

**FINAL EVALUATION**

**EXPANDING ECONOMIC OPPORTUNITY AND INCOME SECURITY  
THROUGH WORKFORCE EDUCATION, SKILLS TRAINING, EMPLOYMENT  
CREATION, AND LOCAL ECONOMIC DEVELOPMENT IN PAKISTAN  
AND THE PHILIPPINES PROJECT**

**abbreviated as**

**TRAINING FOR RURAL ECONOMIC EMPOWERMENT (TREE) PROJECT:  
PAKISTAN AND THE PHILIPPINES**

RAS/02/12/USA (TREE Pakistan)

RAS/02/55/USA (TREE Philippines)

**for**

**U.S. DEPARTMENT OF LABOR  
INTERNATIONAL LABOUR ORGANIZATION**

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## Table of Contents

Executive Summary .....	3
Acronyms.....	4
I. Background and Project Description .....	5
A. Background .....	5
B. Objective .....	5
C. Target Areas and Populations .....	5
D. Strategy and Methodology .....	6
E. Organization and Implementation Arrangements .....	6
II. PURPOSE OF THE EVALUATION .....	6
III. EVALUATION METHODOLOGY .....	7
IV. PROJECT STATUS .....	8
V. FINDINGS .....	8
A. Introduction.....	8
B. Pakistan .....	8
1. <i>Relevance and Validity of Project Design</i> .....	8
2. <i>Effectiveness of Implementation</i> .....	10
3. <i>Management and Resource Use</i> .....	11
4. <i>Likelihood of Positive Impact and Sustainability</i> .....	12
C. The Philippines.....	14
1. <i>Relevance and Validity of Project Design</i> .....	14
2. <i>Effectiveness of Implementation</i> .....	15
3. <i>Management and Resource Use</i> .....	16
4. <i>Likelihood of Positive Impact and Sustainability</i> .....	18
VI. CONCLUSIONS AND RECOMMENDATIONS .....	19
A. Conclusions.....	19
B. Recommendations .....	21
Annex A Project Performance Indicators .....	23
Annex B – PMP Pakistan.....	25
Annex C - Project Workplan, Philippines.....	28
Annex D - TOR.....	33
Annex E – Interviews and Meetings .....	44
Annex F - TREE Evaluation Project Matrix.....	48

## Executive Summary

The Training for Rural Economic Empowerment (TREE) project developed and implemented a training/support methodology that created employment and generated income among poor, mostly-rural populations living in widely different geographic and historical contexts from 2002-07. In Pakistan, the target areas were in the Northwest Frontier Province (NWFP) and Punjab Province. In the Philippines, they were in three zones of Mindanao – the Autonomous Region of Muslim Mindanao (ARMM), Region XII, and Davao City. In both countries, the target populations were women, unemployed male youth, and disabled persons. And also in both countries, the project's development objectives were improved economic opportunities and security, as manifested by increasing employment and access to information and financial resources among the target populations.

Although implementation was delayed by security concerns, at the beginning and recurrently through the five years of operation, the project was able to meet or surpass almost all of its key targets. For example, it trained and supported more beneficiaries than planned in both countries. More than nine-in-ten beneficiaries (93% in Pakistan, 95% in the Philippines) had secured new employment based on their training within 3-5 months following it. And the project helped to create significantly more savings and credit groups, business associations, and other support organizations to increase these beneficiaries' access to information and financial resources. Partly because of such successes, continuation of activities begun under the TREE project seem highly likely in Pakistan (unless there is a major change in government) and likely (but at a more modest level) in the Philippines.

**Recommendation:** In sum, the TREE project has succeeded in addressing poverty, unemployment, and security in both countries via well-targeted, community-based skills development and effective capacity-building among local and national support organizations. Yet these very successes have led to a critical juncture. To pursue long-term objectives – such as a more secure political economy, or decent work for all, in the NWFP and ARMM – USDOL and ILO should stay engaged with populations and partner organizations who already know and have benefited from the TREE methodology, working with them to help move its implementation from a pilot-level project to a nation-wide policy in each country. Whether such engagement is as a technical resource, a funding agency, both mechanisms together or otherwise, the point here is that it should continue.

## **Acronyms**

<b>ARMM</b>	Autonomous Region of Muslim Mindanao
<b>APP</b>	Act for Peace
<b>BWF</b>	Bangsamoro Women's Federation
<b>CO-FUND</b>	Community Fund
<b>CSSDO</b>	City Social Service Development Officer
<b>CTEC</b>	Community Training and Enterprise Coordinator
<b>DCC</b>	District Consultative Committee
<b>DOLE</b>	Department of Labor and Employment
<b>DOST</b>	Department of Science and Technology
<b>DSWD</b>	Department of Social Welfare and Development
<b>DWCP</b>	Decent Work Country Program
<b>EC</b>	Executive Committee
<b>FUMDWM</b>	Federation of the United Mindanawan Bangsamoro Women's Multipurpose Cooperative
<b>ILO</b>	International Labour Organization
<b>INDISCO</b>	Indigenous People's Cooperative
<b>LGU</b>	Local Government Unit
<b>MDP</b>	Multi-Donor Program
<b>MILF</b>	Moro Islamic Liberation Front
<b>MNLF</b>	Moro National Liberation Front
<b>NGO</b>	Non-governmental Organization
<b>NRSP</b>	National Rural Support Program
<b>NWFP</b>	Northwest Frontier Province
<b>PAC</b>	Project Advisory Committee
<b>PMP</b>	Project Monitoring Plan
<b>PROCEED</b>	Project for Community Empowerment and Economic Development
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>RCBW</b>	Regional Commission of Bangsamoro Women
<b>TESDA</b>	Technical Education and Skills Development Authority
<b>TEVTA</b>	Technical Education and Vocational Training Authority
<b>TWG</b>	Technical Working Group
<b>USDOL</b>	United States Department of Labor
<b>VTED</b>	Vocational Training and Enterprise Development

# **TRAINING FOR RURAL ECONOMIC EMPOWERMENT (TREE) PROJECT: PAKISTAN AND THE PHILIPPINES Final Evaluation Report**

## **I. Background and Project Description**

### **A. Background**

On September 30, 2002, the U.S. Department of Labor, Bureau of International Labor Affairs (USDOL/ILAB), signed a Cooperative Agreement<sup>1</sup> SGA 02-19 (Part 1) with the International Labor Organization (ILO) to fund a \$US 3,096,858 project in Pakistan and the Philippines. This effort, known as the TREE project, focused on skills development and economic opportunities for rural women, unemployed youth, and disabled persons in sections of both countries from that date until September 2005. Following a successful midterm evaluation in 2004-05, the project was extended through September 2007. This report gives a summative final evaluation of the TREE project.

### **B. Objective**

The TREE project's objectives were to enhance and build on capacities for developing skills and creating employment among the most socially and economically disadvantaged social categories in Pakistan and the Philippines. The need for productive employment was aggravated by a recurrently unstable security situation in the project's target areas of both countries. Accordingly, the project aimed to contribute to security there, as well as to socio-economic development.<sup>2</sup>

### **C. Target Areas and Populations**

In Pakistan, the target areas were Attock District in Punjab Province and Mardan District in the Northwest Frontier Province (NWFP), which had the highest rates of poverty and unemployment in the country.<sup>3</sup> The target populations were poor rural women, unemployed youth (men aged 18-35 who were not heads of households), and disabled persons of either sex. In the Philippines, the original target areas were five provinces and Marawi city in the Autonomous Region of Muslim Mindanao (ARMM). This Region is the poorest in the Philippines and was the center of a 30-year conflict between the national government and the Moro National Liberation Front (MNLF). In 1996 a peace agreement was signed and the autonomous zone created, but fighting still occurs in a few areas of Mindanao with breakaway groups. To the ARMM were added additional target areas in nearby Region XII and Davao City during the project extension in 2005-07. In all Philippine target areas, the populations of focus were poor rural women, unemployed youth (men aged 15-32), and the disabled.

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<sup>1</sup> U.S. Department of Labor, "SGA 02-19 (Part 1): Cooperative Agreement between the United States Department of Labor and the International Labour Organization," September 30, 2002.

<sup>2</sup> International Labour Organization, "SGA 02-19 (Part 2): Expanding Economic Opportunity and Income Security through Workforce Education, Skills Training, Employment Creation, and Local Economic Development in Pakistan and the Philippines," September 4, 2002, pp. ii-iii.

<sup>3</sup> Webb, A., "Midterm Evaluation of the Training for Rural Economic Empowerment Project in Pakistan and the Philippines," January 12, 2005, p. 2.

## **D. Strategy and Methodology**

The project strategy with all target areas and populations was a systems approach addressing poverty at several levels. First, it worked to help construct a policy and regulatory environment supportive of economic activity. Second, it increased the capacities of local governments and nongovernmental organizations (NGOs) to plan, organize, and implement community-based training and support programs for local economic development and decent work. And third, it provided beneficiaries with opportunities for skills development and follow-up support (such as small-business training, access to credit, and monitoring to track who got what kinds of employment).<sup>4</sup> In Pakistan, the project also provided beneficiaries with training in necessary functional skills, such as literacy and numeracy, as appropriate.

This overall strategy was implemented according to the TREE methodology, which has seven key features: (a) mobilizing partner organizations and communities to use local and national expertise and to foster participation in planning/implementing programs; (b) providing demand-driven training based on an assessment of the needs and capacities of both beneficiaries and their communities; (c) implementing within existing vocational-training systems; (d) developing a network of advisory, technical, and financial services to support beneficiaries after their training; (e) promoting decent work and equal opportunity; (f) planning/implementing in consultation with government, NGOs, and community organizations to encourage participation and to leverage project resources; and (g) treating the methodology as a relatively integrated whole of interrelated parts.<sup>5</sup>

## **E. Organization and Implementation Arrangements**

At the top, both the Pakistan and Philippine programs were organized similarly: each was headed by a National Program Coordinator (NPC) responsible for overall management of the respective program. The NPCs reported to ILO headquarters in Geneva and were supported by ILO's headquarters, regional office, and country offices. In turn, ILO reported to the USDOL Program Manager. Below the NPCs, however, arrangements differed significantly. In Pakistan, the National Rural Support Program (NRSP) was selected through a competitive process to be the lead implementing agency.<sup>6</sup> The NRSP is Pakistan's largest NGO, with offices in 45 districts across four of the country's five provinces, and it delivered the services needed (e.g., for training or microfinance) or coordinated delivery by others (e.g., by the Government Vocational Training Institute in Mardan). By contrast, in the Philippines the TREE program was implemented locally through eight different partners, as will be discussed in the Findings Section later in this report.

## **II. PURPOSE OF THE EVALUATION**

The primary purpose of this summative final evaluation is to assess the project's progress in pursuing its objectives 2002-07. The most important of these objectives have been improved economic and security conditions as manifested by:

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<sup>4</sup> Ibid.

<sup>5</sup> Korovkin, S., "TREE Generic Methodology: Brief Introduction" (draft), n.d., pp. 4-8.

<sup>6</sup> Webb, p. 3.

- Increasing employment among the target populations of rural women, unemployed youth, and disabled persons in two Districts of Pakistan and in the ARMM, Region XII, and Davao City areas of the Philippines, and
- Increasing access to information and financial resources by those target populations. This objective was manifested by increased capacities (vocational, entrepreneurial, and managerial skills as well as higher levels of literacy and numeracy) among the target populations. It was also illustrated through increased institutional capacities among partner organizations implementing skills-training programs (e.g., among the NRSP and branches of the Federal Ministry of Labor in Pakistan, or among the ARMM agencies and the Technical Education and Skills Development Authority [TESDA] in the Philippines).

### **III. EVALUATION METHODOLOGY**

The final evaluation was conducted by two independent evaluators, Dr. Frederick C. Huxley (Team Leader and USDOL Consultant) and Ms. Lucita Lazo (ILO Consultant), via several interrelated activities. First, the evaluators reviewed key documents prior to fieldwork, including the USDOL/ILO Cooperative Agreement (SGA 02-19: Part 1), ILO's project design (SGA 02-19: Part 2), the Workplan, the Performance Monitoring Plans (PMP in Pakistan, PDT for the Philippines), the Midterm Evaluation, various status and technical reports, and related materials.

