

PHI/08/50/UND

# **Alternatives to Migration: Decent Jobs for Filipino Youth**

## **Mid-term External Evaluation<sup>1</sup>**

8 June 2011

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<sup>1</sup> The evaluation was carried out by Octavio Damiani, consultant of the MDG-F Secretariat. The evaluator would like to acknowledge the many and diverse contributions made to this evaluation, including in particular the Joint Programme Coordinator, the members of Programme Management Committee and the Technical Working Group of the Joint Programme, the professionals from national government agencies, Local Government Units, and UN organizations who were interviewed, and the beneficiaries who shared their life challenges and experience with the programme.

## Executive Summary

1. This report presents the results of the mid-term evaluation of the MDG-F-1942 Joint Programme on Youth, Employment, and Migration - Alternatives to Migration: Decent Jobs for Filipino Youth (JP YEMJP YEM). The general objective is to analyze the design, process and results trends of the JP YEM in order to generate recommendations that would help improve the programme in the rest of its implementation, as well as to identify lessons that could be useful for other programmes and the MDG-F Secretariat.

2. The JP YEM has two expected outcomes: a) to improve policy coherence and implementation on youth, employment and migration (YEM) through full stakeholder participation; and b) to increase access to decent work for poor young women and men through public-private partnerships, more inclusive basic education and life skills, career guidance (including on safe migration), vocational training, and entrepreneurship. The expected specific outputs include: a) a National Action Agenda formulated and used to inform national and local planning processes; b) localized YEM policies and programs through one stop resource and support centers; c) a model mechanism to channel remittances for developing youth employment alternatives; d) public-private partnerships to develop alternative employment and services for the youth; e) YEM enhanced entrepreneurship and technical vocational skills training; f) gender-sensitive and YEM enhanced curriculum for public secondary education; g) YEM enhanced employment services; and h) more inclusive flexible secondary education for disadvantaged youth.

3. The JP Document stated that the JP YEM would focus on four provinces with high incidence of out-of-school and poor youth, low enrollment rates, and where the MDGs were least likely to be achieved: Masbate, Antique, Maguindanao, and Agusan del Sur. The direct beneficiaries would be 10,000 poor and vulnerable young women and men between 15 and 24 years old, including at least 2,800 out of school youth, in-school youth who have a high probability of dropping out, high school graduates without technical and/or vocational skills, returned or returning youth Overseas Filipino Workers (OFWs), and youth left behind by OFWs. At least 50% of beneficiaries would be women. It was also expected that all youth would benefit indirectly through interventions at the national and policy level.

4. The programme is executed by four UN Country Team (UNCT) agencies --International Labour Organization (ILO), International Organization for Migration (IOM), United Nations Children's Fund (UNICEF), and United Nations Population Fund (UNFPA)-- and national implementing partners, namely: Department of Labor and Employment (DOLE) as lead implementing agency, Department of Education (DepEd), Technical Education and Skills Development Authority (TESDA), and National Youth Commission (NYC). In addition, the JP document integrated the participation of Local Government Units (LGU) to strengthen the LGUs' capacities to integrate employment (including YEM issues) in development plans, budgets, and regular services.

5. The design of the programme took place between the last quarter of 2007 and the end of 2008. The JP document was approved by the MDG Steering Committee in January 2009, with a total funding of US\$ 6 million, and was signed at the end of June of 2009 by the Government of the Philippines, the United Nations Resident Coordinator (UNRC), the UN Participating Organizations and the Government of Spain represented by the Spanish Agency for International Development Cooperation (AECID). The programme started officially on 28 July 2009, and is expected to be completed with an expected completion date by 27 July 2012. Until 31 March 2011, the JP YEM had an allocated budget of US\$ 2,478,039 and disbursed USD 1,460,613, which represent 41.3 % and 24.3 %, respectively, of the total funds approved for the program. A total of 91% of the first year funds had been committed and 64.1% disbursed, while 17.9% of the second year funds had been committed and 1.2% disbursed. The programme received the second year funds in March 2011.

6. The main conclusions of the mid-term evaluation are the following:

- a) The design of the JP YEM addresses issues that are highly relevant to the problems of the youth in the Philippines and the provinces of its area of intervention. In addition, it has been relevant to the priorities and policies of the Government of the Philippines, both at the time when it was designed and at present. The program is also highly relevant to the policies of the involved regional and local governments, i.e. the Government of the Autonomous Region in Muslim Mindanao (ARMM) and the Provincial Local Government Units (PLGUs) of Agusan del Sur, Antique, Masbate, and Maguindanao.
- b) The ownership of the JP design by the participating national government agencies can be considered as high. The national government –especially DOLE-- was actively involved in the design of the program, and the authorities of the PLGUs participated in consultations to discuss the problems to be addressed by the program and the outputs and activities that were designed.
- c) The main weaknesses of the JP design are: (i) the lack of focus on the process of rural-urban migration within the Philippines, (ii) the lack of consideration of time for preparatory and startup activities; and (iii) the lack of consideration of risks related with the political context.
- d) The JP has experienced a substantial delay in its implementation. Delays relate to the time spent during the first year in start up activities such as hiring of programme staff and setting up of office. In addition, the political context significantly affected the program during the first half of 2010 due to the May national and local elections.
- e) Considering that most of the activities have been implemented for 7-8 months previous to the evaluation (since July 2010), the JP has made significant progress. The most important progress has been made in the implementation of policy related activities: the provision of education subsidies to high school students at risk of dropping out, the supply of equipment to secondary schools for Career Pathways in Technology and Livelihood Education (CP-TLE) courses, and the training of trainers in entrepreneurship, life skills and gender. Other activities that have been implemented provide a good basis for the achievement of other outputs. The program has accelerated implementation since the last quarter of 2010, and it is reasonable to expect that it will move swiftly in the future. The number of direct beneficiaries is still low compared to the expected number because of the slow start of the program. The outputs and critical activities have been in general of good quality, though it was not possible to evaluate several of them, and it must be noted that the M&E system should incorporate tools and indicators to monitor quality in a systematic form.
- f) Up to now, the program efficiency can be considered as low, as a result of the delays in the implementation of the program, which lead to an achievement of outputs and activities lower than what can be expected for a program that is close to the end of its second year of implementation. At the same time, the program shows indications of efficiency, including indications of low operating costs, and good functioning of management and coordination arrangements. It can be expected that the program efficiency increases substantially until the end of the program, as long as the implementation progress continues to proceed smoothly.
- g) UN organizations used different modalities of implementation and procurement procedures. Some government agencies had a clear preference for not managing the program funds but using the direct payment modality, i.e. the management of funds by the UN organizations, because of slow and complicated government procurement procedures and due to the additional workload for managing program funds.

- h) Ownership of national actors in implementation can be considered as high, with an active involvement of the government agencies (especially DOLE) and the participating UNCT agencies. The high involvement of government agencies relates mainly to the fact that program activities are coherent with their priorities and that the program funds have made possible to either expand what they were doing or to incorporate new approaches. The PLGUs in the four provinces are also participating actively in the PMC, and play an important coordination role at the provincial level through the Provincial Planning and Development Offices (PPDOs). In the case of the Maguindanao Province, the ARMM has also been actively involved in the program, participating actively at the PMC meetings and in key decisions about program output and activities.
- i) Because the JP YEM is at an early stage in the implementation of the proposed activities, it is still early to argue that it has made a contribution to the achievement of the MDGs and the goals of the thematic window. However, it shows promising perspectives to achieve most or all of the proposed outcomes, so it is highly possible that it will make a contribution in both areas. The program is also aligned with the goals of the YEM thematic window.
- j) The relevance of the program to the current government policies, the active involvement in the program of government and UNCT agencies as well as of the P LGUs, and the good functioning of management and coordination mechanisms, make it possible to argue that the program shows very good prospects of achieving its proposed outputs and of contributing in several ways to the issues of youth fair employment and safe migration. However, the delay during the first year of the program makes it unlikely that all the expected outputs and activities can be achieved by the current completion date. This suggests the need for an extension of the programme completion date, as well as the reduction of targets in specific outputs (see chapter 6).
- k) More impact potential could be achieved if some of the programme activities worked in a more integrated manner, rather than doing it in an isolated way. An example is the integration of Output 1.2 the establishment of one stop shop resource centers for returning migrants and Output 2.4 enhancement of public employment services.
- l) In general terms, it can be argued that the set up of the different program outputs ensures good perspectives of sustainability. Many of the program outputs involve the building of institutional capacities that would help these institutions (the supported secondary schools, the employment services offices, etc.) to continue providing better services to the youth once the program is completed. The lead government agency (DOLE) and the national government agencies and PLGUs participating in the program implementation are showing commitment and technical capacity to keep working on the issues of the program. In addition, some of the benefits of the JPYEM do not involve significant increased costs for the agencies involved. However, some interventions may be more difficult to sustain and would require the setting up of specific arrangements and commitments before the end of the program to ensure sustainability.

7. The main lessons from the experience of the program are the following:

- a) The design of similar programs as the JP YEM could be improved by considering the following issues: (i) including a time period for start-up activities; (ii) including an analysis of risks, identification of mitigating measures in case that they can be managed, and implications for the program implementation in case that they are difficult to handle.
- b) The three-year time period of the MDG-F funded programs imposes severe constraints to the possibilities of achieving the expected impacts. As in other Joint Programmes of the YEM window and of other windows, the JPYEM has ambitious objectives and outcomes

and deals with development problems that are complex and often require policy changes that are likely to take longer periods of time. The now existing possibility of extending the completion date of JPs, under certain conditions, has been a positive development. However, the complexity of the problems addressed is likely to require much longer term efforts.

- c) Because of the time required by startup activities, the design of programs such as the JPYEM should not expect that implementation proceeds at the same pace during the three years of the program. Funds allocated for the first year of implementation should represent the lowest proportion, with substantial increases in the next years. This would prevent imposing unrealistic targets for the first year of the programme.
- d) The experience of the JP YEM suggests that the transferring of funds to government agencies and application of national procurement procedures included in the Paris Declaration on Aid Effectiveness may sometimes be associated with slower implementation. Although UNCT agencies may have somewhat complicated and different procurement procedures, the downloading of funds to the government agencies involved in the implementation of the JP YEM were associated with even more complicated and slower procurement procedures, causing an overload to those government agencies' limited human resources, especially if the time for implementation is limited. By transferring funds and responsibilities, the Paris Declaration aims at promoting the building of capacities of government agencies, higher transparency in the use of funds, and increased ownership. However, the experience of the JPYEM suggests that the direct payment modality, which involves administration of program funds by the UN participating organizations, may not compromise transparency and ownership.

8. In order to deal with the identified problems and improve the programme in the rest of its implementation, the following recommendations are proposed:

To UNCT participating organizations

- a) Complete as soon as possible the signature of implementation agreements between UN organizations (ILO, UNFPA) and government agencies (Technical Education and Skills Development Authority - TESDA, DOLE Bureau of Workers with Special Concerns- BWSC) in order to speed up the execution of activities with those partners.

