants, aboriginal population, ethnic minority groups, etc.

- All the countries have specific programme devoted to the first group. Youth, women and older people are perceived as common disadvantaged categories in relation to the labour market. The most attention is given to young people and women, with a view to helping them enter the labour market as well as facilitating their career development. Some initiatives are specifically focused on training people with disabilities to become self-employed.
- The second group is also relatively well covered in almost all the countries with the exception of Indonesia, Singapore and Brunei Darussalam.

Specific country cases

- As mentioned above, Singapore is one of the countries reporting no programmes for immigrants, indigenous populations and ethnic minority groups. At the same time youth are not a significant target in this country (perhaps due to the significant percentage of young people who remain in education to a late age). Despite this, Singapore has a conspicuous number of programmes dedicated to older workers, people with disabilities and women, the latter of whom are also supported through the promotion of flexible work arrangements/part-time working.
- In Brunei Darussalam a significant number of initiatives are devoted to youths, including encouraging them to venture into the world of business. Some examples are as follows: (i) the *Handicraft Centre* which provides the necessary training for Brunei youths who are interested in arts and handicrafts of Brunei. The Centre offers 5 courses for the youth below 35 years old and completed their secondary schools at Form 2 or higher; (ii) the *i-Centre*, which is Brunei's first ICT incubator offering not only space for new businesses but also training; (iii) *LiveWIRE* which is a Brunei Shell Sponsored community programme spreading the concept of entrepreneurship among young people through indirect youth employment initiatives as the *Livewire Brunei Leadership Camp Programme*: a 3 days courses that purports the values of leadership (eg. how-to, examples, etc.); (iv) the *Youth Development Centre* which was launched in 1996 with the intention of up-skilling Bruneian youth with secondary and tertiary sector skills. The target demographic of this Centre are local youth who are school leavers and are interested in pursuing more manual occupations that contribute to the Country's manufacturing and servicing sectors.
- Cambodia has established a Self Employment Generation Fund (SEGF). Students completing courses through a Voucher Skills Training Program (VSTP) are able to obtain loans from this Fund towards developing their self employment.

Local flexibility

- The responsibility for designing and delivering programmes to integrate the vulnerable into the labour market lies at national level in all the countries. Only Indonesia, Thailand, the Philippines and Laos declare that they share responsibility with, respectively, the regional/provincial level (Indonesia, Thailand and the Philippines) and the local level (Indonesia, the Philippines and Laos). At the provincial level in Thailand it is the Institutes for Skill Development and Centres for Skill Development which are responsible for delivering training programmes. These centres are located in all provinces. In Laos, upon the approval of Ministry of Education, any locally based organisation could implement training programmes.

Table 5. Programmes to integrate vulnerable in the labour market

Country	Ministry	Department	Are there programmes for helping youth, women, older people?	Specifically addressed to	Are there programmes for helping immigrants, aboriginal pop, ethnic minority groups etc?	Who has the responsibility for designing and delivering these programmes? Are they designed and implemented at national (N), regional (R) or local (L) levels?
BRUNEI DARUSSALAM	Department of Labour	Commissioner of Labour Planning and International Affairs Section	✓	Youths Women Old people		N
CAMBODIA	Ministry of Labour and Vocational Training	International Cooperation Department	✓	Youth/Students	✓	N
INDONESIA	Ministry of Manpower and Transmigration	Centre for Administration of International Cooperation	✓	Youth Women Disabled workers		N-R-L
LAOS	Ministry of Labour and Social Welfare	Skills Development Division Department of Skills Development and Employment	✓	Poor youth Women Disabled Older people	✓	N-L
MALAYSIA	Ministry of Human Resources	International Division	✓	not specified	✓	N
MYANMAR	Ministry of Labour	Department of Labour	✓	not specified	✓	N
THE PHILIPPINES	Department of Labor and Employment	International Labor Affairs Service	✓	Youths Women Older workers People with disabilities Other special target groups	✓	N-R-L
SINGAPORE	Ministry of Manpower	Workplace Policy and Strategy Division	✓	Women Vulnerable groups of workers Older workers Disabled		N
THAILAND	Ministry of Labour	Department of Employment	✓	Disabled	✓	N-R
THAILAND	Ministry of Labour	Department of Skill Development	✓	Youths(students) Women Older people People with disabilities Other special target groups		N
VIET NAM	Ministry of Labour, Invalids and Social Affairs	International Cooperation Department	✓	not specified	✓	N

Source: OECD LEED ESSA questionnaire, June 2008 – November 2008.