The consultants then flew to meet ILO representatives in Bangkok (Ms. Lazo) or Geneva (Dr. Huxley) on September 16, 2007, to highlight priorities in the evaluation's Terms of Reference (TOR). Next Ms. Lazo traveled to Pakistan to interview ILO-Islamabad representatives and collaborating organizations on national and district levels there. On September 18, ILO representatives, Ms. Lazo, and Dr. Huxley held a videoconference to discuss fieldwork and other evaluation topics. Ms. Lazo then carried out interviews with project beneficiaries in Pakistan on September 19 and 20, conferring with Dr. Huxley by telephone on the course of this activity. Conjointly Dr. Huxley conferred with ILO representatives in Geneva and then flew to meet Ms. Lazo in Manila on September 22. Both consultants conducted initial discussions with ILO-Manila representatives the following two days. On September 25-27, Ms. Lazo traveled to Mindanao to interview project staff, implementing partners, and project beneficiaries at sites within driving distance from Davao City. During the same time period, Dr. Huxley remained in Manila to interview the TREE Project Director and representatives of implementing partners at the national or Mindanao levels. On the morning of September 28, Ms. Lazo returned to Manila, where Dr. Huxley and she presented preliminary results of the discussions and fieldwork via a videoconference with ILO representatives in Geneva, Islamabad, and Manila. (Project beneficiaries in Mindanao were invited to participate but declined.) To inform such consultations with project representatives and beneficiaries, the evaluators prepared a matrix relating evaluation questions, data sources, and methods (see Annex G: Matrix of Evaluation Questions, Data/Sources, and Methods). This matrix was then adapted to fit field conditions – e.g., though evaluators hoped to conduct group interviews (even focus groups) with beneficiaries, security constraints made that impossible in Pakistan.

Third, the consultants established a writing schedule and then separated to their home offices to assess and integrate the desk review, fieldwork data, and related materials for the evaluation report. In fact, all of these processes – review, consultation, and

assessment/integration – were employed at every stage of the final evaluation, with the first one salient in the beginning, the second in Pakistan, Geneva, and the Philippines, and the third in drafting the report.

A major constraint influencing the evaluation was that the Team Leader could not participate directly in the fieldwork in either country due to security concerns. As will be discussed below, this constraint was partly mitigated by consultations in Geneva, the videoconference prior to fieldwork in Pakistan, telephone conversations during fieldwork in both countries, extensive discussions in Manila, and (probably most of all) by the ILO Consultant's professionalism and effective work.

#### **IV. PROJECT STATUS**

The project continued to provide assistance to partner organizations until its completion in September 2007. The data on project achievements is being collected and analyzed by project staff in both countries to aid participating agencies in deciding about sustainability and/or institutionalization of the TREE methodology, as will be discussed later in this report.

#### **V. FINDINGS**

##### **A. Introduction**

In both Pakistan and the Philippines, the TREE project has aptly responded to extreme deficits in job and economic opportunities. In post-conflict areas of the Philippines, it has also enabled reconstruction of infrastructure, rehabilitation of populations, and reinforcement of peace.

Most beneficiaries in both countries were either underemployed in the informal economy or not employed before the project began. Pakistan's North West Frontier Province (NWFP), and the Autonomous Region of Muslim Mindanao (ARMM) and neighboring areas of the Philippines, have little wage employment, so it is not surprising that trade union representatives were virtually absent and involvement of employers' organizations was mostly limited to talk of job opportunities around the project sites. However, Toyota Motor Company did partner with the project in Mardan district (NWFP), and La Frutera (a privately owned firm for fruit export) collaborated with the project around Davao City (Philippines) in training young men to make the bolo (a knife traditionally associated with Mindanao).

The discussion following will examine how the Pakistan and Philippine sections of the project have evolved over the course of TREE implementation. In both cases, it will consider the relevance and validity of project design, effectiveness of implementation, management and resource use, and likelihood of positive impact and sustainability.

##### **B. Pakistan**

###### *1. Relevance and Validity of Project Design*



In design and approach, the TREE project was realistic and appropriate for the contemporary NWFP. This province, one of the poorest in Pakistan and often subject to violence,<sup>7</sup> proved to be fertile ground due in part to prior ILO projects and to social infrastructure which the National Rural Support Program (NRSP) had established during a previous project.<sup>8</sup> In addition, the NRSP regional office at Mardan, plus creation of a project office there, made outreach efforts both feasible and practical.

The project's Logical Framework, Workplan, and Performance Monitoring Plan (PMP) generally contributed to its success. For example, the Logical Framework was of course based on a number of assumptions, and most of these – that rural women and youth were prepared to undertake skills development and other training, that government agencies and NGOs would support such training, etc. – proved to be well founded. However, two of them seemed questionable during the final evaluation. One was whether the number of participants “who express a favorable opinion” about project publicity materials was a sufficient indicator of public awareness about project outcomes. Some measure of opinions outside the project (such as a survey among a broader sample of NWFP inhabitants) seems also advisable. The other, and more important, assumption was that “a stable economic and security environment will exist in the NWFP.”<sup>9</sup> In fact, the main contextual difficulty with meeting the Workplan targets was a tenuous security situation at the start and at various times since. For example, the project planned to focus implementation in the NWFP. But recurrent fighting in Afghanistan from 2002 on made security uncertain, so the project began activities just across the provincial boundary in Attock district of Punjab. When the situation later calmed in the NWFP, Mardan was identified as relatively safe and implementation began there also. Yet over the span of the project, security concerns waxed or waned, depending on events inside Pakistan as well as across the Afghan border. They (and similar factors influencing efforts in the Philippines) favored a “no-cost” project extension from the three years originally planned to five. And during the midterm evaluation in 2004, they also caused U.S. field-team members to remain in Islamabad;<sup>10</sup> during the final assessment three years later, they kept the USDOL evaluator out of Pakistan entirely and limited the ILO evaluator's project-site visits to two days.

Target beneficiaries were clearly identified, both in project documents<sup>11</sup> and on the ground. The focus on poor rural women, unemployed youth, and disabled persons was highly warranted for reducing economic and social inequity in Pakistan, and particularly in the NWFP. Such beneficiaries often “fall through the cracks” of development programs aimed at household heads, who typically are well-bodied adult men. In addition, objectives and outcomes were targeted carefully by both ILO and its implementing partner, the National

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<sup>7</sup> The NWFP stretches for 700 km along Pakistan's western border and is widely considered a hideout for elements of al-Qaeda and the Taliban driven from Afghanistan by the change in government during 2001.

<sup>8</sup> “Training and Employment for Rural Women.” (full citation pending from Lucy Lazo)

<sup>9</sup> “SGA 02-19 (Part 2): Expanding Economic Opportunity and Income Security through Workforce Education, Skills Training, Employment Creation, and Local Economic Development in Pakistan and the Philippines,” p.8. Of course some level of law, order, and business is necessary so that needs can be assessed, trainings held, etc. But an apparent strength of the TREE methodology is that at least some activities can start where stability is not “rock solid,” then help to build a situation where beneficiaries learn skills, use them to get better jobs, join support organizations, begin to have hope for the future, and thus contribute to social stability.

<sup>10</sup> A.K. Webb, “Mid-Term Evaluation: Expanding Economic Opportunity and Income Security through Workforce Education, Skills Training, Employment Creation, and Local Economic Development in Pakistan and the Philippines Project,” Management Systems International, January 12, 2005, p. 6.

<sup>11</sup> For example, see “SGA 02-19 (Part 1): Cooperative Agreement between the United States Department of Labor and the International Labor Organization,” p. 2 and “SGA 02-19 (Part 2),” pp. 2-5.

Rural Support Program (NRSP). The project's coordinator for Pakistan (NPC) affirmed that TREE planning and implementation were highly collaborative among ILO (in both Geneva and Islamabad), NRSP, and other stakeholders. This was corroborated by NRSP staff who said that tools provided by ILO were tried and then revised, if advisable, on the basis of field experience. For example, monitoring forms were simplified, with questions and data not used in the analysis taken out, to lessen the burden on respondents. Finally, the project adopted a proactive approach toward reaching beneficiaries. Project staff contacted a school for the disabled and some women's centers to encourage participation, and community associations previously established by NRSP helped to identify young jobless men in several villages.

While project expectations and indicators were generally corroborated during implementation, conversations held separately with ILO and NRSP suggested that their partnership was collegial but constructively critical. NRSP staff reported initial hesitance to accept the TREE approach, perceiving it as diametrical to their own.<sup>12</sup> However, the NCP engaged them in a critique, illustrating the value added by TREE in generating results within a short time span. Subsequent field experiences validated this argument and gradually convinced NRSP about the value of the TREE objectives and methodology. Eventually the organization internalized that methodology and mainstreamed it into NRSP Human Relations Development and other programs.

More broadly, the TREE project responded to the ILO's Decent Work Country Program (DWCP) for Pakistan.<sup>13</sup> Creating more opportunities for both women and men to secure decent work is one of four strategic objectives in that program, which cites "weak delivery of vocational/technical training and skill development services as a development challenge" and highlights "the need to focus on gender mainstreaming" to reduce disparities.<sup>14</sup>

## *2. Effectiveness of Implementation*

Thoughtful and methodical application of the TREE methodology increased employment and incomes of beneficiaries, enhanced their access to information and financial resources, and improved their work skills, literacy, and numeracy. Details of these changes are shown in Table 1,<sup>15</sup> but a few illustrations seem appropriate here.

First, the project planned to train 2,970 women, youth, and/or disabled people for jobs, but it actually trained 3,072. Second, the project expected to form 165 Savings and Credit groups, but it actually organized 20 more than that (98 for women and 87 for men). These groups were then linked to microfinance services in three districts of the NWFP and one in Punjab,

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<sup>12</sup> In general, NRSP takes the "unleashing" of human potential as its main development goal, and it uses community (or social) mobilization as its main methodology in pursuing that goal. Except for training and microfinance, the organization typically enlists others to deliver services sought by the communities it aids. By contrast, the TREE approach targets specific groups of beneficiaries (e.g., unemployed women, youth, and/or disabled people), and it seeks to provide (or have others provide) the services needed (e.g., training for specific skills needed in the local market, follow-up support, etc.). Significantly, NRSP observed that the TREE model is a "highly supervised" one that demands attention to insure that results are achieved. Adoption of the TREE approach also allowed NRSP to include a larger number of disadvantaged persons among its beneficiaries.

<sup>13</sup> "Pakistan Common Country Assessment: 2002, UNCT-Pakistan, pp. 38-39.

<sup>14</sup> The "Pakistan Common Country Assessment" notes (p. 38) that "vocational education facilities in the non-formal sector have mostly originated from federal (donor-sponsored) programs. When the project funds dry up, the schools tend to close.... The Technical and Vocational Education (TVE) system in Pakistan has been supply-oriented and has not kept pace with the needs of the labor market."

<sup>15</sup> See Table 1 in the Annexes.

and so far 235 beneficiaries have received credit amounting to 1.96 million Rps. (about \$US 32,700). And third, the project planned to instruct 3,916 persons in work skills, literacy, or numeracy; it actually taught 4,169. Mainstreaming of women (though not necessarily of gender) into the local economy was a major project achievement. The cumulative percentage of women able to get wage or self employment following training and literacy courses reached 91%, an impressive figure for Pakistan generally but all the more so for a conservative, very poor province like the NWFP. Results for male youth were nearly as impressive: 76% got wage or self employment after training, and another 12% became apprentices. These figures conjointly suggest that the project was highly effective in developing beneficiary capacities and increasing employment.

Consistent with such results, beneficiaries interviewed at Attock and Mardan expressed general satisfaction with the training and gratitude to the project for its efforts. However, a recurrent observation about problems/obstacles to implementation concerned the brevity of some courses. A few beneficiaries felt that courses such as repair of refrigerators and air conditioners may not be long or detailed enough to prepare trainees without prior introduction. And security concerns repeatedly retarded or complicated operations, as discussed earlier.