To the Programme Management Office, the Technical Working Group, and the Programme Management Committee

- b) Develop a six-month catch up plan for the third year of the programme that incorporates the second-year funds that have not been used. This catch up plan would cover the period July-December 2011.
- c) Strengthen the relationship between some outputs and critical activities to increase impact potential, in particular Output 2.5. Educational subsidies and Output 2.2. entrepreneurship and techvoc programs.
- d) Reduce targets in Output 1.3. (i.e. model mechanism to channel remittances), including a lower number of model mechanisms to be tested, and shift part of the funds allocated to the output to the following activities: (i) education subsidies (i.e. financing a larger number of high school students at risk of dropping out), and (ii) outputs related with the promotion of local development – local employment generation.
- e) Incorporate very specific activities to address the issue of internal migration to focus on raising the issue and promoting discussion at the policy level. A possibility might be to

finance a study on internal migration and the youth and organize a roundtable with analysts, policy makers at national and local level, and youth organizations in order to promote awareness and identify policy recommendations.

- f) Strengthen the coordination mechanisms at provincial level. It is recommended that the JPYEM contracts Provincial Field Coordinators (one per province) to work full-time in the planning, implementation, and monitoring of program activities. A possibility that should be considered might be to share the costs of the Field Coordinators already hired by IOM among all the UN participating organizations and modify their Terms of Reference accordingly.
- g) Strengthen the M&E functions by: (i) introducing indicators of results and reflecting both physical and financial accomplishments; (ii) creating mechanisms to monitor the quality of activities; (iii) increasing the participation of beneficiaries and local partners in M&E; (iv) identifying and analyzing best practices; (v) including government counterpart contributions in the financial reporting information). It is also recommended that the program evaluates seriously the possibility of incorporating a full-time professional for the JP Coordination Office to work on M&E.
- h) Define strategy for sustainability for each output and critical activities

To the MDG-F Secretariat and the National Steering Committee (NSC):

- i) Approve an extension of the program's completion date. This extension might be granted at the time when the program requests the funds for the 3<sup>rd</sup> year of implementation, and would be subject to the normal conditions of the MDF-Secretariat. It is assumed here that implementation continues to move swiftly as in the last 7-8 months.
- j) The MDG-F Secretariat could make an important contribution to the preparation of the programme's exit strategy by providing tools that may include, among others, a checklist of relevant issues that need to be considered when preparing the exit strategy, as well as indicating best practices of exit strategies in similar contexts.

## **1. Introduction**

1. This report presents the results of the mid-term evaluation of the MDG-F-1942 Joint Programme on Youth, Employment, and Migration - Alternatives to Migration: Decent Jobs for Filipino Youth (JP YEM). The programme was signed in June 2009 with a total budget of US\$ 6 million, financed by the Millennium Development Goals Achievement Fund (MDG-F).

### **A. Objectives of the mid-term evaluation**

2. According to the Terms of Reference (TOR) prepared by the MDG-F Secretariat, the general objective of the mid-term evaluation was to analyze the design, process and results trends of the JP YEM in order to generate recommendations that help improve the programme in the rest of its implementation, as well as to identify lessons that could be useful for other programmes and the MDG Secretariat. The specific objectives have been the following: a) to evaluate the programme's design quality, its internal coherence and external coherence with the UNDAF, the National Development Strategies and the Millennium Development Goals (MDGs), and find out the degree of national ownership; b) to assess the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation; and c) to identify the programme's degree of effectiveness and its contribution to the objectives of the Youth, Employment and Migration (YEM) thematic window and the MDGs at the local and/or country level.

### **B. Methodology used in the evaluation**

3. The methodology of the evaluation consisted of desk review of documents and reports produced by the programme and field work in the Philippines. During the desk review, particular attention was given to the JP document and to the monitoring reports prepared by the JPYEM, after which an inception report was prepared that provided a synthesis of the implementation progress and details about the evaluation methodology. This report was reviewed by the evaluation advisor, the manager responsible for operations in the Philippines, the JPYEM Coordinator, and the members of the Programme Management Committee (PMC) and the Technical Working Group (TWG) of the JPYEM.

4. The field work phase consisted of a visit to the Philippines to interview program stakeholders and review other documents produced by the program, took place between 4 April and 15 April, 2011. During the time in the Philippines, a national consultant<sup>2</sup> collaborated with the preparation of the agenda, accompanied the international consultant in meetings and interviews, and provided translation skills when needed.

5. An initial meeting was held on 4 April with the PMC and the TWG to orient their members about the TOR and methodology of the evaluation and receive inputs from them. Starting in the afternoon of that day, and during the following two weeks, interviews were carried out with officials and professionals from the UN Country Team (UNCT) participating agencies (International Labor Organization - ILO, International Organization for Migration - IOM, United Nations Children's Fund - UNICEF, and United Nations Population Fund – UNFPA), the national government agencies and the four Provincial Local Government Units (PLGUs) participating in the programme implementation, the Government of the Autonomous Region in Muslim Mindanao (ARMM), and leaders of civil society organizations. A visit was also made to the province of Antique, during which meetings were carried out with the Vice-Governor, the Head of the Provincial Planning and Development Office (PPDO), managers of provincial offices of national government agencies participating of the program, and representatives of Non-Governmental Organizations (NGOs). In addition, a public school that received support from the JP YEM was

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<sup>2</sup> Ms. Sylvia Inciong

visited, which served to meet teachers, parents and students who had received educational subsidies from the program.

6. The field work phase also served to review other reports and products generated by the JP (some of them still in a draft form) that had not been available during the desk review. In addition, consultants contracted by the programme to carry out specific ongoing studies made presentations about the progress on their work. The consultant also participated in a roundtable organized by the programme to discuss a youth policy document produced by the Institute of Labor Studies (ILS) of the Department of Labor and Employment (DOLE) with the support of the program, as one of the critical activities of Output 1.1.<sup>3</sup>

7. The main objective of the interviews with officials and professionals of UN and government agencies was to understand in greater detail the activities carried out by the programme, its achievements, and the challenges faced. Interviews with national government agencies and LGUs aimed at understanding the relationship between the JP YEM and public policies, evaluating among other issues the ownership by central and local governments, the mechanisms of participation in decision making, the potential impacts on policies and institutions, and the perspectives of sustainability. Interviews with youth and teachers had the objective of understanding their problems and their views on how the program helped them. The interviews were open-ended, being based on a set of tentative questions. The time devoted to each interview varied, but they usually lasted about one hour and a half.

8. On 15 April, preliminary findings and recommendations of the MTE were presented and discussed with the PMC and the TWG. This report was prepared during the following two weeks, based on the analysis of the information collected during the desk review and the field work phase.

### **C. Constraints and limitations on the study conducted**

9. The main obstacles faced by the MTE were the constraints faced to visit some of the provinces that were part of the programme due to safety issues at the time of the evaluation. Field visits had been planned to the provinces of Maguindanao and Agusan del Sur. However, these visits had to be cancelled because of episodes of violence that took place on April 3 in both provinces (i.e. one day before the start of the field work of this MTE), which led to more strict security procedures and travel requirements for UN staff and consultants traveling to those provinces. This caused a change in plans, with a decision made to visit the Antique Province only, as the program activities in Masbate had started at a later time. In addition, local partners from the provinces of Agusan Del Sur, Masbate and Maguindanao were able to participate through telephone interviews thus capturing issues from the local stakeholders of these provinces. The visit to Antique was particularly very useful for the purpose of the evaluation, but unfortunately the time available was insufficient to undertake visits or interviews that would have been ideal for the evaluation, such as schools that were not supported by the program, or students at risks who were not receiving support from it, which would have allowed making comparisons between the situations with and without the program.

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<sup>3</sup> Institute of Labor Studies (2011). Youth, Employment and Migration Strategic Plan 2011-2016. Inclusive Growth Through Decent Work for the Filipino Youth. Draft version. Manila. A policy report was also presented during the roundtable: Aldabe, Fernando and Ang, Albin (2010). Youth Employment and Migration: Key Policy Issues. A Policy Brief prepared for ILO and ILS. Manila.



## **2. Description of the interventions carried out**

### **A. Initial concept**

#### **A.1. Background**

10. The preparation of the JP YEM resulted from the first call for proposals for different thematic windows made by the MDG-F in 2007. Several UN agencies working in the Philippines (ILO, IOM, UNICEF, and UNFPA) started to prepare jointly the concept note for a potential new program around September 2007. The design of the programme (preparation of the concept note, and once it was approved the preparation of the JP document) took about one year and a half. It initially involved the UN agencies, which were highly influenced in their ideas by the programs that they were implementing on the issues of youth, employment, and migration. Thus, what was initially proposed for the JP was in a great deal a follow up on existing programs of the different organizations (e.g. ILO's programmes on decent work, UNICEF's work on Child Friendly Schools, UNFPA's work on Adolescent Reproductive Health, and IOM's on the support of migrants' rights), and it benefitted from their youth employment tools, such as ILO's Start and Improve Your Own Business. The Government of the Philippines, in particular through the Department of Labor and Employment (DOLE) participated actively in the preparation of the JP document. In addition, LGUs were invited to consultations in order to discuss the contents of the program. A consultant was hired to coordinate the preparation of the JP proposal and ensure that it had a coherent line. The proposal went through two reviews of the Technical Sub-Committee and the MDG-F Secretariat, after which improvements were made to the JP document. Among other changes, the number of provinces included in the program was reduced from eight to four, and some interventions were included to strengthen the capacity of local economies to create jobs for the youth.

11. The final version of the JP document was sent to the MDG-F Secretariat at the end of 2008, with a full endorsement from the National Steering Committee. The JP document was approved by the MDG Steering Committee in January 2009, without any requirement of further changes, and it was signed at the end of June of that year by the Government of the Philippines, the United Nations Resident Coordinator (UNRC), and the UN Participating Organizations. The programme started officially on 28 July 2009.

#### **A.2. Objectives and area of intervention**

12. According to the JP document, the JP YEM has two expected outcomes: a) to improve policy coherence and implementation on youth, employment and migration (YEM) through full stakeholder participation; and b) to increase access to decent work for poor young women and men through public-private partnerships, more inclusive basic education and life skills, career guidance (including on safe migration), vocational training, and entrepreneurship. The expected specific outputs include: a) a National Action Agenda formulated and used to inform national and local planning processes; b) localized YEM policies and programs through one stop resource and support centers; c) a model mechanism to channel remittances for developing youth employment alternatives; d) public-private partnerships to develop alternative employment and services for the youth; e) YEM enhanced technical and vocational skills training; f) gender-sensitive and YEM enhanced curriculum for public secondary education; g) YEM enhanced employment services; and h) more inclusive flexible secondary education for disadvantaged youth.

13. According to the JP document, the JP YEM would focus on four provinces with high incidence of out-of-school and poor youth, low enrollment rates, and where the MDGs were least likely to be achieved: Masbate in Bicol (Region V), Antique in Western Visayas (Region VI),

Maguindanao in the Autonomous Region in Muslim Mindanao (ARMM), and Agusan del Sur in Caraga (Region XIII). The direct beneficiaries would be 10,000 poor and vulnerable young women and men between 15 and 24 years old, including at least 2,800 out of school youth, in-school youth who have a high probability of dropping out, high school graduates without technical and/or vocational skills, returned or returning youth Overseas Filipino Workers (OFWs), and youth left behind by OFWs. At least 50% of beneficiaries would be women. It was expected that all youth would benefit indirectly through interventions at the national and policy level.