5. Partnerships and local governance

About working in partnership

The survey asked how often the agencies responsible for employment and training work in partnership at the local level, assigning a value from *always* (value assigned = 2) to *sometimes* (value assigned = 1) to *never* (value assigned = 0), with specific reference to a list of potential partner organisations identified in Table 6 below.

- *Local and regional/provincial authorities frequently work in partnership*: ‘always’ is indicated by six countries, ‘sometimes’ is indicated by three and ‘never’ is indicated by Singapore, as geographically Singapore is a city-state. .
- *Economic development organisations, education institutions and research organisations* but also *industry and/or trade union representatives* are generally involved and consulted when establishing or working in partnership whereas *NGOS and community groups* are less frequent partners.

Specific country cases

- As mentioned above, the Singapore Ministry of Manpower (MOM) works closely with the relevant government agencies, industry and trade union representatives to formulate, implement and monitor pre-employment training and continuous employment training.
- Employers have been indicated by Viet Nam as *others* possible actors involved in working in partnerships.

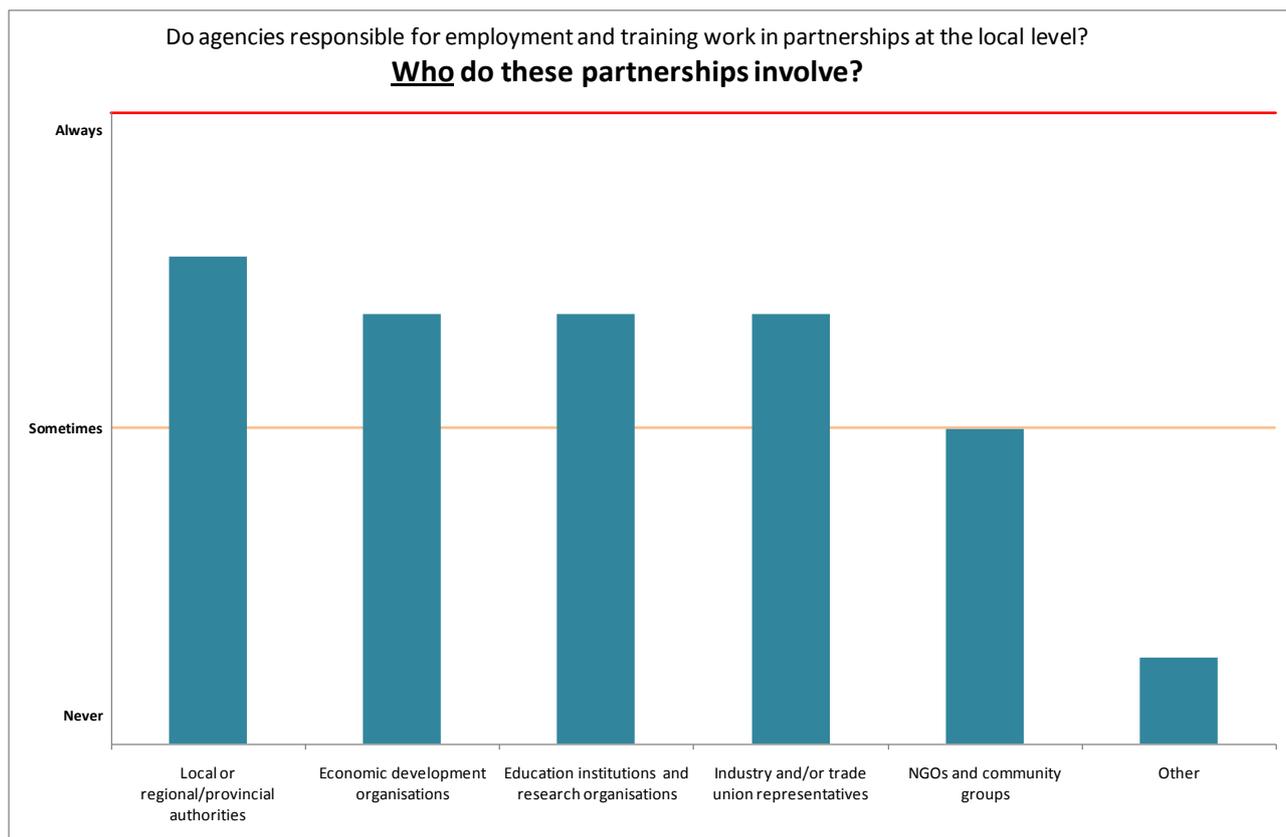
Table 6. Working in partnership at local level