Regarding more specific measures, the quality and use of project-designed materials seemed positive overall. Generally ILO provided technical advice and materials which NRSP adapted and channeled to other institutions for delivery. For example, the Government Vocational Training Institute (GVTI) at Mardan combined parts of its courses with project materials to offer four short-term modules in welding, plumbing, auto mechanics, and electricity for buildings. GVTI then advertised the modules, taught them, and learned that such courses could have positive effects: beneficiaries appreciated the TREE-sponsored training; GVTI added the modules to its regular repertoire; and (an added bonus) enrollment in GVTI's core programs (1-2 year vocational courses) also increased.<sup>16</sup> This could be further looked into as it could be an aspect for strengthening in future replications of TREE.

### *3. Management and Resource Use*

Project management capacities were more than adequate. As discussed in Section 1 above, the Logical Framework, Workplan, and PMP interconnected to map a relatively integrated process for planning, producing, and monitoring project activities and outcomes systematically. And as suggested in Section 2, a clear operational framework guided actual implementation. ILO offices in Geneva, Bangkok, and Islamabad provided overall direction and support, and a TREE project office established in Mardan managed activities from the regional level down. This project office coordinated actions so that TREE operations linked with some NRSP personnel and activities but remained separate from that organization's core programs. For example, the project used NRSP's Community Organizer (CO) network to identify beneficiaries, provide data on local capacities and needs, etc. The project office then analyzed this information and employed it in organizing the short-term courses for skills development. NRSP also provided technical assistance and built capacity among 15 vocational training institutions to implement the courses. And in each province, there were two levels of additional support. At grassroots level, a District Consultative Committee

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<sup>16</sup> A caution: because of the extremely short time for visits to project sites, the evaluator got data only from GVTI, NRSP, and NRSP-related institutions. Hence, it is not clear how widespread this outcome is among other vocational training organizations.

(DCC) with representation from government departments, NGOs, and both workers' and employers' organizations aided direct implementation; at the provincial level, a Project Advisory Committee (PAC) of similar composition counseled on implementation.

Close monitoring helped to interrelate these levels of activity and to promptly address any operational issues on the ground. Project field staff did day-to-day checking to insure that technical advice and other inputs were provided in a timely and appropriate manner. The project/program unit of NRSP made monthly visits to confirm that implementation was on track. And the regional office of NRSP at Mardan followed overall sequencing and coordination of field activities. This way of organizing implementation and monitoring was strategic in how it related key national and regional institutions to project operations, and it was efficient in facilitating day-to-day activities, prompt follow-up actions, and post-training support.

The project was able to allocate and spend resources strategically by including important political, economic, and technical partners<sup>17</sup> in pursuing its goals. And it used such resources efficiently by combining them with others from partners like NRSP, as discussed above. Use of NRSP's links to vocational training institutions, for example, allowed the project to implement its short courses and follow-up support near where the beneficiaries and their communities were already located. In turn, that meant that the project could provide training for about 22,000 Rps. (\$US 261.50) per trainee for a 3-month course and keep program administration costs well within reasonable limits (about 10% overhead).

Delays in delivery of project funds did not seem to be an issue with beneficiaries or partners. However, some alleged that ILO's many levels of decision-making delayed the project start, and some claimed that delays in USDOL approval made the final evaluation into a hurried rush. How much (if at all) any such delays may have come from communication difficulties was not clear, but no one specifically cited that reason.

#### *4. Likelihood of Positive Impact and Sustainability*

Beneficiaries generally showed "ownership" of the TREE approach to skills development and increased employment. For example, an impact study found that over nine-tenths (93%) of beneficiaries – women, youth, and/or disabled persons -- were employed by the end of the project.<sup>18</sup> Most appreciated the training they got, recommending it for family and friends as well.

Implementing partners also have internalized the approach. In the NWFP, local governments and the District Development Council will maintain skills training developed originally under the project. NRSP has mainstreamed the TREE methodology into its repertoire and will use its own resources to offer short-term skills development in all 45 districts where it operates across the country. IRM, an affiliate of NRSP, has already replicated the TREE approach in

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<sup>17</sup> Partnership brought political support from key agencies at federal and provincial levels. NRSP partnered with the Federal Ministry of Labor, Manpower and Overseas Pakistanis; Provincial Labor Departments of NWFP and Punjab National Rural Support Program; Directorate of Technical Education, Government of NWFP; Technical Education and Vocational Training Authority (TEVTA); Punjab Provincial Departments of Social Welfare and Special Education of NWFP and Punjab.

<sup>18</sup> Khan, I., "Impact Assessment Study of Training for Rural Economic Empowerment (TREE)," 7 September 2007, pp. 3-4. It would have been informative to investigate also those (7%) who were not employed, especially to learn what other characteristics they may have shared.

vocational training it implemented for the Earthquake Rehabilitation and Reconstruction Program underway in other parts of the NWFP and Jammu/Kashmir. Finally, the national government (under the Prime Minister's Skills Development Programme) has adopted TREE as its main approach for developing skills and creating employment.

Other impacts of the TREE project were apparent at the grassroots, organizational and national levels of policy. There has been tremendous change in TREE beneficiary households. Female beneficiaries have earned their own money, a departure from a traditional labor arrangement where women serve as unpaid family labor in activities related to agriculture and livestock in addition to doing chores at home. Self-employed women have saved and controlled their own spending, resulting in feelings of increased self-confidence and respect. Other trainees have gone abroad and used their TREE certificates to qualify for jobs. The value of such certificates was illustrated by former trainees returning to IRM and other training institutions to ask for their certificates.

All of these examples constitute strong evidence for ownership, internalization, and sustainability of the project approach within Pakistan. An interesting byproduct of this "pilot to policy" trajectory has been the strengthening of the ILO partnership with national policy makers. Many Pakistani partners apparently now view ILO more as a technical resource than as a funding agency, and the UN country team has tasked the organization to convene a working group on skills development in order to alleviate poverty and pursue decent work for all citizens.

## C. The Philippines

### *1. Relevance and Validity of Project Design*

TREE was primarily a post-conflict intervention,<sup>19</sup> categorically meant for ex-rebels/ex-combatants and their families. Its design was extremely relevant and valid for the Autonomous Region of Muslim Mindanao (ARMM),<sup>20</sup> where job opportunities are few and job creation is insufficient.<sup>21</sup> For example, the TREE beneficiaries -- women, unemployed youth, and the disabled -- were nominated by community groups and partner organizations such as the Bangsamoro Women's Organization. The project enabled a rapid response to practical requirements<sup>22</sup> enabling them to rebuild their lives from ground-zero after the war. Over the long term, it could also reduce the susceptibility of such disadvantaged populations to join rebel or bandit groups.

However, the TREE project was also relevant to populations in the rest of Mindanao (or even the whole Philippines)<sup>23</sup> where overall unemployment and poverty is rife and aggravated by the lack of peace and order. Job creation is at the top of the national development agenda and the Arroyo administration seeks to create 10 million jobs annually and to halve poverty by 2015. The TREE project also addresses a long-standing concern in the technical-vocational training system of the Philippines, which has been criticized for its inability to remedy the huge mismatch between existing skills and the demand of the domestic labor market. Accordingly, the TREE approach is aligned with the national agenda to generate jobs and promote peace, just as it also fits the UN's Decent Work Country Program.

In general, the Project's Logical Framework, Workplan and Performance Monitoring Plan (though the latter came much later), guided the implementation of the project. However, these were adjusted depending on the ground realities at the time of project implementation. TREE was sensitive to the ground situation and the pervading culture and attitudes among the ex-combatants. For example, in drawing up training materials, it took into account the low literacy level of the target beneficiaries and the need for rapid results for the war survivors

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<sup>19</sup> The TREE Project in the Philippines was the last among three successive projects from 1997 to 2007 in the Mindanao post-conflict rehabilitation program. The first two projects were funded by the UN Multi-donor Program (MDP), while the ILO TREE was funded by USDOL. TREE built on two previous ILO projects in Mindanao -- the Vocational Training and Enterprise Development (VTED) effort and the Project for Community Empowerment and Economic Development (PROCEED). It endeavored to "intensify, concentrate and consolidate resources, systems, and methodology for a more comprehensive, integrated and convergent approach in planning, delivery and post-training support." (citation of source for quotation, page, etc.)

<sup>20</sup> The ARMM was born from a 30-year separatist war resulting in 120,000 deaths. The region covers 5 provinces with a population of 2.8 million. The ARMM has a poverty rate of 75%, and more than half of its 247 municipalities belong to the 5<sup>th</sup> or 6<sup>th</sup> class category (i.e., annual income of 4-6 million PHP). It has the highest child-mortality rate in the country; it gets little funding from the national government; and there is almost no private investment.

<sup>21</sup> A UNDP rapid assessment in 1999 revealed that former rebels and their communities suffered from high unemployment, low educational attainment (6 years or less), limited livelihoods and skills, lack of exposure to modern production techniques, lack of access to capital, limited access to technical assistance and post-harvest support facilities, and low productivity. See Baldemor, R., "ILO's Intervention on Post-Conflict Employment Creation, Income Generation, and Re-Integration: The Case of Mindanao, Philippines," 10 July 2007, p. 11.

<sup>22</sup> These included how to acquire tools and machines, how to access product designs, where to get capital, etc.

<sup>23</sup> Poverty incidence is placed at 30-40% in a population of 82 million; unemployment is at 8-9% on the national level. These are even higher in rural areas, where the large majority is engaged in agriculture or in the informal economy (street vending, hawking, and the like) during non-farming seasons.

who became weary of assessments and trainings by various donors coming to the aid of Mindanao. Some beneficiaries suggested that the forms be translated into the local dialect in Maguindanao.

Effective application of the TREE methodology assumes some level of peace and stability but peace in the ARMM is fragile. Peace dividends from TREE may not be fully realized, or even be completely wiped out, if political factors continue to fuel conflict and violence. TREE is not sufficient to ensuring peace and development; the root social and political causes of conflict must be addressed. ILO experiences in Mindanao suggest that a minimum of ten years would be necessary to create and sustain peace; the process must be gradual and not hurried. Beneficiaries met during the evaluation were extremely thankful to ILO for the opportunity to access effective skills training for the first time ever in their lives and wished the TREE project could continue to help them. They expressed a sense of “double deprivation” from past history, a feeling that there had not been enough opportunities for training before the war and even less during it. Finally they got the TREE project – something that worked! – and they wanted some way for it to continue. Such language suggests that these people are already well along the transition from beneficiaries to stakeholders.

## *2. Effectiveness of Implementation*

The TREE project was effective in providing skills and employment by providing target beneficiaries with vocational, entrepreneurial, and management training; it also increased the beneficiaries’ access to information about demand-based business opportunities and access to financial services. The latter was creatively done by setting up the Community Fund (CO-FUND), a scheme that respected Muslim cultural norms. TREE Philippines did not have in-house microfinance services like the NRSP in Pakistan, but it linked beneficiaries to service providers such as government banks and other financial institutions. It set up the Community Fund (CO-FUND), a common fund among the members of a cooperative or community enterprise. Funds were drawn from member contributions or private donations, and these monies were used to support enterprise development. Profit and loss were shared among the members, a practice that is consistent with the Islamic tenet that prohibits earning of interest. Further, post-training support activities were planned early on with a Local Executive Committee made of representatives of government NGOs who helped in mobilizing resources for post-training services. Twenty-three community groups (although the original target was 16) were created and mobilized for access to information, financial, and other resources, an achievement rate of 191 %. Post-training support was given by providing capacity-building workshops for community groups and by linking the trainees to capital (Co-funds). In all, 72 capability-building workshops were conducted for community groups; 41 community groups were either organized or strengthened, and 23 groups were linked to capital, benefiting 1,313 trainees. A total of 2,950,000 PHP were generated by the community groups from other donors for the Co-funds.