### A.3. Management and coordination mechanisms

14. The JP would be executed by four UN agencies (ILO, IOM, UNICEF, and UNFPA) and national implementing partners, including the Department of Labor and Employment (DOLE), which would be the lead implementing agency, the Department of Education (DepEd), the Technical Education and Skills Development Authority (TESDA), the National Youth Commission, the Philippine Commission on Women (PCW)<sup>4</sup>, the Department of Trade and Industry (DTI), and the Department of Interior and Local Government (DILG). In addition, the JP document proposed the participation of Local Government Units (LGU) chief executives and planners in order to strengthen the LGUs' capacities to integrate employment (including YEM issues) in development plans, budgets, and regular services.

15. The management and coordination arrangements proposed by the JP document consisted of a National Steering Committee, a Joint Programme Steering Committee, and a Joint Programme Coordination Unit. The National Steering Committee would be responsible for overall oversight and strategic guidance of the JP, and would also oversee the other three Joint Programmes in the Philippines in the windows of Environment and Climate Change, Economic Governance, and Children, Food Security and Nutrition. The Steering Committee would provide technical and operational support to the programme, being composed of the participating government agencies and UN organizations, while the JP Programme Coordination Unit would be responsible for the programme implementation.

### A.4. Budget

16. Table 1 below presents data about the budget proposed at the JP document. The total budget was US\$ 6 million, of which ILO and IOM had the largest share (38% and 30% respectively).

Table 1. Approved budget of the JP YEM

UN Agency	Total US\$ (3 years)	%
ILO	2,267,618	38%
IOM	1,822,439	30%
UNICEF	1,585,337	26%
UNFPA	324,606	5%
<b>Total</b>	<b>6,000,000</b>	<b>100%</b>

Source: Alternatives to Migration: Decent Jobs for Filipino Youth. Joint Programme Document.

<sup>4</sup> Formerly the National Commission on the Role of Filipino Women.

## B. Detailed description of the programme development

### B.1. Delivery rates

17. As said earlier, the JP YEM started officially on 28 July 2009, with an expected completion date on 27 July 2012. Thus, the program had approximately one year and eight months of life at the time of the mid-term evaluation. According to the information provided by the Joint Programme Coordination Office (JPCO) and the monitoring reports prepared by the programme, the JP YEM received until 31 March 2011 a total of US\$ 4,726,871 from the MDG-F, including US\$ 2,231,033 for the first year of implementation and US\$ 2,495,838 for the second year. The funds for the second year were released in March 2011. At the time of the evaluation, the JP had committed a total of USD 2,478,039 and disbursed USD 1,460,613 until 31 March 2011, which represent respectively 41.3 % and 24.3 % of the total funds approved for the program (see table 2). Funds committed are those that have already been committed for implementing JP activities by the Project Implementation Agreements signed between UN Agencies and different implementation partners, as well as in contracts signed with consultants and other contractors. Some of the committed funds correspond to activities that have already been performed, while part of them have not been used yet and will pay for activities still to be implemented.

18. Of the funds transferred for the first year, USD 2,030,560 had been committed and USD 1,429,773 had been disbursed until 31 March 2011, which represents respectively 91% and 64.1% of the first year funds. Of the second year funds, USD 447,479 had been committed and USD 30,840 disbursed that represent respectively 17.9% and 1.2% of the total. Based on the funds disbursed, the delivery rate of the programme reached 64.1% of the amount transferred for the first year of implementation and 1.2% of the amounts transferred for the second year. The proportion of first year committed funds that have been disbursed reached 70.4%.

19. In terms of funds disbursed, ILO and UNICEF had the largest delivery rates (84% and 77% respectively of the funds received by each agency for the first year). UNFPA and IOM had a lower and similar rate (49% and 48% respectively). The funds disbursed so far represent 24.3% of the total approved funding of the programme (USD 6 million).

Table 2. JP YEM – Funds committed and disbursed by participating UN organizations until 31 March 2011

UN Agency	Amount received for Year 1	Funds committed (until 31 March 2011)	Funds disbursed (until 31 March 2011)	Delivery rate on funds committed (%)	Delivery rate on funds disbursed (%)
ILO	487,142	527,375	407,505	108	84
IOM	867,460	793,341	418,213	91	48
UNICEF	621,643	480,467	480,467	77	77
UNFPA	254,788	229,377	123,588	90	49
TOTAL	2,231,033	2,010,947	1,429,773	91	64

Source: Based on information provided by the PCO of the JP YEM.

20. The JP YEM had a slow start, carrying out very few activities during its first year. This slow start can be explained partly by the time spent in implementing start-up activities, such as the

opening of accounts, contracting of the JP Coordinator and other staff working for the programme, and the setting up of the management and coordination arrangements, which took the first six to eight months of implementation. The first meeting of the PMC took place in January 2010, the JP Coordinator was contracted in March 2010, and a National Inception Workshop that served to prepare the JP YEM Workplan was held at the end of March 2010. While the programme was ready to accelerate implementation during the second quarter of 2010, the capacity to carry out activities became limited due to the national and local elections that took place in May 2010. Political campaigning started in early 2010, making it extremely difficult to negotiate agreements with authorities of LGUs and to carry out the policy-related activities of the programme. Many of the preparatory activities at the local level, such as the Provincial Inception Workshop, had to wait after the new Local Chief Executives were in place in June 2010. In addition, the newly elected local authorities had to be informed about the programme before they could proceed with activities. In the case of the Masbate Province, it took a considerable amount of time to obtain the full support of the new authorities, which led to further delays. Meanwhile, the implementation of several relevant activities at the national level depended on processes that had to start after the election of the new authorities. In particular, the policy-related activities of Output 1 had to wait for the start of the process of preparation of the Medium Term Philippine Development Plan (MTPDP) 2011-2016 by the newly elected government.

## **B.2. Management and coordination arrangements**

21. During the first year of implementation, the PMC approved the organizational structure diagram and Terms of Reference of the JP's management and coordination bodies. This structure introduces some changes to what was proposed by the JP document and described in section A.3. The management and coordination mechanisms of the program consist of a National Steering Committee that also deals with the three other JPs funded by the MDG-F in the Philippines, a Programme Management Committee – PMC, and a Technical Working Group – TWG.

22. The National Steering Committee (NSC) has the role of oversight and strategic leadership of the JPs at the national level. Among other tasks, the NSC approves the JP Annual Workplans and Annual Budgets, reviews and approves the annual report for each of the joint programmes, makes observations and takes strategic decisions, and promotes synergies between the JPs and related projects and/or programmes. It is composed by a representative of the Government in the role of Co-Chair, the UNRC in the role of Co-Chair, and a representative of Spain. The NSC meets semi-annually, or as necessary.

23. The Programme Management Committee (PMC) has the role of undertaking the technical and operational oversight and coordination of the programme at a management level. According to the TOR, the PMC is composed of the JP implementing partners with decision-making responsibilities in programme management, planning and coordination, technical oversight, advocacy and communications and monitoring and evaluation, including the following: (i) the UNRC or his/her delegate in the role of Co-Chair; (ii) a representative of the Department of Labor and Employment - DOLE (the lead government agency), in the role of Co-Chair; (iii) National Implementing Agencies, including the Department of Education (DepED), the Department of Trade and Industry (DTI), the National Economic and Development Authority (NEDA), the Department of Social Welfare and Development (DSWD), the Philippine Commission on Women (PCW) –formerly National Commission on the Role of Filipino Women, the National Youth Commission (NYC), the Technical Education and Skills Authority (TESDA), and the Government ARMM; (iv) Local Implementing Agencies, including the Provincial Governments of Agusan del Sur, Antique, Masbate, and Maguindanao; (v) Participating United Nations Country Team (UNCT) Agency Representatives or their delegates (ILO, IOM, UNICEF, UNFPA); and (v) selected representatives of non-state actors such as NGOs, civil society and the private sector.

24. The actual composition of the PMC comprises a total of 20 members, including the Undersecretary of DOLE (Co-Chair), who also represents ILS, BWSC, the Bureau of Local Employment (BLE), the Bureau of Labor and Employment Statistics (BLES), TESDA, OWWA, the Philippine Overseas Employment Administration (POEA) and other DOLE offices, DOLE's Assistant Secretary (Vice-Chair), the ILO Country Director (Co-Chair), and representatives of the Spanish Agency for International Cooperation and Development (AECID), NEDA, DepEd, DTI, the Philippine Commission on Women (PCW), the National Youth Commission (NYC), the ARMM Government, the Governors of Agusan del Sur, Antique, Masbate, and Maguindanao, UNICEF, UNFPA, IOM, the Trade Union Congress of the Philippines (TUCP), the Federation of Free Workers (FFW), and the Employers' Confederation of the Philippines (ECOP). In particular the FFW participated actively in the PMC meetings.

25. The TWG serves as the Programme Management Team, having the role of managing implementation on behalf of the implementing partners. The TWG includes the JP Coordinator (Co-Chair), one representative from DOLE (Co-Chair) as lead implementing agency, and one focal person for each of the participating agencies (ILO, IOM, UNICEF, and UNFPA). The role of the TWG is to manage planning and coordination, capacity development, communications and advocacy, M&E and Knowledge Management, and reporting. Each UN agency has contracted additional professionals to work on the programme, most of whom work part-time in other tasks of their respective organizations. Some of the tasks of the TWG include supporting the operational teams of the Agencies and Implementing Partners in the development of the Work Plans and the Annual Budgets, ensuring that all partners work together at the programme implementation, helping establish working level coordination mechanisms among technical focal points of Implementing Partners, and supporting partners' successful implementation of programme activities through direct assistance and technical operational advice. The TWG meets monthly or as necessary.

26. Finally, the Programme has a Programme Coordination Office (JPCO) comprised of a JP Coordinator and one Financial Assistant. The JPCO is located in premises of the government lead government agency (DOLE), but only the JP Coordinator and the ILO focal person actually sit there.

27. One of the important activities carried out by the JP has been the organization of a M&E system. In practice, the system focuses on the M&E framework provided by the MDG Secretariat and has the main objective of reporting the progress of programme activities to the Secretariat. An important activity that has been carried out is the implementation of a baseline study, which was available as a draft version and was under review by the JPCO and the UNCT. The study aims at generating information on indicators of the Monitoring Framework on Youth Employment and Migration (YEM), which will serve as a basis for the monitoring and evaluation of the program and the assessment of its contribution towards the attainment of MDGs. The baseline study was based on quantitative and qualitative methodologies of data collection, including secondary information available for the four provinces, a rapid assessment (RA) of youth employment and migration initiatives in the four provinces using RA tools for national and provincial agencies, focus group discussions, in-depth interviews, and review of documents about YEM initiatives at the national and provincial levels. In its conclusions chapter, the Baseline study presents a detailed description of the situation related with each specific indicator. This evaluation found that the baseline study is of good quality, though some inconsistencies were found in some important indicators, in particular those measuring unemployment and underemployment among the youth in the participating provinces. These inconsistencies were going to be analyzed more closely by the JPCO and DOLE.