Country	Ministry	Department	Economic development organisations	Education institutions and research organisations	Local or regional/provincial authorities	NGOs and community groups	Industry and/or trade union representatives	Other	Frequency of the work in partnership at local level PER COUNTRY
BRUNEI DARUSSALAM	Department of Labour	Commissioner of Labour Planning and International Affairs Section	2	2	1	1	1	0	7
CAMBODIA	Ministry of Labour and Vocational Training	International Cooperation Department	0	0	2	2	1	0	5
INDONESIA	Ministry of Manpower and Transmigration	Centre for Administration of International Cooperation	1	1	2	0	1	0	5
LAOS	Ministry of Labour and Social Welfare	Skills Development Division Department of Skills Development and Employment	2	2	1	1	1	0	7
MALAYSIA	Ministry of Human Resources	International Division	2	2	2	1	2	0	9
MYANMAR	Ministry of Labour	Department of Labour	1	1	1	1	1	0	5
THE PHILIPPINES	Department of Labor and Employment	International Labor Affairs Service	1	1	2	1	2	0	7
SINGAPORE	Ministry of Manpower	Workplace Policy and Strategy Division	2	2	0	1	2	2	9
THAILAND	Ministry of Labour	Department of Employment and Department of Skill Development	1	1.5	2	1	1.5	0	7
VIET NAM	Ministry of Labour, Invalids and Social Affairs	International Cooperation Department	2	1	2	1	1	1	8
Frequency of the work in partnership at local level PER TYPE OF ORGANISATION			15	15	17	11	15	3	

Source: OECD LEED ESSA questionnaire, June 2008 –August 2008.