The Philippine TREE Project began in the ARMM but later was replicated in Region 12 and Davao City. By end-September 2007, it had reached a total of 104 villages, 81 in the ARMM and 23 in Region 12 and Davao City. These villages are located in 54 municipalities in the 5 provinces and two cities of the ARMM and in three municipalities in Region 12 and Davao City. Of 2,280 skills-training beneficiaries, 2,128 (or 93 %) passed the competency assessment. One week after completing training 1,145 (60%) of beneficiaries monitored were engaged in self-employment or wage employment. Three to five months after training, 555 (95%) of 586 beneficiaries traced were in some form of employment. Before training,

trainees' monthly income averaged 2,626.89 PHP; after the TREE, that income increased by over 100 % and post-training incomes stood at PHP 5,390.82.

The TREE project effectively mainstreamed women (not gender) into skills training and employment. Six-in-ten of the trainees were women, and they were trained in traditional skills such as dressmaking, bag-making and bakeshop operation. In some villages, such as projects in Kapatagan and Sultan Kudarat, there were more women trainees; in Tantaran, almost half of the beneficiaries were women.

Along with creating sustainable income opportunities for target beneficiaries, the TREE project institutionalized its methodology by “mobilizing and organizing local partners and building their capabilities for implementation.”<sup>24</sup> First, public awareness of the TREE methodology was promoted at 19 fora in the ARMM, other parts of Mindanao, and at national levels. A total of 193 coordinators, trainers, senior officials and heads of partner agencies were trained on policies, goals, objectives, systems and procedures, field methodology and use of the tools and instruments. Second, technical assistance was provided for establishing the Women's Training and Development Center of the Federation of the United Mindanawan Bangsamoro Women Multipurpose Cooperative (FUMBMMPC) in Cotabato City. This center opened in 2005 by training 60 Bangsamoro women using training modules for food processing, plus tools and equipment, co-developed with the TREE project. Through a survey with TESDA/Manila's assistance, women in Maguindanao were profiled and their economic, social and political situations were analyzed in preparation for the skills training. Skills training for food processing was identified as a priority in the survey, taking into account the availability of raw materials, local resources, and local capacity. The Bangsamoro Women's Center initially trained 30 women in those skills and plans to link with the Department of Science and Technology (DOST) for food-related technologies. The project also assisted the Mahardlika Institute of Technology Foundation in Tawi-tawi (Co-fund) and the SLDF-Kutawato Institute of Technology Foundation, Inc. in Cotabato City (training). By the end of the project, six partner organizations had demonstrated capacity to identify needs and design training programs, and TESDA had offered 30 needs-related training programs (target was 18 programs).

### *3. Management and Resource Use*

The project set up a lean field office of 7 staff members in Davao City. It included a full-time NPC (cum technical adviser) who shifted to part-time toward the latter part of the project. This NPC was conversant with skills training and the Mindanao culture, and he diligently studied the religious nuances of Islam to ensure project alignment with local norms. According to the NPC, TREE Philippines was conscious that the value of service delivery is proportional to the timing of delivery and endeavored to adhere to this principle. There was a cap of 150,000 PHP on the cost of training based on the cost of living in the ARMM.<sup>25</sup> Funds were directly channeled to the community groups and were promptly delivered. In general, project investments were appropriately and strategically placed despite occasional attempts at political interference.

The TREE project in the Philippines was highly decentralized: it actively engaged stakeholders (and especially the target communities) in planning, implementing and

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<sup>24</sup> Baldemor, R., p. 14.

<sup>25</sup> The project covered professional fees of trainers, materials, equipment, and supplies; the community contribution was the venue and classrooms.



monitoring project activities and results. In keeping with the national thrust to devolve and decentralize, the project was directly introduced in the ARMM instead of via TESDA/Central. It partnered with TESDA/ARMM, and later, with the city government of Davao. In the ARMM, the project was implemented through several partners: TESDA/ARMM undertook community and economic assessments and provided training; DSWD provided post-training support; DOLE registered graduates into the Rural Workers' Association; the Regional Commission of Bangsamoro Women (RCBW) took charge of implementing the whole TREE process; and MNLF/Bangsamoro Target beneficiaries (mostly women) participated in the planning and implementation of the whole TREE process. This decentralized organization facilitated direct outreach to the beneficiaries. Stakeholder involvement was high, especially from the government and the beneficiaries side (i.e., the MNLF). The project worked with and through existing agencies that were organized into the Project Executive Committee and the Technical Working Group. Project advice and support were derived from two bodies composed of local partners. First, the project's Executive Committee (EC) was chaired by the MNLF's Secretary General. And second, the Technical Working Group (TWG) was composed of a team of CTECs, deputies to the representatives in the EC, local MNLF leaders, representatives from government line agencies (notably TESDA), and focal persons at community level who performed the ground level-liaison work with community groups. In accordance with the TREE methodology, the TWG reviewed training proposals from the communities and provided feedback through the EC. Participating communities were identified by partner organizations (such as TESDA/ARMM) or through their own local contacts. In the case of Davao, the Community Training and Enterprise Coordinator<sup>26</sup> coordinated with the City Social Service Development Officer (CSSDO), who in turn linked with the local or village-based Social Service Development Officer and local officials such as the mayor or the village/barangay head in order to identify and recruit the target beneficiaries. Significantly, the TREE project partnered with a private firm, the *La Frutera* Community Development Foundation Inc. in Davao City. The foundation was the corporate-responsibility arm of a fruit export company, the La Frutera Corporation, which sponsored training for bolo-making, as discussed earlier.

The project worked directly with the MNLF and the ARMM government, a deliberate strategy to build trust and confidence among the ex-combatants, to promote civil assimilation of the MNLF, and to facilitate the process of healing from the civil war. There were many behavioral indicators for these qualitative outcomes. For example, the project became the de facto adviser to the *Bangsamoro* Women's group in planning and implementing development projects, and it even helped them to organize the Federation of United Mindanawan Bangsamoro Women's Multipurpose Cooperative. It handled continuing requests from the MNLF for assistance and technical advice, including about projects funded by other donors. The MNLF accepted project policies on handling community funds, undertook the required bidding and canvassing for project materials, did formal banking transactions, obtained government licenses and registered enterprise projects, joined social activities, participated in democratic political processes, sent their children to government schools to pursue professional careers, and even sang the Philippine national anthem. Also, the MNLF shared project benefits with non-MNLF members and other such acts.

Project management teams were not prepared to deliver services directly. This was noted to be the most difficult aspect of project management because it demanded synergies between existing logistical support systems, financial management policies of the ILO, and demands

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<sup>26</sup> This position was created out of the advocacy by TESDA when it promoted the adoption of the CBTEd.

in the field. Consistency had to be maintained with the field methodology and implementation policies agreed to by project partners and target groups.<sup>27</sup> An interim “Systems and Procedures Manual” generated by the project described methods for assessment and approval of proposals, release and audit of funds, field monitoring of output and outcomes, and it designated players/actors accountable for these activities. It also stipulated the policies for selection of target beneficiaries, communities, projects and intermediaries; the costs of financial assistance (i.e., the per-capita costs) for community, training, and for project partner; and it required faithful compliance with subcontracting agreements. These all have been translated into standard operating forms specifying the data and information to be provided by the concerned players.

Project monitoring was close at various levels. At the beneficiary level, project field staff in Davao monitored trainees from the end of training onward.<sup>28</sup> Tracer studies were done one week after training and three-five months after that. Of 1,897 trainees monitored, 1,145 were directly engaged in enterprises, and 95 new enterprises were created. At the activity level project staff, focal persons and the CTEC checked on progress of implementation in the field. Monitoring efficiency varied from place to place. Reports were submitted to the TREE field office, and the staff went on field visits as per schedule. Monitoring included checking if there were any shortfalls, such as lack of adequate bookkeeping, and records of the performance were stored in the project data base. Another tracer study tracked progress of each batch of trainees 3-4 months after training. A third level of monitoring was the EC meetings held at least three times a year to present issues and concerns. Sometimes informal meetings were also held on operational problems requiring immediate attention and solution with the concerned line agencies.<sup>29</sup>

ILO-Geneva designed the TREE project and mobilized resources from USDOL. The ILO TREE office in Davao prepared final training proposals, terms of reference, and EPA budget requests for ILO-Manila, which submitted them to ILO-Bangkok and ILO-Geneva for approval and then back. This approval process was occasionally delayed, resulting in delays on the ground. Technical backstopping was provided by the senior training specialist from ILO-Bangkok (who used to be based in Geneva), and technical oversight of the project was exercised largely by ILO offices in Geneva and Bangkok. The ILO- Manila office provided administrative support and facilitated project-related activities, such as missions to the field. An issue to consider in future replication of the TREE project is the lack of a training and employment specialist at the ILO-Manila office. The proposal-to-approval-and-back procedures took 50 steps until the funds were finally received by the beneficiaries. This process could be revisited to consider expediting project implementation.

#### *4. Likelihood of Positive Impact and Sustainability*

Sustainability of TREE in the Philippines is a continuing work-in-progress. Strong institutional capacities have been built and there is strong ownership by the beneficiaries, but there are also external threats. For example, there have been leadership transitions due to sudden changes in partner organizations, as with the Regional Commission of Bangsamoro

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<sup>27</sup> Baldemor, p. 27.

<sup>28</sup> Milestones and target outputs were set for each month. At least once a month, project staff visited partner organizations to hold informal meetings and determine the progress of project implementation and needs for assistance.

<sup>29</sup> A common problem was the lack of financial assistance: cash-flow problems often forced community groups to sell their products on credit because payments were made only once every 15 days.

Women and with TESDA. Also, projects 3-6 months old appear to be intact with most equipment operational, but projects in some parts of Maguindanao province have ceased to operate after a year, possibly due to a recurrence of conflict.<sup>30</sup> In remote areas, 3 of 10 trainees have gone abroad, such as those who underwent training to become automotive mechanics. However, this is seen as a positive result because the trainees have used their certificates to qualify for overseas jobs. The TREE training definitely has led to decent work for people in jobless areas, and it has clearly demonstrated how it could facilitate reconstruction of the lives of the survivors of conflict.

Active participation in project planning and implementation, and consequent empowerment of target groups, laid the ground for acceptance and complete ownership of the TREE project. No less than the MNLF Secretary General, chair of the TREE EC, stated that his alliance of local officials at Cotabato will pass an ordinance formally adopting project's methodology for job training. Capacities of local partners were purposively built to prepare them to take charge and institutionalize TREE, as was discussed in Section 5C2 above. Institutionalization of the TREE has already begun in the local offices of government agencies of TESDA and DSWD.<sup>31</sup> The Act for Peace (APP), the 4<sup>th</sup> phase of the UN Multi-donor Program, is being executed by the Government of the Philippines through the Mindanao Economic Development Council (MEDCO), which has adopted the TREE methodology in the course of project implementation.

The positive impact of the TREE project in the Philippines has been, in fact, far reaching. Philippine experiences have been shared with other national and international projects or organizations, such as the UN-MDP Act for Peace program in Mindanao, the INDISCO Project in Jayapura, New Guinea province in Indonesia, and the CB-TREE Project, a post-tsunami project in Ampara District of Sri Lanka. Also, the former NPC has participated as a resource person in seminars on TREE-related methodologies at Geneva and Turin, as well as in Japan and Thailand.

## **VI. CONCLUSIONS AND RECOMMENDATIONS**

### **A. Conclusions**

With such findings in mind, it is possible to infer several conclusions about the TREE project, drawing on its record in both Pakistan and the Philippines.

#### **1. The project was able to meet or surpass almost all of its key targets**

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<sup>30</sup> Bajunaid, M., "The Effects of the ILO-USDOL Training for Rural Economic Empowerment (TREE)," 27 September 2007, p. 21.

<sup>31</sup> For example, TESDA has initiated Skills Training for Rural Employment (STREAM) in the ARMM based on the TREE methodology and its instruments. It has developed manuals for implementation: how to conduct rapid community assessment; how to teach transition-enterprise project planning for CBT programs, how to prepare skills training design and syllabus for CBT programs; how to monitor CBT programs; and other basic training and instruction techniques. Likewise, the DSWD has proposed to its national office that the TREE approach to the community-fund scheme be part of its approach in the ARMM. Initial financial support has been granted by the national office for pilot testing and a manual has been prepared. Technical staff and the DSWD provincial staff at Tawi-tawi have been trained on the use of this manual. Ownership of the project is also evident at TESDA/ARMM and with the local government of Davao city.