28. Finally, the JPCO has been working lately on the development of an Advocacy and Communications Plan, which should be key in supporting policy recommendations and promoting the upscaling of successful pilot experiences carried out by the program.

### **B.3. Main outputs and activities**

29. The JP YEM included three outcomes and eight outputs. The paragraphs below present a synthesis of the progress in the implementation of outputs and activities until the time of the mid-term evaluation.

#### **Outcome 1. Improved policy coherence and implementation on youth employment and migration through full stakeholder participation.**

##### **Output 1.1. National Action Agenda formulated to inform local and national development processes.** Agencies responsible: DOLE-ILS, NYC, ILO, UNICEF, IOM, and UNFPA.

This output included a series of activities aimed at influencing the incorporation of the issues of youth, employment, and migration in the Philippine Medium-term Development Plan for the period 2011-2016 and in elaborating a National Action Agenda that served to turn into specific programs and projects the existing policies.

###### 1.1.1 Policy review completed on YEM policies.

A policy report and a draft version of a Discussion Paper on Youth, Employment and Migration policies had been completed at the time of the evaluation, which served as a reference document in consultations with different stakeholders (see footnote 2)

###### 1.1.2 Consolidated recommendations of the local stakeholders and multi-stakeholders to develop a Strategy Paper-National Action Agenda.

At the time of the evaluation, the following activities had been carried out:

- e) Three island wide consultations (in Luzon, Visayas, and Mindanao), as a part of the formulation of the National Labor and Employment Agenda and the MTPDP 2011 – 2016. The consultations took place in October 2010.
- f) Sectoral Consultations with Workers and Employer's Groups, which took place in November 2010;
- g) A consultation on migration law (Republic Act 10022).

The Discussion Paper on Youth, Employment and Migration and the inputs from consultations will be used as inputs to the Draft Strategy Paper (National Action Agenda) on YEM that is being prepared by DOLE, and which is expected to be ready by the last quarter of 2011. The consultations carried out by DOLE included youth leaders and representatives, and they served to discuss the situation of the youth labor market, identify existing policies and programs on youth, employment, and migration, identify decent work deficits across youth sub-sectors, and analyze gaps on existing policies, programs and institutions on youth, employment and migration. Some of the identified problems were the need for including personal skills in the curriculum of high school education, the oversupply of jobless graduates, the phenomenon of discrimination in the workplace, trafficking, and lack of motivation of out of school youth in skills training programs.

###### 1.1.3 Inclusion and mainstreaming of the National Action Agenda in the next round of national and local development plans and in the Medium Term Youth Development Plan.

The following activities had been implemented at the time of the evaluation field work:

- a) Preparation by DOLE's Institute of Labor Studies (ILS) of a Strategy Paper that highlights recommendations on YEM and it was used to provide inputs to the Mid-Term Philippine

Development Plan 2011-2016, as well as to the Labor and Employment Agenda 2011-2016 that was adopted during a National Summit on Labor and Employment on 27 April 2011.

- b) Promotion of a Confederation of youth organizations in the four provinces through the Local Youth Development Councils (ongoing)
- c) Assessment of Existing Capacities and Training Needs of local government units on local economic development in each of the four provinces. The results of the assessment were validated on 30 March 2011 and a capacity building plan developed for implementation during 2011.

Two other activities were ongoing:

- d) Development of a module on mainstreaming gender and life skills in local policies; and e) Preparation of a National Youth Assessment Study by the National Youth Commission (ongoing)

#### 1.1.4. Labor Market Statistics reflect YEM indicators

The following activities had been carried out:

- a) Preparation of draft Terms of Reference for the development of training modules and conduct of training on labor market information. A discussion was ongoing with the Statistical Research and Training Center and the Bureau of Labor Employment and Statistics (BLES) of DOLE to conduct a Provincial Youth Labor Force Survey in at least 1 project site.

**Output 1.2 One-Stop-Shop Resource Center (OSRC) established for YEM information, capacity –building and training support for returning youth migrants and youth family members left behind by OFWs.** Agencies responsible: DOLE-OWWA and IOM.

#### 1.2.1 Framework and strategy for one-stop-shop center to support YEM

The following activities had been completed at the time of the evaluation field work:

- a) Development of a framework for the OSRC, based on adding services specifically targeted to the youth to the existing Public Employment Service Office (PESO), a concept that was designated as “PESO Plus”.
- b) Organization of an advocacy and orientation conference and study tour in Calabarzon
- c) Environmental scanning & strategic planning workshop for OSRC in Antique
- d) Organization of a Migration & Development Forum in Antique
- e) Identification of prospective sites and/or facilities in all four provinces. Construction and procurement proposals from Agusan del Sur and Antique were under review. In Maguindanao, the ARMM Government and the LGU of the Maguindanao Province were negotiating the location of the OSRC.

**Output 1.3 Model Mechanism established to channel remittances for development of YEM initiatives.** Agencies responsible: DOLE and IOM.

#### 1.3.1 Report on the design of model mechanisms and results of pilot-testing for refinement and institutionalization

The following activities had been completed:

- a) A draft version of the report had been prepared and was being redrafted;
- b) Supplemental feasibility indicators for Antique identified;

This output has been identified in the evaluation as having difficulties to be achieved as planned. First, the four provinces that are part of the program are not areas of important migration overseas and reception of remittances. Second, the identification of model mechanisms is experiencing a substantial delay. Because the testing of identified models would take a significant amount of time, it will difficult to implement such phase of the output in the time available to the program. This is also likely to generate problems of sustainability of the model mechanisms implemented. Therefore, a recommendation is made to reduce the number of models to be tested and transfer part of the funds allocated to this output to other activities (see chapter 6)

**Outcome 2. Increased access to decent work for poor, young women and men, through public private partnerships, inclusive basic education and life skills, vocational training**

**Output 2.1 Partnerships with the Private Sector, LGUs and financial institutions established to create employment and entrepreneurship opportunities for poor youth.**

Agencies responsible: Provincial LGUs, ILO, and UNICEF.

2.1.1 Explore prospective Public-Private Partnerships (PPPs) to assist LGUs in identifying development potentials

An assessment of the local economy was completed for each of the four provinces in February-March 2011. A Provincial Local Economic Development Summit was organized in which the results of the assessment were validated with local partners and stakeholders and action plans to implement initiatives were prepared. Growth sectors where public-private partnerships could be anchored have been identified. The final version of the report was being finalized for publishing.

2.1.2 Provide assistance to youth undergoing On-the-Job Training in the private sector

The following activities had been implemented:

- a) Profiling of out-of-school youth conducted by Local Social Welfare and Development Offices of Agusan del Sur, Antique and Masbate; and
- b) Training of Provincial Social Welfare and Development Office (PSWDO) and Municipal Social Welfare Development Office (MSWDO) on life skills completed in Antique, Agusan Del Sur, and Masbate.

**Output 2.2 Labor market responsive Technical and Vocational Education and entrepreneurship skills training with life skills, gender and migration.**

2.2.1 Assess entrepreneurship potentials and conduct of technical and vocational skills survey.  
Agencies responsible: DOLE-BWSC, ILO, UNICEF, IOM, and UNFPA.

The activities of this output will be carried out during 2011, including assessments of entrepreneurship potentials with the Bureau of Workers with Special Concerns (BWSC) and of technical vocational skills of disadvantaged youth with TESDA, which are planned to be completed by November 2011. Results will be validated with local partners and stakeholders in each project site by November –December 2011, and detailed action plans to implement training programs will be formulated.

2.2.2 Instructional Materials enhanced with YEM inputs. Agencies responsible: DOLE-POEA and IOM.



Development of module on life skills, gender to supplement existing entrepreneurship training Trainer's Guides and Workbooks on Generate Your Business and Start Your Business are completed and for publication.

2.2.3 Out of School Youth trained using the enhanced Technical Vocational Education and Training (TVET) and entrepreneurship training programme and given livelihood financial assistance as required. Agencies responsible: DOLE-BWSC, ILO, UNICEF, IOM, and UNFPA.

The following activities had been completed:

On Entrepreneurship training

- a) 88 (48 female and 40 male) representatives of local partner organizations in the 4 provinces project and DOLE were trained on Start and Improve Your Business (SIYB) in November 2010 – January 2011;
- b) 60 (28 female, 32 male) disadvantaged youth in Agusan del Sur and Antique were trained on Generate Your Business and Start Your Business in January – February 2011

The implementation of further activities of entrepreneurship and technical vocational skills training is contingent to the signing of the Implementation Agreement between ILO and DOLE-BWSC and TESDA-ARMM (entrepreneurship), and between ILO and TESDA (technical vocational skills)

2.2.4. System for tracking trained graduates established (Yr. 2)

During 2011, tracking systems for entrepreneurship training (based on M&E tools of Start and Improve Your Business) and technical vocational skills training will be established by DOLE-BWSC and TESDA. The implementation of these activities is contingent to the signing of the Implementation Agreement between ILO and DOLE-BWSC and TESDA-ARMM (entrepreneurship); and ILO and TESDA (technical vocational skills).

**Output 2.3 Gender-sensitive entrepreneurship education mainstreamed in public-secondary education.** Agencies responsible: DepEd-BSE, ILO, UNFPA, IOM, and UNICEF.

2.3.1 Curriculum and training materials in public secondary education enhanced with entrepreneurship, life skills and safe migration

The following activities had been carried out:

- a) Training on entrepreneurship under CPTLE to thirty-seven (27 female, 10 male) CPTLE 1<sup>st</sup> year teachers and supervisors in 12 JP YEM public secondary schools
- b) Memorandum of Agreement (MOA) on reproduction of Know About Business (KAB) modules as instructional materials for CPTLE signed by ILO-ITC and DepEd;
- c) KAB modules were distributed by DepEd to more than 5,700 public secondary schools
- d) Development of enriched CPTLE 1<sup>st</sup> year level curriculum to include gender-sensitivity, life skills and safe migration
- e) Training to 50 teachers, principals and supervisors on enriched CPTLE curriculum
- f) Pilot testing of enhanced entrepreneurship education curriculum in 12 YEM schools (ongoing)

### 2.3.2. Safe migration integrated into Values Formation subject in public secondary education

Expert's advocacy had been undertaken in mainstreaming migration in Values Education & Social Studies. Response being awaited from DepEd to proposed protocol of interventions.

### 2.3.3. Youth trained under the enhanced secondary education curriculum

Field monitoring of pilot implementation of enriched curriculum for 1<sup>st</sup> year level in 12 YEM. During 2011, M&E tools will be developed for the enriched 1<sup>st</sup> year level entrepreneurship education curriculum.

**Output 2.4 Employment services including career guidance, referral and tracking services offered to promote youth employment.** Agencies responsible: DOLE-BLE, ILO, and IOM.