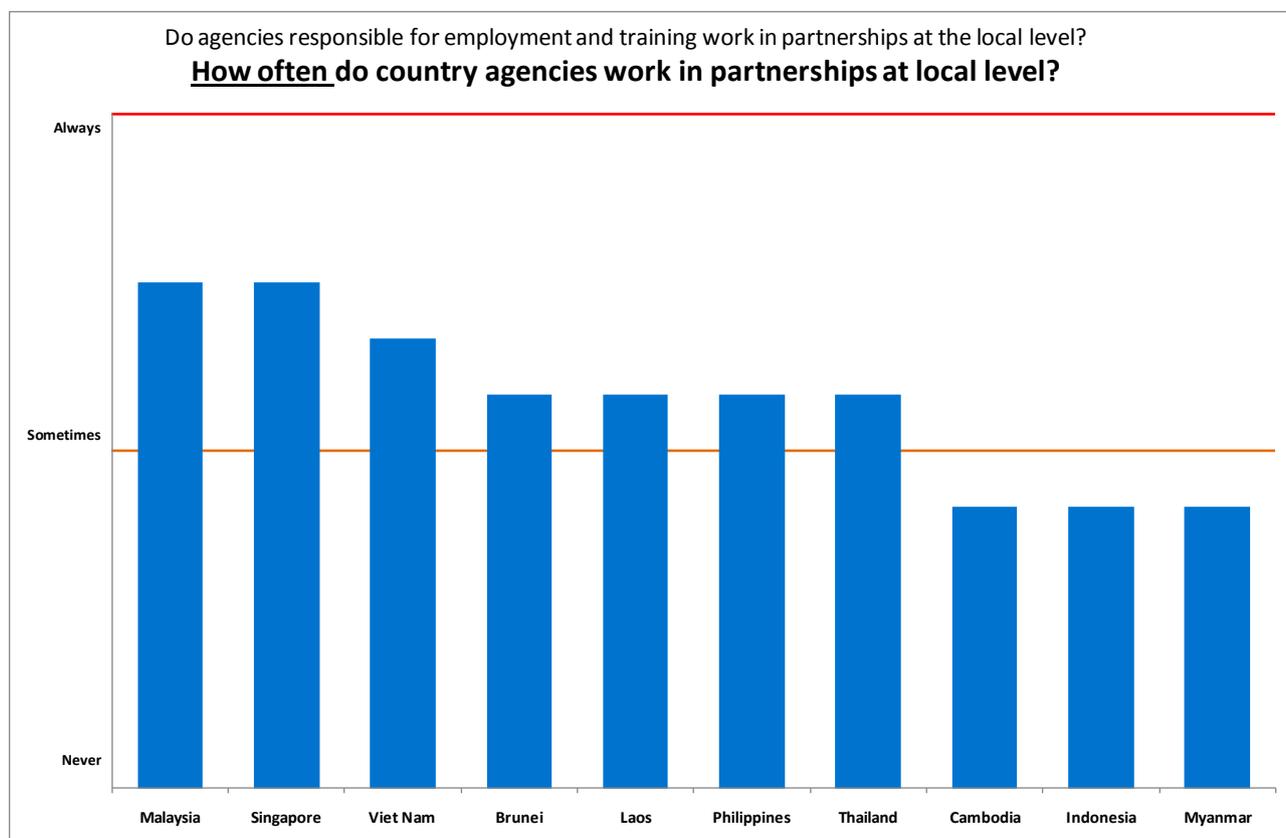
Note: For Thailand the average among the two respondent departments has been calculated.

Figure 9. Who do these partnerships involve?