First, it has helped to increase employment among rural women, youth, and disabled persons in both countries. In Pakistan the project trained more beneficiaries (3,072) than expected (2,970), and over nine-in-ten of them (93%) used the training to get new jobs. In the Philippines the overall numbers were somewhat lower (1,897 beneficiaries trained versus 1,743 expected), but the employment rate was about the same (95%, 3-5 months following the training). Second, the project increased access to information and financial resources: in Pakistan it helped beneficiaries to form 175 new savings and credit groups and 7 business associations; in the Philippines 23 new groups were able to mobilize information and financial or other resources for beneficiaries, while only 12 had been targeted. And third, the project had more modest results with increasing the capacities of partner organizations to provide skills training: in Pakistan it trained officers and staff of 54 such bodies in project methodology (though the target was 100 organizations); in the Philippines, it met the target of training 6 organizations to design and implement skills-training programs like those of the TREE. Accordingly, it seems reasonable to conclude that the project's progress in pursuing its objectives 2002-07 was outstanding.

**2.** Partly because of this progress, and despite the official end of the project, continuation of activities begun under the TREE project seems highly likely in Pakistan (unless there is a major change in government), likely but more modest in the Philippines

NRSP's adoption of the TREE goals and methodology meant that it would sustain the activities in Attock and Mardan, and replicate them (as appropriate) in other centers that it operates across Pakistan. An NRSP affiliate, IRM, has extended the TREE approach to work with earthquake victims in still other areas of the country. And the national government, via an official request from the Minister of State for Finance,<sup>32</sup> has asked ILO for help in scaling up training on the TREE model. This effort, the Prime Minister's Program for Vocational and Skills Training, is targeted to help 300,000 beneficiaries, a hundredfold expansion of the original pilot project. By contrast, the future for TREE-inspired activities in the Philippines seems more modest, though still significant. TESDA/ARMM has adopted the TREE approach, and its Director plans using it to inform and sustain activities in that region. The former TESDA Director for Region XII (since moved elsewhere) expected to continue activities there via discretionary funds in his annual budget, and the local government of Davao City has expressed similar intentions. However, for the future of TREE-inspired activities to look solid and strong in the Philippines more broadly, greater advocacy backed by dedicated funding are necessary at the national level. Such support could come from organizations in the formal economic sector, NGOs, or the federal government, but so far none of these has stepped forth.

**3.** Via the TREE project, ILO and USDOL have reached a critical juncture in the pursuit of long-term goals -- such as decent work for all and/or a more stable and secure political-economic setting -- in the NWFP of Pakistan and the ARMM of the Philippines

The TREE project has been successful as a pilot initiative in both countries by identifying and then mobilizing target populations, helping to train them, and then fostering support for the former trainees so that a large majority finds gainful employment shortly afterward. To sustain that development trajectory, those trained and employed persons (and their support groups) should now be linked to on-going economic activity (e.g., in the formal sector) or to other development programs (e.g., aid efforts). Otherwise the momentum of change (and the

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<sup>32</sup> Khan, O.A., Official letter No. F. 5(9)-P-11/2005 to Mr. Juan Somavia, 15 January 2005.

activities and hopes of the people so engaged) may falter, as beneficiaries see their efforts plateau or even peter out. Disillusioned, they may then become angry and seek more radical ways of changing their circumstances. Such an outcome risks becoming even more dangerous than the status quo ante, at least in Pakistan. That is because project beneficiaries will have learned to mobilize individually and jointly, to increase their capacities through discipline, hard work, and effective training and support. They will have envisioned better lives, begun to hope and work to get them. Woe to any person or organization that is seen to raise such possibilities and then let them fall.

#### 4. The TREE approach has been robust in addressing rural poverty across several settings

This evaluation has demonstrated how the project employed the TREE approach to pursue objectives in areas of marginal or vacillating government control (Pakistan) and in helping to heal from a civil war (the Philippines). As highlighted in footnote 9 earlier, the approach may reinforce (or even help to improve) political security as it also equips and supports beneficiaries for better jobs. But that is not all, for the approach is proving effective in other efforts as well. As mentioned in Section B4 above, the IRM has used the TREE methodology in helping to rebuild and regenerate areas of Pakistan that were devastated by earthquake in 2005. And Section C4 above noted that the former NPC in the Philippines went on to direct CB-TREE (“Community-Based Training for Rural Economic Empowerment”), a project for post-tsunami relief and recovery in Sri Lanka. In addition to helping cope with social or natural disasters, then, the approach seems promising also for addressing needs of rural populations marginalized by less dramatic but perhaps more far-reaching economic trends. Such populations are now targeted by ILO projects planned for the Malagasy Republic, Niger, and other countries of Africa.

#### 5. Focusing more narrowly on project implementation, several “subconclusions” have emerged

First, **tracer studies** were critical to showing the effectiveness of TREE training and follow-up support, and independent studies of project impacts in both countries<sup>33</sup> found evidence consistent with the tracer studies. Second, having a **single implementing partner** organization with both capacity and nationwide reach (as with the NRSP in Pakistan) facilitates project administration and speeds replication, if the project merits scaling up to higher levels of activity. And third, where implementation is focused on a **minority population** (as with the TREE project in the Philippines), special conditions may apply. Such a focus can be appropriate – e.g., to heal from civil war and/or to redress historical injustices – but it also can complicate the extension or replication of project successes with other populations.

### B. Recommendations

As fits a summative final evaluation, most of the recommendations concerning the TREE project are directly related to the preceding conclusions and will be presented in **bold type**.

1. The project was able to meet or surpass almost all of its key targets: **recognize this success and build on it by exploring how it can inform/guide other projects for rural employment**. One step to facilitate this process would be to stop assuming that perfect

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<sup>33</sup> For Pakistan, see Khan, I., *ibid.* For the Philippines, see Bajunaid, M., *ibid.*

security is necessary before a project can begin. As mentioned in footnote 9 above, some degree of law and order is necessary, but project activity itself may help to build a safer environment so long as beneficiaries and implementing partners see people getting trained, finding jobs, and building better lives.

2. Continuation of TREE-inspired activities is highly likely in Pakistan: **continue supporting initiatives, such as the Prime Minister’s Program for Vocational and Skills Training or those described in “Skilling Pakistan”<sup>34</sup> to sustain the breakthrough.** Continuation is also likely but at a more modest level in the Philippines: **continue monitoring and (as possible) supporting efforts in the ARMM, Region XII, and Davao City to maintain TREE-initiated activities.** One way to implement this recommendation would be exploring with ILO’s traditional partners – employers’ associations, workers’ associations, and NGOs – how the activities may be linked to those in the formal sector of the Philippine economy. Another might be adding a training/employment specialist to the staff of ILO-Manila, as mentioned at the end of Section C3 above.

3. ILO and USDOL have reached a critical juncture in pursuit of long-term goals in strategic areas of Pakistan and the Philippines: **do not “declare victory and walk away,” for continued engagement will be necessary to seeking such goals in the NWFP and ARMM with the populations – beneficiaries and partner organizations – who know, and have been part of, the TREE project’s successes.**

4. The TREE approach has been robust in addressing rural poverty across several settings: **insightfully use or adapt elements of prior experiences (including the findings, consequences, and recommendations of this report) in planning and implementing the projects currently begin planned for Africa.** For example, the former NCP of TREE-Philippines left to lead CB-TREE in Sri Lanka. Mr. Baldemor’s wide experience and deep understanding of the TREE methodology may make him a worthy commentator or evaluator of the African projects.

5. And regarding the “subconclusions” about project implementation:

- When assessing the accuracy of **tracer studies** by questionnaire, evaluators might improve the questions (by translating them into local dialects – such as Maguindanao or Ilongo), the results (by presenting the collated answers to stakeholders for their feedback), and the process (by monitoring more closely how the questionnaires were administered);
- When feasible, and if all other factors are equal, seek a **single implementing partner** to ease administration and later replication/extension; and
- If future development efforts are designed to focus on an **ethno-religious minority**, incorporate at least one non-minority population as well in the project to illuminate how its successes may be extended more broadly.

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<sup>34</sup> National Vocational and Technical Education Commission (NAVTEC), “Skilling Pakistan: A Vision for the National Skills Strategy 2008-2012,” n.d.

## Annex A Project Performance Indicators

### PROJECT PERFORMANCE INDICATORS OF TREE PAKISTAN

OUTPUT INDICATORS	TARGET TOTAL	ACTUAL ACHIEVEMENTS	% target by end project
Skills Training	2,970	3,072	104
Skills Training for disabled	54	92	170
Literacy Program	720	746	104
Teachers Trained	36	32	89
Savings & Credit Groups	165	175	106
CMST	195	186	103
Business associations formed	6	7	117
LMST	40	41	103
Awareness-raising visits	38	32	97
Workshop / Seminar	6	5	83
Officers/Technical staff trained	100	54	54
Stakeholders with raised awareness	1,000	1,033	103

**Source:** Pakistan Training for Rural Economic Empowerment Project, Performance Data Table, 31 August 2007.

## PROJECT PERFORMANCE INDICATORS OF TREE PHILIPPINES

OUTPUT INDICATORS	TARGET TOTAL	ACTUAL ACHIEVEMENTS	% target planned by end project
Beneficiaries enrolled in skills training	1220	2280 beneficiaries enrolled	75 %
Trainees demonstrating competence in skills for which they have been trained	Not specified	2128 (93 %)	75 %
Number of partner organizations demonstrating capacity to identify needs & design training proposals	6	6 (100 %)	75 %
Number of needs-related training programs offered by TESDA	18 programs	30 (166 %)	Not specified
Corporate and community groups created that mobilize information, financial, other resources	16 groups	23 (191 %)	75 %
Number of beneficiaries utilizing skills acquired in training (based on tracer study 3-5 months after training)	Not specified	555 out 586 monitored (95 %)	Not specified
Average monthly income before training	Not specified	PHP 2,626.89	Not specified
Average monthly income after training	Not specified	PHP 5,390.82	Not specified
Average increase in monthly income	Not specified	PHP 2,764.33	Not specified
Rate of increase in monthly income after training	Not specified	105 %	Not specified
Trainees utilizing training from TREE training programs for income generation		<u>1 week after training</u> <b>95 enterprises created</b> 1897 beneficiaries monitored <b>1145 beneficiaries engaged in enterprises (60%)</b>	Not specified
		<u>3-5 months after training</u> 586 beneficiaries 555 using their skills 95 % skills utilization rate	

**Source:** Comparative Table – Performance against Strategic Plan (Planned Targets are based on 3 years regular period as agreed in the Strategic Plan. The actual performance covers the 3 years plus the 2 years extension.