#### 2.4.1 Assessment reports of existing local employment services in the four areas

The following activities were ongoing at the time of the evaluation field work: a) Discussion of survey/mapping of existing PESOs and assessment existing local employment services; and b) assessment of local employment services (to be completed in May 2011) adapting ILO tools, such as Public Employment Service Assessment Template and 100 Evaluative Factors: Employment Services in Developing Countries

#### 2.4.2 Database established to track job opportunities

At the time of the evaluation, a "PESO Institutionalization Kit" was being finalized. Training for PESO Staff and interconnectivity of PESO is expected to be defined during 2011 based on the results of the assessment. Training of PESO staff is expected to take place in October.

#### 2.4.3 SMS-based Information Campaign

Consultations had been undertaken with the Bureau of Local Employment, POEA and telecommunication companies

#### 2.4.4 Information Campaign on Illegal Recruitment, Trafficking and Irregular Migration

Series of Consultations, Programme Mapping Workshop and Action Planning had been undertaken.

**Output 2.5 Inclusive approaches to basic education (secondary level) promoted to reach disadvantaged youth to improve participation and retention rates.** Agencies responsible: DepEd and UNICEF.

#### 2.5.1 Most disadvantaged youth, including children of Overseas Filipino Workers stay in school.

The following activities had been completed: a) Training of DepEd YEM teams on the implementation of Dropout Reduction Program (DORP); b) revision of DORP Handbook and Training Manual, with participation of DepEd Division and Regional Offices; c) revision and finalization of self-learning modules to align with the 2010 Secondary Education Curriculum, also with the participation of DepEd Division and Regional Offices; d) 36 proposals for livelihood

projects approved for YEM/CPTLE pilot schools resulting from Entrepreneurship Training; e) CPTLE Tools and Equipment provided as follows: four kits of Food /Food Service ; one of Agri-fisheries – plants; one for Civil Technology; two for Drafting Technology; 12 Sports Equipment; and 12 for Educational Musical Instruments.. Ongoing activities included reorientation/re-training on ADM or ALS and review of existing instructional materials.

2.5.2 Additional numbers of teachers, counselors, PTA members trained.

Guidance counselors of 12 pilot schools were trained to improve services to students-at-risk-of-dropping-out. The training also involved representatives from the Parent-Teachers Association (10), Division Offices (3) and Regional Offices (5).

2.5.3 Supplemental fund secondary education specifically for disadvantaged children of OFWs (Agencies responsible: DOLE-OWWA and IOM).

The following activities had been implemented:

- a) Full release of education subsidies to 288 high school beneficiaries in 12 schools in the 4 provinces; b) monitoring reports received from all schools and OWWA; c) Monitoring & evaluation, system review, amendments to MOUs with schools and OWWA, and action planning for school year 2011-2012; d) three additional schools in Maguindanao identified

#### **4. Levels of Analysis: Evaluation criteria and questions**

30. This section focuses on evaluating the program in four levels: design, processes, results, and country. For each one a set of questions is addressed based mainly in the questions that were posed by the TOR.

##### **A. Design level**

31. This section focuses on the relevance and ownership of the program design. Relevance relates with the extent to which the objectives of the JP were consistent with the needs and interest of the people, the needs of the country, the MDGs and the policies of associates and donors. Meanwhile, ownership relates with the participation and leadership of national social actors at the design of the development interventions.

32. The interviews with government officials and the review of key policy documents carried out as a part of this evaluation led to the conclusion that the design of the JP YEM is highly relevant to the country problems and has been aligned with the policies of the Government of the Philippines. The program is also highly relevant for the policies of the involved regional and local governments, i.e. the ARMM Government and the LGUs of Agusan del Sur, Antique, Masbate, and Maguindanao. The National Government was actively involved in the preparation of the JP document, and the authorities of the Provincial LGUs participated during that stage in consultations to discuss the problems addressed by the program and the outputs and activities that were being designed.

##### **A.1. Analysis of problems**

33. The program document presents a clear analysis of the problems of unemployment and underemployment among the youth in the Philippines and its main causes, as well as how migration affects young people. The document stresses that the Philippines has a dominant

young population, with 20% of the population between 15 and 24 years old. It presents data showing the high incidence of unemployment and underemployment among the youth, and its relationship with the high levels of dropouts from school, the mismatch between the skills learned in the formal education and those demanded by the labor market, and the lack of information about jobs –especially in rural areas. The JP document stresses that even youth with high level of education cannot be absorbed by the labor market, and that unemployment is higher among those with higher educational attainment, with one of four college graduates not having a job.

34. The JP document also explains that youth unemployment induces local and overseas migration, in search for better work and income opportunities, with 44% of young Filipinos living far away from home. The JP presents estimations that the youth (between 15 and 24 years old) account for 10.7% of the total number of Filipino migrants, and 34.5 % when also considering those between 25 to 29 years old. While migration brings significant economic benefits, it also has social costs, particularly to children living apart from one or both parents, which account to 27% of the total. According to the JP document, children of migrant workers tend to have a higher dropout rate, and a diminishing interest in finishing school, working, or building a career, as they are overly dependent on remittances. Migration is also associated with several risks and vulnerabilities, especially for young women, including vulnerability to trafficking due to lack of information and knowledge of their rights.

35. Officials from the LGUs of the four provinces participating of the JP YEM and of the ARMM Government, stressed that the programme addressed very important problems at their respective provinces.

## **A.2. Alignment with national and local policies**

36. The JP YEM was relevant to the national policies at the time when the program was designed, and it continues to be relevant at present. In fact, several chapters of the Medium Term Philippine Development Plan (MTPDP) 2004-2010 –the most important policy document presenting the priorities and policies of the National Government when the program was designed-- address in the problem of the youth and propose specific policies to deal with them. In particular, these issues are addressed in detail in chapters 9 (Labor), 12 (Responding to Basic Needs of the Poor), and 18 (Education). Some of the main problems highlighted by the MTPDP 2004-2010 are the high unemployment rates among the youth (who account for half the total unemployed), the skills demand-supply mismatches, as a large number of trained graduates are left unemployed or underemployed because they do not fit the requirements of the job market, and the brain drain caused by the overseas migration of productive youth. In addition, the MTPDP 2004-2010 mentions the disadvantaged youth as one of the vulnerable groups, aside from the poor (p. 147), and it points out that effectively addressing the issue of youth unemployment would be high in the agenda by providing them with opportunities to acquire skills and competencies required by the market through training, expanded apprenticeship and learnership programs, special program for employment of deserving students, and emergency employment for the out-of-work/ out-of-school youths (p. 113). The MTPDP also mentions that one of the priority strategies and activities would be to widen opportunities for the youth in productive enterprises through entrepreneurial skills training scholarships (e.g. Youth Entrepreneurship Financing Program, Youth Entrepreneurship Program) (p. 158). It also establishes the priority of “promoting and facilitating increased participation and involvement of the youth in the family, school, community (Local Youth Development Council) and society (NYC) by institutionalizing youth organizations in communities and schools, and by monitoring the youth situation and implementation of youth development plans at the local level, including corresponding budget allocation for specific programs and projects and developing local youth data bank. Finally, the plan also mentions the problem of migration and relates it with brain drain, establishing that “return migration and reverse flows of income will be stimulated by encouraging remittances and investments that will be channeled toward development efforts” (p. 237).

37. At the time of the evaluation, the Medium Term Philippines Development Plan 2011-2016 had already been approved, but it was still not available because it was going through final editing. A draft version of the Plan was reviewed, but it included only executive summaries of its different chapters. These summaries were too brief to identify to what extent the problems of youth, employment and migration are addressed, though there are some relevant definitions in Chapter 8 dedicated to the Social Sector, such as the definition that attaining the MDGs will be one of the policies and strategies cutting across the social sector that will be prioritized, achieving universal health and education, mainstreaming gender in the social development process, and strengthening civil-society basic sector participation and public-private partnership (PPP) in the social sector. Officials from DOLE/ILS who were interviewed stressed that the key concepts and issues addressed by the JP YEM were incorporated in the MTPDP 2011-2016.

38. In addition, it is important to mention that all the officials of the LGUs participating of the JP YEM and of the ARMM Government stressed that the JP YEM was in line with their priorities and policies.

### **A.3. Relevance to the international development agenda in the Philippines**

39. The JP YEM is also relevant to the international development agenda in the Philippines, being aligned with the UNDAF 2005-2009 (extended until 2011) and with the application of the One UN principles in the country. In fact, the UNDAF 2005-2009 established that the UN system would target assistance to the most vulnerable and poor, in particular women, children and youth. The UNDAF identified five key strategic areas of intervention: macroeconomic stability, broad-based and equitable development; basic social services; good governance; environmental sustainability; and conflict prevention and peace-building. The issues of the JP YEM are especially related with the first and second strategic priorities. On the 1<sup>st</sup> strategic priority, the problems of unemployment and underemployment are especially mentioned, and the outcome identified focuses on the expansion of decent work through enabling policies, public-private partnerships and assets reform measures. On the 2<sup>nd</sup> strategic priority, the concerns relate with the delivery of health, education and social protection/social security, stressing that improvements in the quality of education would focus on building a strong foundation for integrated early childhood care, transforming schools in children friendly institutions, developing alternative delivery schemes for particular groups, and reaching out to national priority areas. The outcome identified for this strategic priority proposes the implementation of key policies, plans, and programmes on comprehensive, quality, rights based and culturally-sensitive education, health, nutrition, food, protection and security services for poor and vulnerable groups (including the youth).

40. The JP YEM is also aligned with the strategies for implementation of the UNDAF, including the focus on MDGs and gender equity, the priority of targeting poor regions and specific impoverished groups, and promoting effective links and relationships among the state, civil society, and private sector.

41. Finally, the UNRC i.e. and the officials from UN participating organizations who were interviewed stressed that the JP YEM and the other MDG-F funded programmes were extremely important in the practice of joint programming and joint implementation in the Philippines, and that the experience provided relevant lessons to the UN system in the country.

### **A.4. Ownership**

42. The ownership of the JP by the participating national government agencies has been evaluated as high. As explained earlier, the National Government (in particular DOLE) played an active role in the design of the JP document. Provincial LGUs were also involved in the preparation of the project proposal, which helped to discuss the issues and activities included in

the program. However, this participation was not so intense, and changes in the provincial authorities that took place as a result of the national elections of May 2010, led to their initial limited knowledge about the basic features of the JP. As a result, the JP Coordination Office needed to carry out an intense work of explaining the program during 2010.

43. During the design process, the MDGF Secretariat provided useful feedback to improve the quality of design. Some of the relevant changes introduced as a result of suggestions from the MDGF Secretariat were the reduction in the number of provinces (which were considered as too many for the funds available) and the introduction of activities on the demand side of the labor market.

44. An interesting issue that deserves attention is the relationship between the modalities of implementation and ownership. The conventional wisdom indicates that ownership by government and other local actors is higher when they are more actively involved in the management of funds and implementation of program activities. In fact, this is one of the arguments that provides the basis for recommendation by the Paris Declaration of transferring project and program resources to government counterparts and use the national account systems. Surprisingly, most government agencies involved in the implementation of the JP YEM were reluctant to receive and manage the program funds, preferring the modality of direct payment (i.e. management of funds by the agencies of the UNCT). The officials interviewed argued that government procurement procedures were too complicated and lengthy, and that the management of funds imposed an additional workload for the management and liquidation of funds for which they had limited human resources. Thus, even agencies that normally transfer funds to their partners (e.g. UNFPA) ended up using the direct payment modality as a result of government requests. This suggests that ownership can be high even if the involved agencies do not manage the program funds directly, as long as they receive good information about the funds used and the progress of the program in general.