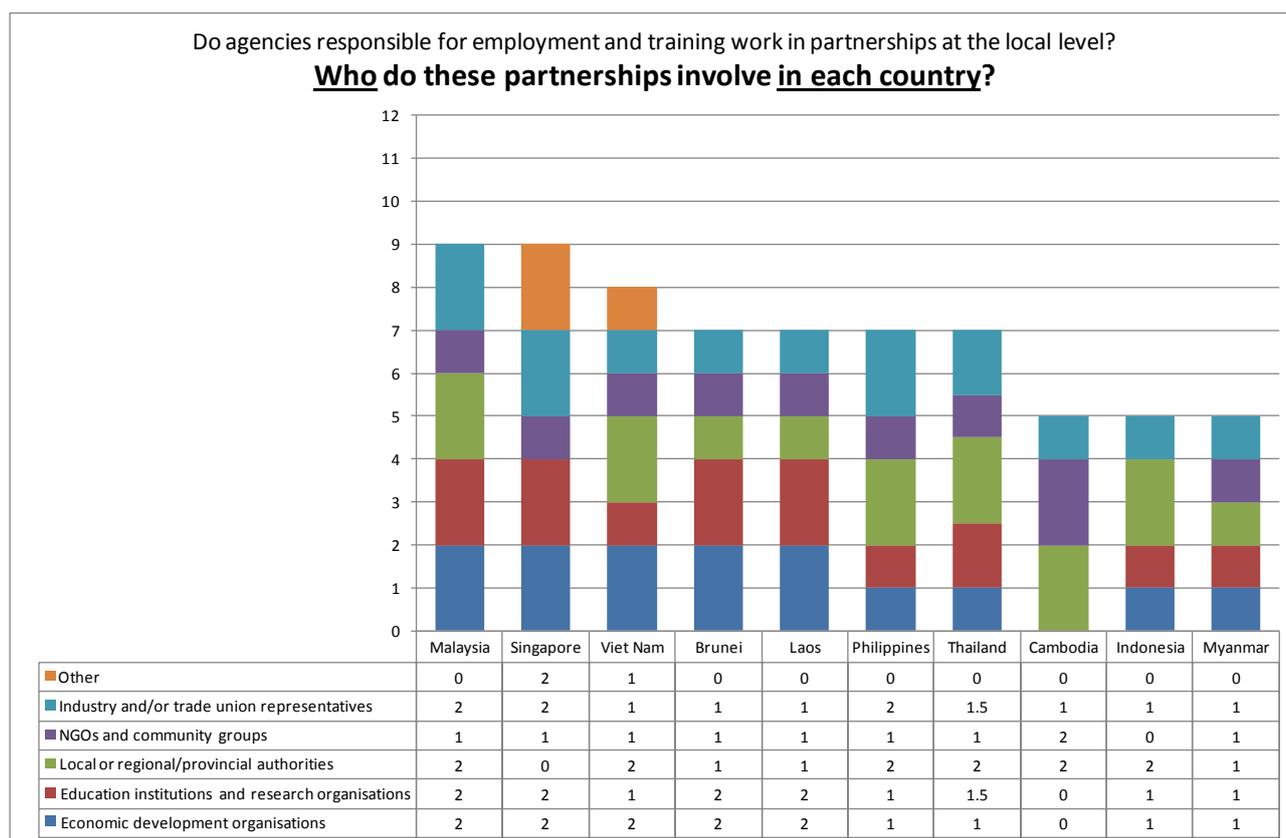
Source: OECD LEED ESSA questionnaire, June 2008 –August 2008.

Figure 10. Frequency of work in partnership at local level per country



Source: OECD LEED ESSA questionnaire, June 2008 –August 2008.

Note: For Thailand the average among the two respondent departments has been calculated.

Figure 11. Which kind of organisations are involved in each country?

Source: OECD LEED ESSA questionnaire, June 2008 –August 2008.

Note 1: For Thailand the average among the two respondent departments has been calculated.

Note 2: Values indicate how often agencies responsible for employment and training work in partnerships at the local level with each type of partner: 0 = never, 1 = sometimes, 2 = always.

6. Learning from international experience

About learning from international experience

The survey asked to indicate topics of interest for their development (*selected* = 1, *not selected*=0) they would find useful to learn from international experience on.

- The most attractive topic for this kind of knowledge exchange is *Analysing labour market data and forecasting skills needs* followed by *integrating vulnerable people in the labour market, training and skills development in SMEs* and *building capacities*.