## Annex B – PMP Pakistan

### Performance Monitoring Plan

**Project: Pakistan Training for Rural Economic Empowerment**

**March 17, 2004**

<i>Performance Indicator</i>		<i>Data Acquisition</i>				<i>Analysis, Use &amp; Reporting</i>	
Performance Indicator	Indicator Definition and Unit of Measurement	Data Source	Method/Approach of Data Collection	Schedule/Frequency	Responsible Person(s)	Schedule by Mgmt	Responsible Person(s)
<b>Development Objective: Increased economic opportunities, security and peace in target areas</b>							
<b>Immediate Objective 1: Increased employment for target groups</b>							
	<p>Participants are drawn from target groups (women, youth and persons with disabilities). Tree programs include all training programs implemented by the project (vocational, entrepreneurial, management and/or literacy/numeracy). Income generating activities include all forms of employment (wage, self employment, part time or piece work).</p> <p>Youth includes individuals 15 to 35 years of age.</p> <p>Unit: participants</p>	Project team in districts		Quarterly	NPC	Semi-annual technical progress review (Feb and August)	NPC
<b>Immediate Objective 2: Increased access to information and financial resources for target groups</b>							
# business associations created that mobilize information or other resources for target groups		Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb and August)	NPC
Target: 2/3 of 6							
# savings and credit groups created that access financial		Project and NRSP team in districts		Every six months beginning in	NPC	Semi-annual technical progress	NPC

resources for target groups  Target: 70% of 150				Sept 2004		review (Feb, August)	
<b>Output 1 : Business associations and savings and credit groups office-bearers and members trained in organization management and procedures</b>							
Office-bearers and members trained  Target: 40 from Business Associations  150 from Savings and credit groups		Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC
<b>Output 2 Awareness of members and leadership of business associations and savings and credit groups raised regarding markets, suppliers, service providers and similar organizations within and outside their region</b>							
Members and leadership visits  Target: 15		Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC
<b>Sub-Immediate Objective 1: Increased vocational, entrepreneurial, managerial, literacy/numeracy skills among target groups</b>							
	Competence in skills will be assessed by the Instructor for each participant based on observation, simulation or examination after course completion.  Unit: trainees	Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC
<b>Output 3 Persons from target groups trained in vocational, entrepreneurial, managerial and literacy/numeracy skills</b>							
	Trained persons are those completing at least one skills and entrepreneurship, management or literacy/numeracy training course	Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC
<b>Sub-Immediate Objective 2: Increased institutional capacity within partner organizations to design and implement skills training programs for target groups</b>							

# of needs-related training programs offered by partner training organizations  Disaggregated by institute  Target: to be determined	Needs-related training programs are those designed based on the input from the field teams in consultation with local communities. As opposed to standard vocational training courses, needs-related programs are practical skills programs matched to identified economic opportunities.  Types of courses will be reported using short descriptions of the needs related program.	Project team in districts and Islamabad		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb and August)	NPC
<b>Output 4 Staff of partner organizations and other community organizations trained in project methodology and extension services</b>							
Officers/technical staff trained  Target: 100	Staff of organizations will complete training in areas such as community mobilization, needs assessment, training delivery and follow up, extension services and enterprise development  Officers and technical staff are from local government departments, NGOs, community based organizations and NRSP	Project team in districts		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC
<b>Output 5 Awareness of project methodology raised for partners organizations and other stakeholders</b>							
# partners and other stakeholders with raised awareness  Target: 1000	Partner and other stakeholder awareness raised through project staff presentations at public forums and workshops organized by national, regional , provincial and community organizations  Unit: persons	Project staff		Every six months beginning in Sept 2004	NPC	Semi-annual technical progress review (Feb, August)	NPC

## Annex C - Project Workplan, Philippines

*Development objective: Contribute to lasting peace and socio-economic development by providing assistance in expanding economic opportunities and income security through workforce training and employment creation*

[illegible]











## **Annex D - TOR**

### **USDOL/ILO Project in Expanding Economic Opportunity and Income Security through Workforce Education in Pakistan and the Philippines**

#### **Final Evaluation TERMS OF REFERENCE**

##### **I. Project Description**

In FY2002, the U.S. Department of Labor funded a \$3,096,858 project centered in the Philippines and Pakistan, from September 2002 through September 2005. The project was subsequently extended to September 2007. In both countries, there is a desperate need to create employment opportunities and enhance the capacity of the most disadvantaged groups to generate income. The project's objective is to build on and enhance the capacity for developing skills and creating employment opportunities of the most socially and economically disadvantaged groups in Pakistan and the Philippines, including rural women, disenfranchised young adults and people with disabilities.

In Pakistan the project has contributed to socio-economic development by addressing the need for productive employment for the disadvantaged and vulnerable segments of society. The project has had the following objectives:

- To implement at grassroots level NWFP policy and strategy concerning rural women's and young adults' meaningful productive economic activities
- To give the practical knowledge and stimulation needed to create support for the productive efforts of women and young adults.
- To create a structure for self-reliance of rural women, i.e., women's business organizations, savings and credit groups, and networks among such groups
- To create public awareness of the provincial Government's program and strategy for rural women's participation in the economic and social development of NWFP

In the Philippines, the project has aimed to contribute to the stability and socio-economic development of the small business community by addressing the need for productive employment of the disadvantaged and vulnerable segments of society. More specifically, the project will build on previous ILO experiences in skills and enterprise development for employment promotion, income generation, and local economic development in Mindanao, and enhance the capabilities of national and local institutions in planning, designing, and implementing community-based training and support as part of the local empowerment efforts and decent work promotion. As such, the project has focused on the following objectives:

- To develop community structures for micro-finance support programs, management systems for community enterprises, and capital support for community corporations/ cooperatives.
- To provide skills training opportunities through needs-based vocational training and enterprise literacy and entrepreneurial programs.
- To develop partnership agreements with government and non-government organizations and corporate linkages between communities and the formal sector, particularly with business corporations.
- To prepare documentation, including relevant studies and descriptions of management systems, methodologies and strategies used by the project for information-sharing with project partners.

The ILO's Training for Rural Economic Empowerment (TREE) program which was conceptualized under the principles of community-based training (CBT) was implemented under the Project. This program is part of an integrated employment generation and poverty alleviation program which promotes income generation

and local economic development by providing the target groups with skills, knowledge, post training support through small business training, and linkages to credit schemes.

In March of 2004, a generic TREE strategic framework, including a performance monitoring plan (PMP) and data tracking table, was developed for the generic project design. Each country then developed its own specific strategic framework, PMP and data tracking table. The generic objectives are as follows:

**Immediate Object 1:** Increased employment for target groups.

**Immediate Objective 2:** Increased access to information and financial resources for target groups.

**Sub Immediate Objective 2:** Increased vocational, entrepreneurial managerial and or literacy of numeric skills among target groups

**Sub Immediate Objective 2:** Increased institutional capacity within partner organizations to design and implement skills training programs for target groups.

In January, 2005 a Mid-term evaluation was conducted to assess the progress made by the Project in Pakistan and the Philippines and addressed issues of project implementation and project impact. The Project then had made substantial progress towards the achievement of its development objective given its outputs, benefits to the target groups, and impact. During that period, Pakistan had trained 1,138 beneficiaries in vocational, entrepreneurial, managerial and literacy/numeracy skills which was 47% of their targeted beneficiaries while the Philippines trained 514 beneficiaries in vocational and entrepreneurial skills or 42% of the targeted beneficiaries. Delays have been caused by security issues which had affected project implementation.

The Project directly supports the ILO's broader initiatives set out in its **Decent Work Country Programme (DWCP)** framework of Pakistan and the Philippines. Each country's DWCP has organized the ILO's cooperation to effectively enable a country to make progress in achieving its goals of providing decent work for women and men on conditions of freedom, equity, security and human dignity. The DWCP has been developed in agreement with the constituents.

Pakistan has linked the Project under a specific DWCP outcome and prioritized the promotion of decent work and employment opportunities through employment and skills development for vulnerable groups, and those affected by the earthquake in 2005. In the Philippines, the Project is linked to the DWCP outcome of applying local development strategies to enhance economic and social opportunities for women and men in selected locations including in Mindanao and other conflict areas, and the operational outcome of poverty reduction through local employment and empowerment.

## II. PURPOSE OF FINAL EVALUATION

The primary purpose of this final evaluation is to assess the overall impact, relevance, effectiveness and sustainability of the Pakistan/Philippines Workforce Education Project.

The Management Procedures and Guidelines of the USDOL-ILO Cooperative Agreements and the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects will be the guiding instruments with respect to this evaluation. The evaluation will also assess/evaluate strengths and weaknesses in project implementation, outline "lessons learned" and "good practices", and provide recommendations.

This final evaluation will be independent, and the specific nature, timing and scope will be determined through a transparent and consultative process and on the basis of consultations with key project stakeholders. USDOL and the ILO have jointly developed these terms of reference (TOR) which will be subsequently finalized in a consultative process.<sup>35</sup>

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<sup>35</sup> USDOL-ILO Management Procedures and Guidelines, August 2006

## **Key evaluation questions**

The Evaluation Team will address issues of both project implementation and project impact and address the following key aspects of the evaluation:

- The validity of project objectives, strategy and assumptions;
- Results achieved in terms of increasing employment opportunities and increasing access to information, financial resources and other resources for target groups;
- Increased vocational, entrepreneurial, managerial and/or literacy/numeracy skills among the target groups;
- Relevance of capacity building within partner organizations to design and implement skills training programs for target groups;
- Stakeholder buy-in, support, and participation in the project;
- Barriers to successful implementation;
- Impact /benefits accrued to the target groups;
- Effectiveness, efficiency and sustainability of the program;
- Lessons learned and good practices

In addition, the final evaluation should provide the project management team, ILO field and headquarter staff, project stakeholders, and the donor with the feedback and information needed to assess policies, strategies, data collection methods, objectives, institutional arrangements, work plans, and resource allocation.

The specific areas to be addressed in the evaluation will include:

### **Validity of design**

- Is the project design and approach realistic, appropriate, and achievable within the respective country cultural/economic/traditional contexts?
- Were the objectives of the project clear, realistic and achievable within the established timeframe of the project? Why or why not?
- Analyze and assess the logical framework of the project, PMP, selected indicators, and proposed means of verification. Were all of these measures accurately identified and useful to project outcome?
- Were the beneficiaries clearly identified in the project document? What, if any, impact did this have on project outcome or achievement?
- Discuss the decision-making process involved in adapting existing ILO tools and guides to the target groups and the circumstances surrounding the decision to develop new ones.
- Has the project complemented other ILO projects or programs in the country? Please elaborate.

### **Relevance and Strategy**

- To what extent has the project enhanced the capacity of its beneficiaries in developing skills and creating employment opportunities for the most socially and economically disadvantaged groups in Pakistan and the Philippines?
- How were the programs for the targeted beneficiaries identified? To what extent were the stakeholders involved in the design and implementation of skills training?
- Did the stakeholders and beneficiaries assume ownership of project objectives and achievements?
- Evaluate the relative advantages and or disadvantages of the involvement of employers' and workers' organizations in implementation of the project.
- To what extent is the project harmonized with the ILO's Decent Work Country Programme (DWCP) and country (e.g. Country Development Plans) and constituents' priorities?

## **Project progress and effectiveness**

- Assess the extent to which the project achieved its objectives. Were there any delays in or obstacles to project progress, and if so, did these diminish its overall effectiveness?
- Was there increased employment (quantity and quality) for the target groups in both Pakistan and Philippines? What evidence, if any, exists to support the findings?
- How effective was the Training for Rural Economic Empowerment (TREE) approach in providing skills and employment for the target beneficiaries? Please elaborate.
- How do you assess the project's implementation performance, in particular the quality and use of the materials developed by the project (best practices manuals, brochures, leaflets, etc.)?
- How effective was the project in terms of increasing access to information and financial resources for the target groups for their livelihood and income activities?
- How effective was the project in providing increased vocational, entrepreneurial, managerial and literacy/numeracy skills among the target groups?
- How effective was the project in improving the institutional capacity among partner organizations in designing and implementing skills training programs for the target groups
- Were the target groups provided access to vocational, entrepreneurial, managerial or literacy/numeracy skills?
- To what extent has institutional capacity been increased for the stakeholders as well as for partner organizations in designing and implementing skills training programs?
- How were the stakeholders involved in project implementation?
- What other factors affected project progress and effectiveness?

### **Efficiency of resource use**

- Have resources been allocated strategically? Please provide examples.
- Have resources been used efficiently? Please provide examples.
- Was the strategy to support local/community-based activities cost-effective and results-effective?
- To what extent have the tools development or adaptation and skills training activities been cost-efficient?
- Have the project funds been delivered timely and outputs delivered timely?

### **Effectiveness of management**

- Have management capacities been adequate?
- Did the project receive adequate technical and administrative support from the ILO, partners and donor? How efficient and effective was the process of communication from the field office, regional office, headquarters and the donor?
- How effective was the Project Management Performance (PMP) framework?
- Has the project systematically monitored its results?
- Has the choice of partners been strategic in terms of the implementing the strategy?
- Has the cooperation with the partners been efficient?

### **Impact and sustainability**

- How has the project contributed to the broader and longer term development impact of poverty alleviation and decent work?
- Has the project approach and its results been up-scaled and replicated? Were concrete plans developed?
- Has the TREE approach been mainstreamed in any existing national/local programs?
- Have the outputs and benefits of the project contributed to any national/local policy development in Pakistan and the Philippines?
- How effective has the project been in promoting local ownership of the TREE approach and promoting long-term sustainability?