#### **A.5. Weaknesses of the program design**

45. Although the design of the JP YEM has been relevant for the country's problems and policies, the interviews with policymakers show that it also has some weaknesses.

46. First, the JP document focused on the issue of migration overseas, not considering the process of internal migration, i.e. the rural-urban migration process within the Philippines. The migration of rural population to urban centers, especially the Manila metropolitan area, is an important process that has been recognized both by the literature on development problems in the Philippines and by major policy documents, including the MTPDP 2004-2010 that was available at the time of design. Migrants from provinces rarely go directly to other countries, but migrate first to Manila.

47. Second, the JP document gives greater emphasis to the supply side of the labor market, with less attention to the demand side. In fact, the program focuses on a great deal on interventions to strengthen the skills obtained by the youth in both technical and vocational education (TVE) and in secondary schools and to help them (in particular students at risk of dropping out) stay in school. In contrast, the activities to promote a higher demand for jobs among young people are relatively modest, in spite of the fact that young people are migrating from the provinces because the local economies do not create enough jobs. Thus, activities that provide skills to the youth and help them not to drop out of school would not be enough to prevent them from migration if the local economies do not generate new employment opportunities.

48. Third, the program did not include time for startup activities, assuming that implementation would start at full speed since the start date. However, any program needs time for tasks such as contracting of staff, renting of office space, purchase of equipment, opening of program accounts,

and setting up of management and coordination bodies. The program also needed time to disseminate information about it in the provinces and the negotiation of partnerships with different stakeholders. The time required for all these activities varies, but it usually involves a minimum of six months.

49. Fourth, the design did not include an analysis of possible risks, in particular those related with the political context. As said earlier, the JP YEM was designed between the last quarter of 2007 and the end of 2009, being signed in June of that year. The next National Elections were scheduled to take place in May 2010, and served to elect both national and local authorities. The political campaigning of the national elections usually start several months earlier, having negative effects on a program that was starting such as the JP YEM. In addition, policy related activities are difficult to undertake because the existing authorities may change after the elections. The identification of risks associated with the elections and its possible effects on the programme was not addressed in the JP document.

50. Fifth, the simultaneous consideration of several development problems (poverty, youth unemployment, migration, schools drop-out) led to some inconsistencies in the selection of the provinces included in the programme. The JP mentions that “the programme will be implemented in some of the poorest regions of the country. Activities will be focused in some of the provinces with high drop-out rates and number of out-of-school and at-risk youth, where the MDGs, particularly MDG 1, are least likely to be achieved.” However, a table presented at the JP document that offers information about the selected statistics for the four provinces suggests that the incidence of poverty was the most important one in the selection of provinces (see table 3). The data shows that poverty incidence is in fact significantly higher in the four provinces than in the Philippines as a whole (70.9% of the total population in Masbate, 45.9% in Antique, 61.3% in Maguindanao, 58% in Agusan del Sur, 34% in the Philippines). Meanwhile, secondary school enrollment rates are lower in the four provinces than in the country as a whole, which suggests a low level of education and skills of the youth and the workforce in general. However, the secondary school drop-out rates (which is one of the indicators mentioned as relevant in the selection of the provinces, and for which the program proposes education subsidies) are lower in all four provinces than in the Philippines as a whole, both among male and female students, with the only exception of Maguindanao, which shows a proportion of female drop-outs (5.7%) higher than the Philippines (4.2%). Unemployment and underemployment rates are also all lower in the four provinces than in the average for the Philippines. At the same time, it must be noted that some of the UNCT agencies (e.g. UNICEF and UNFPA) were already working in the selected provinces, which facilitated programme implementation because of the previous experience with procurement procedures and access to key political leaders and officials.

51. No data is presented about migration, but the information provided by informants during the evaluation suggests that the four selected provinces do not have a substantial number of overseas workers. This also shows the difficulties of addressing at the same time problems of poverty, unemployment, and migration. In the case of the Philippines, migration overseas is associated with social problems, such as the difficulties faced by children left behind who rely on remittances and are frequently said to lose interest in school. However, the incidence of poverty tends to be higher in families without migrant relatives than in families that have migrant relatives, as the latter receive remittances and the former have to rely on local sources of income only.

52. To conclude, the selection of the provinces seems adequate in terms of the aim of the program of contributing to the achievement of the MDG1. Although they all experience problems of unemployment and school drop-out, their indicators are lower than in the Philippines as a whole, so there are other provinces with significantly higher unemployment rates and drop-out rates. Migration overseas is also less relevant than in other provinces, though migration to the Manila metropolitan area is important. It must be recognized that the four provinces have low secondary school enrollment rates.

Table 3. Selected statistics on the four provinces of the JP YEM

Indicators	Philippines	Masbate	Antique	Maguindanao	Agusan del Sur
Poverty incidence % of total families	28.4	62.8	35.1	55.1	50.2
% of total population	34.0	70.9	45.9	61.3	58.0
Unemployment rate (%)	7.4	5.3	7.5	4.1	4.1
Underemployment rate (%)	18.9	12.2	11.7	10.5	8.6
Secondary school drop-out rate (%)					
- male	8.3	6.2	6.7	5.1	7.0
- female	4.2	3.8	2.8	5.7	3.8
Secondary school net enrollment rate (%)					
- male	57.4	37.6	45.1	21.8	47.3
- female	66.6	52.4	55.4	26.0	56.7

Source: Alternatives to Migration: Decent Jobs for Filipino Youth. Joint Programme Document.

## B. Process level

### B.1. Efficiency

53. This section focuses on the issue of efficiency of the program, or in other words the degree in which its resources and inputs (funds, time, etc.) have turned into results.

54. Evaluating efficiency is usually difficult, as ideally it would require having available precise information about the costs of different outputs and of the progress in their implementation, as well as comparable data from similar programs and context. Thus, efficiency is evaluated here using proxy indicators, including the existence of implementation delays, the size of the PMO and TWG, and the time and human resources associated with key processes, in particular procurement of goods and services and the functioning of the decision-making bodies (PMC, etc.). Implementation delays are associated with inefficiencies due to higher operating costs over time and with lower results per resources applied. The size of the PMO and TWG is associated with the operating costs of the program. Meanwhile, delays could take place if longer time and human resources are spent in the procurement of goods and services and in the functioning of decision making bodies, such as the meetings of the PMC and the TWG.

55. Up to now, the program efficiency can be considered as low, as a result of the delays in the implementation of the program, which lead to an achievement of outputs and activities lower than what can be expected for a program that is close to the end of its second year of life. At the same time, the program shows indications of efficiency, including indications of low operating costs, such as a small size of the JPCO and TWG and low expenditures in vehicles and equipment) and good functioning of coordination mechanisms. Thus, the program efficiency should increase substantially until the end of the program, as long as the implementation progress continues to proceed smoothly.

56. The next sections focus on several issues related with the programme efficiency, including the functioning of managerial and coordination arrangements, the procurement procedures, and the pace of implementation.



## Management and coordination arrangements

57. The interviews carried out with different stakeholders in the Philippines, the review of the discussions held and decisions made by the PMC as shown in their proceedings, and the analysis of processes, led to the conclusion that the management and coordination mechanisms of the JP have worked quite efficiently. The number of staff working directly in the management of the program is reasonable, the program expenditures in vehicles and equipment is low, and the coordination mechanisms work well without overloading the participating UN and government agencies. In addition, national government agencies and LGUs are contributing with their own resources to the JP YEM, especially through staff working at no cost in programme activities, the provision of free office space (DOLE provides office space to the JPCO and LGUs do so to the programme Field Coordinators).

58. The main components of the JP management model were explained in section B.2. These include the Programme Management Committee – PMC, the Joint Programme Coordination Office, and the Technical Working Group – TWG. Above them, the National Steering Committee oversaw activities of all four JPs funded by the MDG-F in the Philippines.

59. The agencies of the UNCT and the government partners all participated actively in the PMC, under the leadership of DOLE. The review of the PMC proceedings and the information provided by members of the PMC suggest that the PMC has been effective in discussing issues relevant to the programme without spending great amounts of time and/or engaging in long arguments. Some of the relevant measures discussed and approved by the PMC include transferring from TESDA to POEA the implementation of output 2.2.1.3 --labor market responsive vocational and entrepreneurship skills training with life skills, gender and migration—because neither entrepreneurship training nor migration were within the mandate and experience of TESDA. In addition, the output was changed from Design of Safe Migration Module to "Upscaling and Intensification of Community-based Safe Migration Information, Orientation and Advocacy campaign" with the POEA as the key partner; the appointment of OWWA as the leading agency of output 1.1.3; and the incorporation of additional members in the PMC.

60. Meanwhile, the TWG has worked smoothly in the planning and coordination of programme activities. Some of the tasks of the TWG include supporting the operational teams of the Agencies and Implementing Partners in the development of the Work Plans and the Annual Budgets, ensuring that all partners work together at the programme implementation, helping establish working level coordination mechanisms among technical focal points of Implementing Partners, and supporting partners' successful implementation of programme activities through direct assistance and technical operational advice. In practice, coordination between members of the TWG has been facilitated by the JP Coordinator, mainly through e-mail and text messaging. This coordination has worked well, without the need of frequent and intensive meetings that may have taken too much time from all participants, thus becoming inefficient.

61. The main actors in the day to day implementation of program activities have been the agencies of the UNCT, the government partner agencies, and the Programme Coordination Office. Each agency of the UNCT has also hired professionals to work in the planning, implementation, and monitoring of program activities. Meanwhile, the different government partners (DOLE, TESDA, DpEd, etc.) have their own focal persons to coordinate activities with the UN agencies.

62. At the provincial level, the program has worked closely with the PLGUs. In each province, the respective Provincial Planning Development Office (PPDO) coordinated an informal coordination structure comprised of the different program stakeholders in the province, usually including the provincial offices of national government agencies (DOLE, TESDA, OWA, Dped, etc.), the PPDO, and NGOs such as migrant and youth associations. The program had neither an office nor staff at any of the four provinces. However, IOM recently created the position of

Field Coordinator (one for each province) in order to coordinate and monitor program activities. The four Field Coordinators are based at the PPDOs and they have basic equipment (a laptop).

63. Finally, the National Steering Committee (NSC) played an active role in providing strategic guidance to the program. The NSC approved the JP Annual Workplans and Annual Budgets, reviewed and approved the annual report, and made observations and recommendations to improve the program. The delays in the implementation of the program was a major concern of the NSC, which recommended the preparation by the JP YEM of a catch up plan and more lately the need to break down the planning of activities to the week level.