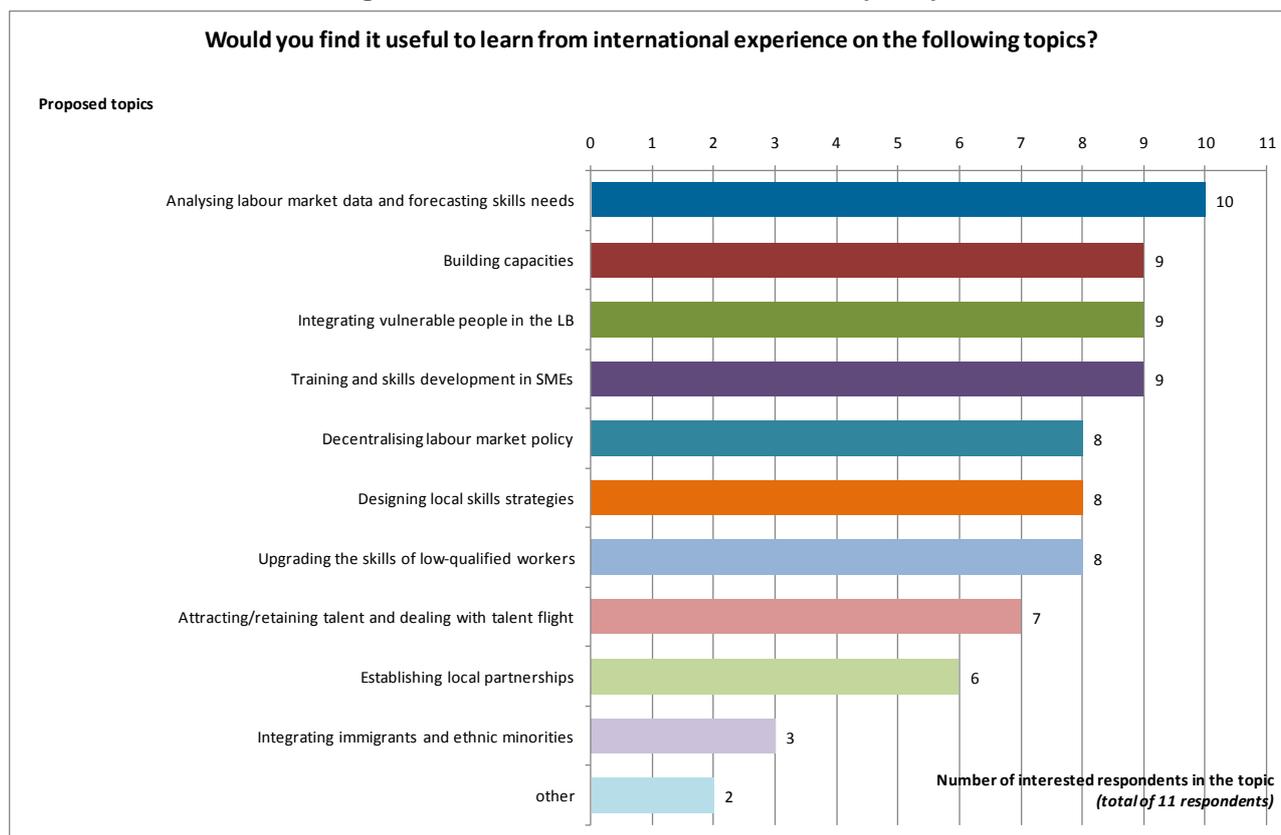
Table 7. Interest per country and per topic

Country	Ministry	Department	Designing local skills strategies	Upgrading the skills of low-qualified workers	Integrating vulnerable people in the LB	Integrating immigrants and ethnic minorities	Training and skills development in SMEs	Attracting/retaining talent and dealing with talent flight	Establishing local partnerships	Decentralising labour market policy	Analysing labour market data and forecasting skills needs	Building capacities	other
BRUNEI DARUSSALAM	Department of Labour	Commissioner of Labour Planning and International Affairs Section	•	•	•		•	•		•	•	•	
CAMBODIA	Ministry of Labour and Vocational Training	International Cooperation Department	•	•	•	•	•	•	•	•	•	•	•
INDONESIA	Ministry of Manpower and Transmigration	Centre for Administration of International Cooperation		•	•		•	•		•	•	•	
LAOS	Ministry of labour and Social Welfare	Skills Development Division Department of Skills Development and Employment	•	•	•					•	•	•	
MALAYSIA	Ministry of Human Resources	International Division	•				•	•		•	•		
MYANMAR	Ministry of Labour	Department of Labour	•	•	•	•	•		•		•	•	
THE PHILIPPINES	Department of Labour and Employment	International Labour Affairs Service	•	•	•		•	•		•	•	•	
SINGAPORE	Ministry of Manpower	Workplace Policy and Strategy Division					•	•	•			•	
THAILAND	Ministry of Labour, Invalids and Social Affairs	International Cooperation Department	•	•	•		•		•		•	•	•
THAILAND	Ministry of Labour	Department of Employment	•	•	•	•	•	•	•	•	•	•	
VIET NAM	Ministry of Labour	Department of Skill Development			•				•	•	•		
Total country interested in the topic			8	8	9	3	9	7	6	8	10	9	2

Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Note: The two respondent departments for Thailand have been kept individually in this entire section to highlight the different interests they might have in learning from international experiences.