- Are there technical and financial commitments from national/local institutions to continue to service the target groups in the project sites in Pakistan and the Philippines after the project ends?
- What are the realistic and long-term effects of the project on decent work and poverty levels of the people?

### **Special Concerns**

- Provide appropriate recommendations to more closely link the Project's interventions with ILO's mainstreamed work in both Pakistan and the Philippines in such areas as poverty and gender.
- How is the Project anchored to the institutional set-up in both Pakistan and the Philippines and how this has contributed to the implementation of the Project. Identify lessons learned and recommendations.
- How did the Project in both Pakistan and the Philippines contributed and responded to their respective DWCP as agreed with the constituents

## **PROJECT STATUS**

### **OVERALL**

- The project continued to provide assistance to partner organizations in planning, delivering and monitoring skills and entrepreneurial training programs. The processes and tools of the TREE methodology, as adapted in both countries and contained in the TREE User's Manual are being used for these purposes.
- The data on the project achievements is being collected and analyzed by the project staff in both countries to assist participating agencies in making decisions regarding sustainability and eventual institutionalization of the TREE methodology. The issue of sustainability of the program remains a key concern of the project.

The following summarizes the achievements of the Project in both countries .

### **Pakistan:**

- The experience of the project is being widely shared with various organizations involved in the post-earthquake relief work and with other training organizations. The TREE approach in identifying economic and income generating opportunities, providing demand-oriented training and post-training support services is now being practically applied as an innovative employment and income generation methodology amongst the available approaches to create employment and income possibilities for economically disadvantaged groups.
- As noted in earlier reports, the Government of Pakistan, under the Prime Minister's Skills Development Program, decided to adopt the TREE methodology for developing skills and creating employment opportunities for economically disadvantaged groups across the country. The ILO, in collaboration with UNDP, is providing support through a preparatory assistance project to the Prime Minister's program.
- It should be noted that strong participation and the interest of women has been very encouraging considering the socio-cultural, mobility and economic constraints they face. An analysis revealed that the project has made substantial progress in terms of empowering women. It is reflected in the participation rate of women in project activities. The cumulative percentage of women who were able to get either wage or self-employment after completion of skills training and literacy courses has now reached 91%. This is quite an impressive figure in Pakistan overall, but especially so in the NWFP.

- Provincial governments have sought further technical and advisory assistance from the ILO in the TREE replication exercise.
- During the period up to March 31, 2007, a total of 8,024 beneficiaries have been identified. After going through a two-tier screening process, 3,000 were selected for skills training programs out of which 2,912 people including 1,834 male youth, 1,078 women were trained in different disciplines. These also include 92 people with disabilities trained so far in different trades.
- A total of 185 Savings and Credit Groups have been organized out of which 98 are female and 87 are male groups. These groups have been linked with microfinance services of NRSP in the Districts of Mardan, Malakand and Ghazi Barotha Taraqiati Idara (GBTI) and with NRSP in District Attock. So far, 235 beneficiaries have obtained credit amounting to approx. RS. 2 million. The credit is mainly utilized for establishing/expanding small businesses.
- The employment trends for males shows 29% as self employed, 47% as wage employees in the labor market, and 12% apprentices. A further 4% are still looking for work and placement efforts are underway for these beneficiaries. On the female side 77% are self employed, 14% percent are wage earners, and a limited percentage of beneficiaries are working as apprentices and looking for work.

#### Philippines:

- So far, 1,660 beneficiaries have been trained and assisted in gaining employment and/or engaging in income generating activities within 80 communities of 5 provinces in ARMM and Davao Regions. In addition, 280 people are still undergoing 19 training courses in various trades, as identified by the project and its partners in 13 communities. Training courses in pre-identified employment and income generating opportunities are being planned and designed for another group of 300 beneficiaries from target groups in ARMM and Davao Regions.
- Advisory services have been provided on managing community-oriented credit funds and support to beneficiaries in developing and managing their own small enterprise and income-generating activities. So far, 64 Corporate Community Groups (CCGs) have been organized and assisted. The project continued to assist the CCGs and their community funds projects in generating and managing additional resources. These resources are being used to assist post-training support activities of the project. For example, in Davao Region the Local Government Units are now providing organizational and capital support to the enterprises being established by the trainees/beneficiaries of the project.
- A number of capacity-building workshops have been conducted for staff of participating organizations in the Davao Region. For example, as a result of these training workshops, the Technical Education and Skills Development Authority (TESDA) Regional Office and the Social Welfare and Development Division are now utilizing the TREE Methodology in their training and livelihood projects. Their micro-finance scheme is now being used to support post-training needs of the graduates.
- In cooperation with TESDA, the project provided training on the practical application of the TREE methodology to a group of Community Training and Employment Coordinators to be engaged in TREE-related activities in their respective communities of the Davao Region.
- There is still an on-going peace initiative between the Government and the Moro Islamic Liberation Front (MILF). However, the process is quite slow and, thus influencing implementation of the project activities in non-secured areas.

- The project has extended its activities in more secure areas, such as Davao Region. The TREE methodology has been introduced to the selected local government units and training providers (TESDA). However, it will still need more effort and time to secure local partnership and fully integrate the methodology into partner/agency policies and their budgets.
- It is evident that the TREE project should continue providing technical support to demonstrate the impact of the methodology in ARMM and other more secured regions of the country.
- The tracer studies continue to reveal the high level of interest of the target groups to participate in vocational training programs and start their own income-generating activities. In particular, the interest and participation of women in project activities has been very encouraging.

There are number of on-going activities which the project continues to implement.

## **Pakistan**

- Discussions on implementation of the project methodology have continued with all the stakeholders at different forums.
- Training of trainers in the TREE methodology was organized for the project's stakeholders and partners both from Punjab and NWFP.
- A total number of 792 people have been trained in different disciplines whereas another 100 are about to be enrolled for training.
- Twenty-eight Functional Literacy Centers have been established and as many teachers have been identified and trained.
- Twenty-nine Savings and Credit Groups have been organized and linked to microfinance services of the National Rural Support Program.

## **Philippines**

- Approximately 80%, of materials have been tested and validated in the field and prepared in draft Manuals. There are now five draft manuals of the project being prepared.
- Completion of the capacity building training of the Community Training and Employment Centers (CTECS).
- The utilization of the TREE methodology by the CTECS of the various partners resulted in the conduct and completion of various training programs in the provinces.
- Continuous technical advice is provided to the organized groups not only on the operation of their Co-Fund but also on the need to identify enterprise ideas and training needs in the community using the TREE approach.

For more complete status of the project, please see most recent technical progress report.

## **IV. EVALUATION TEAM**

The evaluation team will be led by an independent evaluator selected by USDOL, The independent evaluator with specific skills in international project evaluation, familiar with international project implementation and preferably with experience in Southeast Asia, will be the team leader of the evaluation team. There will be a second independent evaluator selected by the ILO.<sup>36</sup> The evaluation will adhere to the norms and standards of USDOL, UN organizations and apply good practices outlined in OECD/DAC reviews.

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<sup>36</sup> With reference to ILO Guidelines on Evaluation and ILO experiences and good practices in conducting project evaluation

If possible, the governments of Pakistan and Philippines will be invited to identify a third evaluator who has experience in project evaluation but who has not been an implementing partner in the TREE Project.

The Team Leader is responsible for conducting the evaluation according to the terms of reference (TOR). He/she shall:

- Review the TOR and provide inputs, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Review the evaluation framework and work in consultation with USDOL and ILO to refine the framework, as necessary.
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) according to the agreed USDOL/ILO evaluation framework
- Prepare and submit an initial draft of the evaluation report with the assistance of the ILO independent evaluator to USDOL and ILO, and prepare final report incorporating recommended changes as necessary.

The ILO independent Evaluator and possible national evaluators shall assist the Team Leader in conducting the evaluation. He/she shall:

- Work closely with the Team Leader in reviewing the TOR
- Provide inputs to the Team leader in the review of the evaluation framework
- Assist the Team leader in implementing the evaluation methodology
- Ensure that the evaluation is conducted according to USDOL, ILO guidelines and adhered to the norms and standards of UN organizations and good practices
- Integrate and mainstream within the evaluation framework the ILO's Decent Work program and ILO concerns related to poverty, gender and other issues pertinent to the ILO
- Provide inputs to the Team leader in drafting the evaluation report
- Contribute to ILO's overall organizational learning on evaluation and follow-up on the evaluation results

The USDOL Project Manager is responsible for:

- Drafting the evaluation TOR;
- Finalizing the TOR with input from the ILO and the evaluator;
- Reviewing and providing comments of the evaluation report; and
- Approving the final draft of the evaluation report.

The ILO Evaluation Manager is responsible for:

- Working closely with USDOL in preparing the TOR
- Identifying the ILO external evaluator
- Reviewing and providing comments on the evaluation report
- Ensuring proper project staff and stakeholder consultation
- Circulating draft and final report
- Ensuring follow-up

The ILO Project Director and staff are responsible for:

- Providing project background materials;
- Assist in the implementation of the evaluation methodology, as appropriate (i.e., participate in interviews, review documents, observe committee meetings) in such a way as to avoid bias in evaluation findings.



- Scheduling all meetings;
- Reviewing and providing comments on the evaluation report.

## V. EVALUATION SCOPE (Suggest to replace this section with key evaluation questions inserted above)

To summarize, the Final evaluation will:

1. Evaluate the validity of the project methodology and approach.
  - a. Evaluate the quality and impact of project activities on participants.
  - b. The tripartite approach in the context of the country
2. Assess the project implementation performance.
  - a. Quality and use of the materials adapted or newly developed by the project. (Best practice manuals, brochures leaflets, etc.)
3. Evaluate the management performance effectiveness of the project, which include staffing responsibilities and communications (ILO, NPC, and key personnel).
4. Evaluate the project's sustainability plan. Are project improvements/activities likely to be sustained after project completion? By whom?
5. Assess whether the monitoring system for collecting performance data is appropriate for systematically measuring impact of project performance. Is there sufficient staff to collect the data and is the data reliable?
6. Assess level of stakeholder commitment to project (NGO's, Employers, MOL, trade unions, workers, USAID, UNAIDS, ILO)

## VI. EVALUATION METHODOLOGY

**Document Review.** The evaluators will review the following documents before conducting any interviews or trips to the region.

- The Project Plan
- Quarterly reports
- Reports from events
- Training Materials from the events
- Trip Reports
- New Strategic Framework and PMP
- Work plans
- Other relevant documents

**ILO HQ Briefing.** The evaluators will meet with ILO HQ Skills and Employability Department (EMP/SKILLS) Director and Senior staff for briefing on community-based training (CBT)/Training for Rural Economic Empowerment (TREE) and in particular, with its work in developing the generic TREE manual and implementing local strategies on skills development. It will be a good opportunity to discuss EMP/SKILLS future and expansion plans of the TREE methodology. There is also an on-going desk review of technical cooperation projects in promoting and implementing the ILO's CBT/TREE approach in a number of countries

**Individual Interviews.** Individual interviews will be conducted with the following:

- a. ILO line managers and staff in the country offices (i.e. ILO country office in Islamabad and ILO Sub-regional office in Manila)
- b. ILO Project Staff
- c. Randomly selected individuals from the following groups:
  - Workers and employers who have received the training

- National Tripartite Committee Members
- Employer groups, unions, NGO's that have received training or otherwise worked with the project.
- Labor Ministry staff who have worked with the project
- Training participants
- Training institution staff
- Potential institutions interested in TREE trainings
- Employers of people who have received training
- US AID
- US Embassy

**Field Visit.** Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these terms of reference. The evaluation team should conduct meetings alone in Pakistan and the Philippines, without the participation of any project staff.

**Debrief in Field.** The evaluators will present preliminary findings, conclusions, and recommendations to the ILO line managers, project staff and stakeholders (including employer, government, and union representatives.). ILO EMP/SKILLS will participate through telephone or video conference.