64. As said earlier, the management and coordination mechanisms have worked efficiently. Although the JP Coordinator has very limited formal authority, she played a key role in facilitating the coordination and exchange of information between the different UN and government agencies, coordinating through meetings and electronic means (e-mail, text messaging). This prevented the potential problem of overloading the members of the TWG and the PMC with frequent and long meetings. In addition, the focal persons from the UN and government agencies showed a very positive attitude to solve problems and coordinate program activities. This helped avoid or solve problems that are common and might have been expected in joint programs in which UN agencies apply different procedures and frequently have their own interests and views, making it difficult to coordinate and share costs. Therefore, results can be explained more by the available human capital than by the characteristics of the management and coordination arrangements, which are similar to the ones used in JPs in other countries that did not work so well.

65. Weaknesses of the management and coordination mechanisms that deserve attention include:

a) The monitoring and evaluation tools, which focus basically on the progress outputs/activities. The M&E functions of the program should also incorporate tools and indicators to measure results of the program and quality of the services delivered. In addition, it should start working on the identification and analysis of national and local best practices, which would be the basis to pilot models for future replication.

b) The lack of a formal structure at the provincial level, which affects the visibility of the program and makes it difficult for the local stakeholders to obtain information and in general interact with the JPCO. The recent contracting of Field Coordinators in each province has been a positive development, but they were hired by IOM to work only on the activities that are the responsibility of that agency.

c) Even though the programme needs to focus in the short term on accelerating its implementation and on achieving the results proposed at the design stage, it will be necessary to prepare an exit strategy that ensures the sustainability of the programme results. UNCT organizations, government agencies, and LGUs should all play an active role in the preparation of the exit strategy, and the MDG Secretariat could make an important contribution by providing tools that may include, among others, a checklist of relevant issues that need to be considered when preparing the exit strategy, as well as indicating best practices of exit strategies in similar contexts.

#### Procurement procedures

66. To implement program activities, the different UN agencies used different modalities, including mainly the following: a) “direct payment”, which consisted of the contracting by the UN agency of the good and services that were included in the workplan agreed with the respective government partner, using the respective agency’s procurement procedures; and b) “downloading of funds”, which consisted of the transfer of funds to the government partner to implement the

activities agreed in the workplan, either directly or through the contracting of goods and services following the normal government procedures. In all cases, the UN participating organizations signed Implementation Agreements with their government partners.

67. In the case of IOM, the Implementation Agreement is based on an agreed workplan and establishes the funds committed for such tasks. IOM used the direct payment modality in the program activities carried out with its partners (Dped, BWSC, only because of the existing general policies of the organization. UNFPA downloaded funds to partners for some activities (ILS, NYC) and used direct payment for others. ILO initially used the modality of direct payment, but it was shifting to the downloading of funds modality at the time of the evaluation, having already negotiated 'Implementation Agreements' with TESDA and BWSC. UNICEF used the downloading of funds for all activities, with the exception of the procurement of goods, which was performed directly by UNICEF.

68. One particular feature of the relationship with government partners was that the UN agencies dealt directly with each of the government partners, even in the case of the agencies that were part of DOLE, such as ILS, TESDA, BWSC, and PESO.

69. The use of different modalities of implementation and procurement procedures initially confused government partners, most of which had a clear preference for not managing the program funds but using the direct payment modality. Officials from the agencies involved (DOLE, Dped, TESDA, BWSC) argued that government procurement procedures were too complicated and lengthy. In addition, managing program funds imposed an additional workload to the agencies' limited human resources.

70. To sum up, some of the delays experienced by the program relate with the procurement procedures and the negotiation of the particular implementation modalities used by different agencies. The management of funds by government partners was associated with longer procurement processes and occasional delays in the liquidation of funds to the overload of the human resources of the agencies in charge of such task.

#### Pace of implementation

71. The important delay in the implementation of program activities plays a decisive role in a low efficiency of the program. As explained earlier, few program activities were implemented during its first year. Implementation accelerated after the Provincial Planning Workshops that took place in September of that year. These workshops had to be organized after the new national and local authorities were appointed in June 2010. Funds for the second year of the program were received in March 2011, so almost no activities had been financed with them by the time of the evaluation, when only three months were left for the end of the second year. Thus, the program is experiencing a substantial delay.

72. In fact, interviews carried out with different stakeholders in all four provinces where the JP YEM is being implemented at the different participating provinces show that there is an eagerness at that level for the program to accelerate implementation, and as put by some of those who were interviewed, "to go from meetings and discussions to action that benefit directly the youth". Local stakeholders expressed anxiousness for seeing more implementation progress, especially in the activities targeted to the youth

73. As it was explained earlier, the implementation delays can be explained by the time spent in startup activities and by the national and local elections of May 2010, which made the program wait until the newly elected authorities were appointed to start with the planning of activities and their implementation. More lately, some activities were experiencing some delay due to three other factors:

- a) Longer time than expected for the negotiation of implementation agreements to be signed by ILO and UNFPA with their partners (TESDA and BWSC). In the case of ILO, the problem emerged because the type of contract that was initially negotiated (a Service Contract Agreement) was later found that was not the appropriate legal document, as ILO uses SCA for service providers and Implementation Agreements with government partners. The Service Contract started to be negotiated at the end of November 2010 and was signed by TESDA in the beginning of February 2011. At the end of February 2011, TESDA and BWSC were informed that an Implementation Agreement would be signed instead, and that ILO would be first in signing the document. As the Implementation Agreement includes an amount higher than USD 20,000, it needs to be signed at the ILO Headquarters, so it takes a longer time than if it was reviewed and signed at the ILO Country Office. When the document is returned to the government partners, they would need to sign, and additional time would be needed for the opening of accounts had not been yet signed at the time of the evaluation). This caused a delay in the start of training activities planned with TESDA and BWSC. It is expected that the Implementation Agreement will be ready by early May. One of the problems related with the use of different legal documents (ILO uses an "Implementation Agreement", UNFPA a "Letter of Understanding").
- b) Delay in the liquidation of funds by the government partner, which prevented the disbursement of additional funds. The modality of downloading of funds requires that the government partner reports to the corresponding UN agency on the use of the funds. This liquidation of funds is done after the end of a certain period (e.g. six months), after which a new disbursement can be made. Any delay in the liquidation of funds would lead to a delay in new disbursements needed for other activities. In the case of the program, there has been a delay in the liquidation by DOLE/ILS of funds transferred by UNICEF for policy related activities. DOLE officials explained that this delay was due to the workload of their staff.
- c) Limited human resources of government agencies, which had to prioritize other urgent activities over planned program activities. Officials from most of the government agencies interviewed stressed that a challenge that they faced with the JP YEM was that they had to implement program activities in addition to what they normally did. Because the JP YEM did not pay for the contracting of additional staff, they had to carry out the new activities with their own staff, so they sometimes became overloaded. In some periods, other activities might be more urgent than those of the JP YEM. For example, DOLE's Institute of Labor Studies (ILS) had to dedicate significant efforts during 2010 and the first quarter of 2011 to the provide inputs to the preparation of the Medium Term Philippines Development Plan 2011-2016. This took time to the preparation of the policy related activities that the JP YEM was implementing with the ILS.

74. As explained earlier, based on the funds disbursed (i.e. already paid for project activities implemented or under implementation), the delivery rate of the program by 31 March 2011 reached 64.1% of the amount transferred for the first year of implementation and 1.2% of the amounts transferred for the second year. In the only four months left to complete the second year of the program, it is highly possible that the activities of the first year are completed, but that little of the second year activities is actually implemented. In other words, the implementation is delayed in about a year, and it is extremely unlikely (if not impossible) that the program completes all the expected outputs and activities by the current completion date. The only exception might be the activities that are responsibility of UNFPA, which comprise a small budget and basically training activities.

## **B.2. Ownership in the process**

75. This section focuses on the ownership in implementation, or in other words the effective exercise of leadership in the development interventions of the national social actors. This includes the extent to which the target population and the participants have assumed an active role in the program and the extent to which national public/private resources and counterparts have mobilized to contribute to the program's goals and impacts.

76. Ownership of national actors in implementation can be considered as high, with an active involvement of the government agencies (especially DOLE) and the participating UN organizations. DOLE has exercised leadership through its active participation in the PMC and its commitment in the implementation of program activities. The other government partners have also been actively involved in the implementation of program activities, and those included in the PMC have participated actively in its meetings. The high involvement of government agencies relates mainly with the fact that program activities are coherent with their priorities and that the program funds have made possible to either expand what they were doing or to incorporate new approaches. For example, the education subsidies provided by JP YEM to high school students made possible for schools in the four provinces increase the number of students at risk of dropping out who receive scholarships. The support of the program to policy related activities helped ILS and NYC carry out intense consultations with youth organizations in the four provinces about problems affecting the youth and policies that could be implemented. This helped them improve significantly the normal consultative process made as a part of the preparation of the MTPDP and of employment policies, and it will lead to the preparation of a youth policy agenda that would have been difficult to achieve without the support of the program. The support of the program to introduce life skills and gender sensitive elements to the curriculum of secondary schools helped Dped introduce these important themes in their curriculum.

77. The Provincial LGUs in the four provinces are also participating actively in the PMC, and they are playing an important coordination role at the provincial level through the Provincial Planning Development Offices. It must be noted that this active role is more recent in the case of Masbate, as it took a longer time for the new provincial authorities elected in May 2010 to provide full support to the program. LGUs are also making counterpart contributions to the program. For example, they have committed to provide buildings for the OSRCs, they provide office space for the Field Coordinators recently hired by IOM in each of the provinces, and they have allocated staff to collaborate with program activities. In the case of the Maguindanao Province, the ARMM Government is also actively involved in the program, participating actively of the PMC meetings and in key decisions about program activities (e.g. the future location of the One-Stop-Shop Resource Centers – OSRC).

78. The UN participating agencies organizations have also participated actively in the program, with ILO exercising leadership as expected through an active participation of the Country Office Director in the PMC meetings and his close supervision of the programme activities that are ILO's responsibility. For the UN agencies, the JP YEM (and other MDG-F funded Joint Programs for some of the agencies) has been the most important exercise of joint implementation.

79. Meanwhile, the participation of the target population and civil society in general in the planning, implementation, monitoring and evaluation of the program has been more limited. However, some efforts of the program deserve recognition, including the incorporation to the PMC of representatives from relevant civil society organizations (the Trade Union Congress of the Philippines - TUCP, the Federation of Free Workers - FFW, and the Employers' Confederation of the Philippines – ECOP) that were not included at the JP document. In particular, the FFW has been participating actively in the PMC meetings and provided good suggestions, such as the need to include training on the rights of young workers and migrants in secondary school. In addition, the policy related activities of the program have involved the participation of youth organizations in the consultations made to prepare the national policy agenda.

80. Finally, in addition to the resources that the JP YEM has been able to mobilize from LGUs, the program is making efforts through one of its outputs to mobilize private resources to create employment for the youth, in the context of public-private partnerships. However, these efforts are still in an early stage.

## **C. Results level**

### **C.1. Progress towards achievement of results**

81. This section analyzes the efficacy of the program in terms of the extent to which the objectives of the development intervention have been met or are expected to be met.