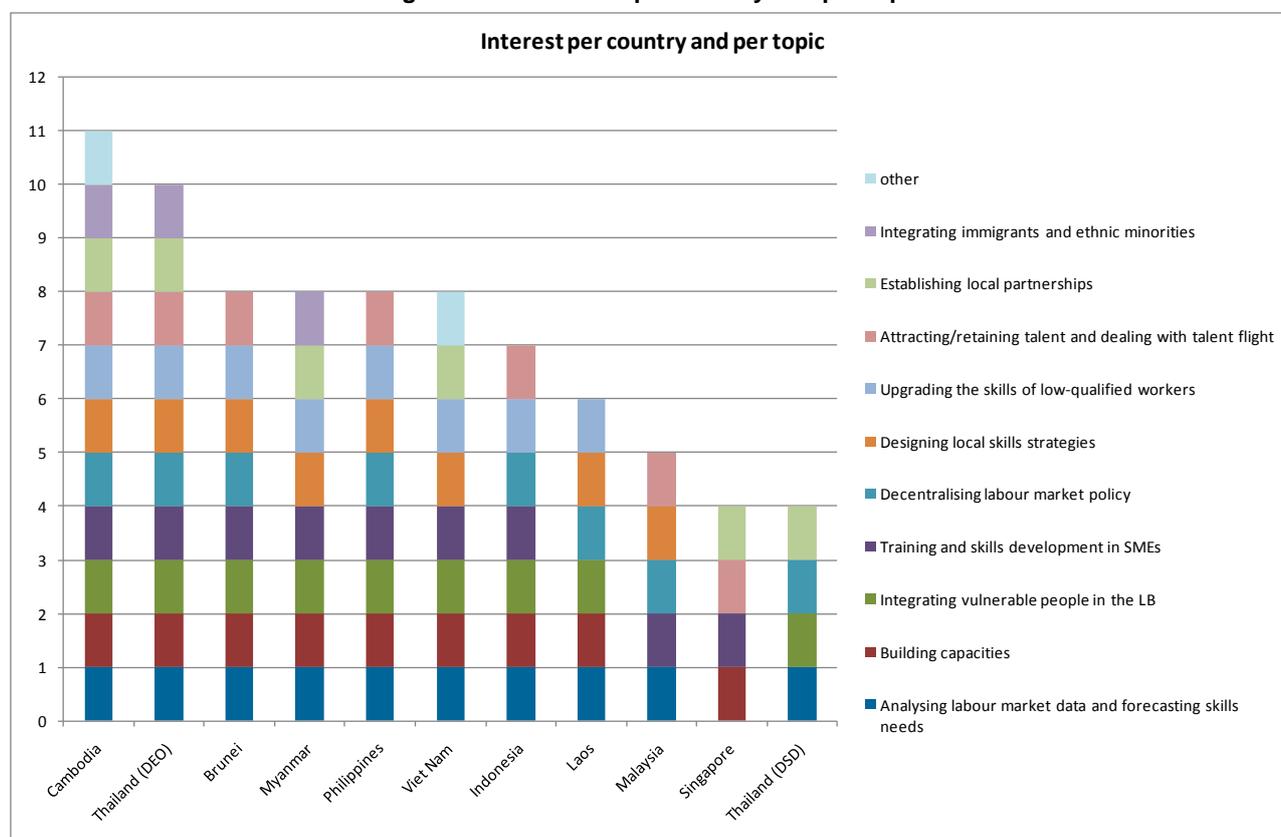
Figure 12. Number of interested countries per topic



Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Note: see note above.

Figure 13. Interest per country and per topic



Source: OECD LEED ESSSA questionnaire, June 2008 – November 2009.

Note: see note above.

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OECD (2009), *Employment and Skills Strategies in Southeast Asia: setting the scene*, OECD Publishing, Paris.

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