## VII: DURATION AND MILESTONES OF EVALUATION

The following is a schedule of tasks and anticipated duration of each:

<b>Tasks</b>	<b>Work Days</b>	
Preparatory Research	3	Before trip
Field Research	12	September 17th-30 <sup>th</sup> 2007
Travel days	4	
Draft Report	5	October 30 <sup>th</sup> , 2007
Finalization of Document	3	November 15 <sup>th</sup> , 2007
	27	

## VIII: DELIVERABLES

A. Draft Report that outlines general findings by October, 31<sup>st</sup> 2007

B. A Final Report, original plus 5 copies, will be submitted to USDOL within three days after receiving final comments from USDOL and the ILO. The report should also be sent to USDOL and the ILO electronically.

## IX. REPORT

The evaluators will complete a draft of the entire report following the outlines below, and share electronically with the USDOL Project Manager and the ILO Evaluation Manager by October 31<sup>st</sup>, 2007. USDOL and ILO will have 5 days to provide comments on the draft report. The evaluators will produce a re-draft incorporating USDOL and ILO comments where appropriate, and provide a final version within three days of having received final comments from USDOL and ILO.

The final version will follow the following format (page lengths by section illustrative only), and be no more than 20 pages in length, excluding the annex:

1. Title page (1)

2. Table of Contents (1)
3. Executive Summary (2)
4. Acronyms (1)
5. Background and Project Description (1-2)
6. Purpose of Evaluation (1)
7. Evaluation Methodology (1)
8. Project Status (1-2)
9. Findings, Conclusions, and Recommendations (no more than 10 pages)  
This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

#### Annex

Strategic Framework

Project Document

Project PMP

Project Workplan

TORs for Project Evaluation

List of Meetings and Interviews

Evaluation Question Matrix

Other relevant documents

## Annex E – Interviews and Meetings

### ILO-USDOL TREE Project (Geneva)

Final evaluation

#### List of Meetings and Interviews: Dr. Fred Huxley

Date	Time	Activities
17 September (Monday)	20:30	Telephone Conference with Ms. Amy Torres, EMP/SKILLS
18 September (Tuesday)	10:00	Videoconference with ILO-Islamabad and ILO-Bangkok - Ms. Chris Evans-Klock, Director EMP/SKILLS - Ms. Amy I. Torres, EMP/SKILLS - Mr. Trevor Riordan, TREE Project Director - Mr. Dong Li, ILO Country Director - Mr. Manzoor Khaliq, Senior Programme Officer - Ms. Lucita Lazo, ILO Consultant
	11:00	Continuation of discussions with EMP/SKILLS
	16:00	Interview - Ms. Josiane Capt, TREE Madagascar
19 September (Wednesday)	10:00	Interview - Mr. David Lamotte, Local Economic Development (LED)
	14:00	Interview - Ms. Carla Henry, Senior Evaluation Officer
	17:00	Telephone Conference - Mr. Everett Murtagh (USDOL) - Ms. Rebecca Macina (USDOL) - Ms. Patricia Vazquez (Macro)
20 September (Thursday)	12:00	Luncheon Conference - Ms. Chris Evans-Klock, Director EMP/SKILLS - Ms. Amy Torres, EMP/SKILLS
	13:30	Telephone Conference with ILO SRO-Manilla - Ms. Junko Nakayama, Technical Officer
	14:00	Telephone Conference with Ms. Lucita Lazo, ILO Consultant
	14:30	Continuation of discussions with EMP/SKILLS
21 September (Friday)	8:00	Telephone Conference with ILO-Islamabad - Mr. Manzoor Khaliq, Senior Programme Officer
	16:00	Debriefing Conference with EMP/SKILLS

**ILO-USDOL TREE Project (Philippines)**  
Final evaluation  
**List of Meetings and Interviews: Dr. Fred Huxley**

<b>Date</b>	<b>Time</b>	<b>Activities</b>
24 September (Monday)	10:00 11:00 14:00 19:00	Discussions with Ms. Lucita Lazo, ILO Consultant Initial briefing in ILO Manila - Ms. Linda Wirth, Director, ILO SRO-Manila - Ms. Keiko Niimi, Deputy Director, ILO SRO-Manila Interview - Mr. Rodolfo Baldemor, Consultant, TREE Project Interview - Mr. Omar Shariff Jaafar, Director, TESDA-ARMM
25 September (Tuesday)	10:30 14:30	Interview - Mr. Ariel Castro, Director for Education, Trade Union Congress of the Philippines (TUCP) Interview - Mr. Trevor Riordan, TREE Project Director
26 September (Wednesday)	10:00 14:00 15:30	Interview - Mr. Tony Asper, Executive Secretary to the National President, Federation of Free Workers (FFW) Interview - Mr. Roland Moya, Deputy Director General, ECOP Interview - Ms. Junko Nakayama, Technical Officer, ILO SRO-Manila
27 September (Thursday)	10:00 12:00 13:00	Interview - Ms. Marta Hernandez, Executive Director, TVET Systems Development, TESDA Telephone Interview - Mr. Juanito C. Cueva, Ceso III, Regional Director, Region XII, TESDA Telephone interview - Hadja Bainon G. Karon, Federation of Bangsamoro Women - Mayor Muslimin G. Sema, Chairman, TREE Project Executive Committee, MNLF
28 September (Friday)	10:30 14:30	Telephone interview - Mr. Barry Fullerton, Political Officer, US Embassy of the Philippines Debriefing in ILO SRO-Manila, Videoconference with EMP/SKILLS and ILO-Islamabad
29 September (Saturday)	14:00	Discussion to plan report writing - Ms. Junko Nakayama, Technical Officer, ILO SRO-Manila - Ms. Lucita Lazo, ILO Consultant
30 September (Sunday)	7:30	Final Debriefing - Ms. Linda Wirth, Director, ILO SRO-Manila - Ms. Lucita Lazo, ILO Consultant

**ILO-USDOL TREE Project (Pakistan and the Philippines)  
Final Evaluation**

**List of Meetings and interviews: Lucita S. Lazo, ILO Consultant**

<b>Date</b>	<b>Time</b>	<b>Activities</b>
14 September (Friday)	14:00	<ul style="list-style-type: none"> <li>- Signing of External Collaboration Contract</li> <li>- Junko Nakayama, ILO SRO-Manila</li> <li>- Briefing by phone by EMP/SKILLS (Amy Torres)</li> </ul>
15 September (Saturday)		Contract start
16 September (Sunday)		<u>Travel:</u> TG 625 MNL - BKK 2030 2245
17 September (Monday)	AM  PM	Travel to Islamabad; TG 509 BKK - ISB 1050 1400  <ul style="list-style-type: none"> <li>- Briefing on Pakistan TREE component by ILO Islamabad</li> <li>- Li Dongli, ILO Country Director</li> <li>- Manzoor Khaliq, Senior Program Officer</li> <li>- Rabia, Programme Assistant</li> </ul>
18 September (Tuesday)	9:00 – 11:30  12–13:30	<ul style="list-style-type: none"> <li>- Interviews with NRSP Executives and Officers</li> <li>- Dr. Rashid Bajwa, CEO</li> <li>- Agha Ali Javad, General Manager, National Rural Support Programme</li> <li>- Muhamad Tahir Waqar, Project Manager, Monitoring Division</li> <li>- Videoconference briefing by Amy Torres with USDOL Consultant (Geneva, Islamabad &amp; Bangkok)</li> </ul>
19 September (Wednesday)	7:00–17:00	Field visits and interviews with beneficiaries and project partners (Attock region) Naila Khatoon, Asmma Jabeen, Yasir Ali Shah, Muhammad Javed Iqbal, Robina Bibi ,Farhat Gharzala, Salma Khatoon,  Visit SDAA Office
20 September (Thursday)	7:00–17:00	- Field visits and interviews with beneficiaries and project partners (Mardan region)
21 September (Friday)	10:00	<ul style="list-style-type: none"> <li>- Debriefing at ILO Islamabad</li> <li>- Manzoor Khaliq, Senior Program Officer</li> <li>- Rabiya, Assistant Program Officer</li> </ul> <u>Travel:</u> TG 510 ISB - BKK 1510 2215
22 September (Saturday)		<u>Travel:</u> TG 620 BKK - MNL 0920 1335
23 September (Sunday)		Consolidation of Pakistan Field Notes
24 September (Monday)	10:00  PM	<ul style="list-style-type: none"> <li>- Discussions with Fred Huxley, USDOL Consultant</li> </ul> <u>Travel</u> to Davao by PAL
25	7:30–17:30	- Briefing and interviews with TREE Davao team, project

Date	Time	Activities
September (Tuesday)		partners and project sites around Davao - Rodolfo Baldemor, TREE Consultant and former CTA - Slava Korovkin, TREE Consultant
26 September (Wednesday)	7:30–17:30	Field visits and interviews
27 September (Thursday)	AM  13:00  16:00-18:00	- Interviews in Davao (ILO Tree project office) with La Frutera Inc. representatives  Telephone conference - Hadja Bainon G. Karon, Federation of Bangsamoro Women - Mayor Muslimin G. Sema, Chairman, TREE Project Executive Committee, MNLF  Meeting of TREE Partners for Official Project Closure at Waterfront Hotel in Davao - Trevor Riordan, TREE Project Director
28 September (Friday)	AM  14:30	<u>Travel</u> to Manila by PAL  Debriefing at ILO SRO-Manila Videoconference with EMP/SKILLS and ILO-Islamabad Discussions with Fred Huxley, USDOL Consultant.
29 September (Saturday)	14:00	- Discussion to plan report writing - Fred Huxley, US DOL Consultant - Junko Nakayama, ILO SRO-Manila
30 September (Sunday)	7:30–9:00	- Debriefing with Linda Wirth, Director, ILO SRO-Manila

## Annex F - TREE Evaluation Project Matrix

Data and Sources	Informants				
	DOL/ILO	Project staff	Partner Staff	Beneficiaries	Methodology
Logframe, Workplan, PMP, MTeval	Project Managers	Project Directors, Key staff		Rural women, youth, disabled	Document review, interviews staff and beneficiaries
DWCP, CDP, ILO trad parts	Project Managers	Project Directors, Key staff	Govt, Emp/Wkr Orgs		Document review, interview key informants
Logframe, Workplan, PMP, MTeval	Project Managers	Project Directors, Key staff		Rural women, youth, disabled	Document review, interview staff and benef.
Logframe, Workplan, PMP, MTeval	Project Managers	Project Directors, Key staff		Rural women, youth, disabled	Document review, interview staff and benef.
Logframe, reports, MTeval		Project Directors, Key staff		Rural women, youth, disabled	Document review, interview staff and benef.
Logframe, Workplan, PMP, MTeval	Project Managers	Project Directors, Key staff	Govt, Emp/Wkr Orgs	Rural women, youth, disabled	Document review, interview staff and benef.
Logframe, Workplan, PMP, reports, MTeval		Project Directors, Key staff	Implementing partners	Rural women, youth, disabled	Document review, Interview staff, partners, benef.
Logframe, reports, MTeval	Project Managers	Project Directors, Key staff	Implementing partners	Rural women, youth, disabled	Document review, Interview staff, partners, benef.
reports, Mteval		Project Directors, Key staff	Implementing partners		Document review, Interview staff, partners
reports, Mteval	Project Managers	Project Directors, Key staff	Implementing partners		Document review, Interview Mgrs, staff, partners
Logframe, reports, MTeval	Project Managers	Project Directors, Key staff	Implementing partners	Rural women, youth, disabled	Document review, Interview staff, partners, benef.
reports, Mteval	Project Managers	Project Directors, Key staff	Implementing partners		Document review, Interview staff, Govt, emp/wkr orgs
reports, Mteval	Project Managers	Project Directors, Key staff	Implementing partners		Document review, Interview staff, Govt, emp/wkr orgs
Logframe, reports, MTeval	Project Managers	Project Directors, Key staff	Implementing partners		Document review, Interview staff, Govt, emp/wkr orgs
Logframe, reports, MTeval	Project Managers	Project Directors, Key staff	Implementing partners		Document review, Interview staff, Govt, emp/wkr orgs