82. As it was explained earlier, the program has made a slower than expected progress because most of the activities implemented took place only since around September 2010 (i.e. during the 7-8 months previous to the evaluation). Considering such a short period, the JP has made significant progress. The most important progress has been made in the implementation of policy related activities, the provision of education subsidies to high school students in risk of dropping out, the provision of equipment to schools for technical courses, and the training of trainers in entrepreneurship, life skills and gender. In addition, other activities that have been implemented provide a good basis for the achievement of other outputs, including especially the implementation of studies on the possibilities of public-private partnerships, which raised the issue of public-private partnerships and of social corporate responsibility in the four provinces, and the studies of local development and employment, which served to provide information about the local economies useful for the LGUs.

83. As explained earlier, based on the funds disbursed (i.e. already paid for project activities implemented or under implementation), the delivery rate of the program by 31 March 2011 reached 64.1% of the amount transferred for the first year of implementation and 1.2% of the amounts transferred for the second year. The program has accelerated implementation since the last few months of 2010, and it is possible to argue that it will move swiftly in the future.

84. According to the information presented by the last bi-annual monitoring report of the JP YEM, the number of program beneficiaries reached 967 persons by 30 December 2010, out of which 499 or 51.6% were women and 468 or 48.4% were men (see table 4). These beneficiaries include mainly students at risk of dropping out who received educational subsidies, out of school youth who received training, and teachers, principals, and other trainers who participated in training provided by the program. In addition, 87 institutions are reported as having benefitted directly from the participation in program activities. These institutions have participated in various degrees, so it must be recognized that the program may have had some impact in the consideration of youth in their activities, while others may have changed marginally because they participated in a lower degree in the program activities. The number of persons is low compared to the expected number because of the slow start of the program, which basically implemented activities since the second half of 2010.

Table 4. Number of beneficiaries of the JP YEM (until 30 December 2010)

Beneficiary type	Expected number of Institutions	Number of Institutions to date	<u>Expected No. of Women</u>	Number of Women to date	<u>Expected number of Men</u>	Number of men to date	Expected number of individuals from Ethnic Groups	Number of individuals from Ethnic Groups to date
National Institutions	12	3						
Local Institutions	24	84						
Urban			25	6	25	4	0	0
Rural			5,883	493	5,881	464	0	1
<b>Total</b>	34	87	5,908	499	5,906	468	0	1

Source: JP YEM (2010). Joint Programme Monitoring Report. MDGF 1942 Alternatives to Migration: Decent Jobs for Filipino Youth. Manila

85. According to the interviews made and the review of documents produced by the program, the outputs and critical activities have been of good quality. Several documents of the policy related outputs of the program were available in a draft form, so they were under review by the respective UN agencies and government partners. The evaluation found that in general they have a good level and can be considered as satisfactory. In some cases, the reports were not available, but the consultants who had been contracted to carry out specific activities made a presentation of the progress made. The evaluation also found that the consultants showed a good command of the topics for which they were contracted, and the presentations made showed that the results were promising.

86. Although the evaluation found that the program outputs were in general of good quality, it must be recognized that it was not possible to evaluate the quality of many of them, and that the JP YEM should incorporate in its M&E system tools and indicators to monitor quality in a systematic form.

87. The relevance of the program to the current government policies, the active involvement in the program of government and UN agencies as well as of the Provincial LGUs, and the good functioning of management and coordination mechanisms, lead to the argument that the program shows promising prospects of achieving its proposed outputs and of contributing in several ways to the issues of youth fair employment and safe migration:

- a) The JP YEM is contributing to a broader and more participatory discussion of problems and possible policies on these issues. In this way, it is rising awareness about the problems of unemployment and migration that affect the youth in the Philippines and promoting a more participatory definition of policies targeting the youth.
- b) The programme is promoting coordination among government agencies at the national and provincial level to deal with the issues of youth, employment, and migration. A

significant number of national government agencies and programs as well as LGUs in the Philippines worked on the issues of youth, employment, and migration, but they tended to do so in a quite isolated manner.

- c) The programme is testing different, innovative practices to deal with problems of youth, employment and migration in the Philippines, with the provinces being pilot experiences that would serve to identify best practices and the conditions under which they work well.
- d) The JP YEM is providing educational subsidies to high school students at risk of dropping out, helping them stay in school and thus reach a higher level of education.
- e) The program is providing material support to 12 schools in the four provinces in order to improve their technical courses. This would help improve the quality of courses that teach students technical skills, which in turn should improve their skills and possibilities of obtaining a job after they complete high school.
- f) The program has enabled the implementation of the DepEd's Dropout Reduction Program (DORP) and promotion of child-friendly approaches in the pilot schools.
- g) The strengthening of high school courses and the training of trainers with life skills and gender sensitive should help improve the quality of high school education and of courses offered to out of school youth, providing them with socially relevant background.
- h) The strengthening of PESO offices and the creation of new One Stop Shop Resource Centers for the Youth supported by the JP YEM should improve the services provided to the youth, including among others information about jobs available and opportunities and challenges related with migration. Seventh, the studies on local economic development and the promotion of public-private partnerships to promote youth employment is intended to create more conditions of local growth and employment creation at the local level, a necessary condition to reduce the need of the youth to migrate in search for better life opportunities.
- i) The modeling of innovative mechanisms to channel remittances is intended to promote the use of remittances on initiatives that promote job creation and other social benefits to the youth, rather than their use for consumption only.
- j) The program is making an important contribution to the application of the Delivering as One principles in the Philippines. The JP YEM and the other joint programmes funded by the MDG-F have become the most important experiences of joint implementation by UN agencies in the country. Thus, their experience will be useful for the design and implementation of future joint programmes, and the lessons learned could be considered in the process of finalizing the next term UNDAF, as well as in the next country strategies of participating UNCT agencies such as UNFPA 7<sup>th</sup> Country Programme, which includes the framework for working together with other UN agencies.

88. At the same time that the JP YEM shows promising prospects of achieving its proposed outputs and contributing to youth fair employment and safe migration, the delay resulting from the little progress made during the first year of the program makes it unlikely that all the expected outputs and activities can be achieved by the current completion date. The only exception might be the activities that are responsibility of UNFPA, which comprise a small budget and basically training activities. In addition, some specific outputs are likely to require changes in the expected activities. Also, it was found that the targets of output 1.3 focused on the modeling of mechanisms to channel remittances will be difficult to achieve, considering the delays experienced by the programme. Therefore, a recommendation is made in this report (see



chapter 6) to reduce the proposed activities and transfer part of the funds currently allocated to the output to other specific activities.

89. Based on the high possibilities of the program to achieve the proposed outputs, and the fact that the delay in implementation relates partly with the lack of consideration of the time needed for start-up activities, as well as to risks posed by political factors, it will be recommended that the program is granted with an extension in its completion date. The length of this extension should be evaluated more precisely at the time when the funds for the third year of implementation are requested (most probably around December 2011).

## **C. 2. Sustainability**

90. This section focuses on the sustainability of program impacts, or in other words the probability that the benefits of the intervention will continue in the long term. Because the JP is in an early stage of implementation, analyzing sustainability of impacts is quite difficult, as most of the proposed program impacts are still expectations rather than reality. Therefore, the issue of sustainability is addressed in terms of its perspectives, considering the program ownership by national and local government institutions, the building of national and local capacities to continue to provide the services provided by the program, among others.

91. In general terms, it can be argued that the setup of the different program outputs ensures good perspectives of sustainability for several reasons:

- a) Many of the program outputs involve the building of institutional capacities through the provision of training (teachers, supervisors and principals in secondary schools, staff at PESO local offices, trainers who provide technical courses to youth, etc.), the supply of equipment for technical courses in secondary schools, and the improvement of training materials. Through these improved capacities, these institutions (the supported secondary schools, the employment services offices, etc.) are likely to continue to provide better services to the youth once the program is completed. The JP YEM will also contribute to the creation of some new services, such as the One-Stop-Shop Service Centers for the youth. One of the program outputs is also contributing to building capacities of local actors, in particular provincial governments, to design and implement local development policies and programs that promote employment creation, especially among the youth. Other outputs focus directly on providing skills to the youth (students at risk of dropping out, in of employment services for the youth , At the policy level, the JP YEM is contributing to the building of capacities among national and local government agencies on how to deal with the issues of youth, employment, and migration. Through the influence in the MTPDP 2011-2016 and the elaboration of a Youth Employment Plan and a Youth, Employment, and Migration Agenda, the JP YEM is contributing to generate new policies that should guide government interventions even after the program is completed. Youth organizations have also become strengthened through their participation in policy consultations promoted by the program, so they will have more capacities to participate in policy making in the future, after the JP is completed.
- b) Second, the lead government agency (DOLE) and the national government agencies and LGUs participating of the program implementation are showing commitment and technical capacity to keep working on the issues of the program. For example, Dped and the BWSC should not face constraints in incorporating in their education and training courses and in the supporting materials that they use the issues of gender, life skills and safe migration included in the training provided by the JP YEM. The Dped and the schools that receive material support for CPTLE courses are not expected to have problems to use and maintain the equipment received. It is also reasonable to expect that DOLE will incorporate in the future formulation of employment and migration policies the improvements in the consultation process that was undertaken with the JP YEM. In

the case of the LGUs, they have shown high commitment in the coordination of program activities at the provincial level, and they are contributing with their own staff and sometimes with infrastructure support, such as the provision of building for the OSRCs.

- c) Some of the benefits of the JP YEM do not involve significant increased costs for the agencies involved. For example, improvements in the curriculum and education materials and in the program and training materials used by Dped and the BWSC to include the issues of gender, life skills, and safe migration. However, some interventions may be more difficult to sustain and would require the setting up of clear arrangements and commitments before the end of the program to ensure sustainability. The sustainability of the One-Stop-Shop Resource Centers would require that LGUs assume the responsibility for the costs of the centers' operation, a process that in the case of the PESO offices is known as "institutionalization". In the case of the education subsidies, maintaining the support to an additional number of students would require additional funds by Dped that may be difficult to have available.

92. At the same time that the perspectives for the sustainability of impacts looks promising, the evaluation found that the programme should make more explicit the sustainability strategy for each output and critical activity. This would help to identify potential sustainability problems and define appropriate strategies.

#### **D. Country level**

##### Contribution to MDGs and goals of the thematic window

93. As said earlier, the JP YEM is at an early stage in the implementation of the proposed activities. Thus, it is still early to argue that the program has made a contribution to the achievement of the MDGs and the goals of the thematic window. However, it shows promising perspectives to achieve most or all of the proposed outcomes, so it is highly possible that it will make a contribution in both areas. In fact, the program is aligned in a great deal with the goals of the thematic window.

94. The policy related activities of the program, and specifically the preparation of a youth policy agenda, the incorporation of youth organizations in the discussion of youth policy issues, and the influence that the program may have had in the incorporation of youth, employment, and migration issues in the MTPDP 2011-2016, will make an important contribution to the goal of the thematic window of making youth employment a national priority and mainstream employment and decent work, especially for young people, into national development plans and frameworks. Several interventions of the JP focus on providing skills to disadvantaged youth and to help students at risk of dropping out to stay in school, and they will contribute to the goal of the thematic window of identifying, developing and implementing measures to help young people access and remain in the labor market, with an emphasis on disadvantaged and vulnerable youth. Furthermore, the JP is promoting coordination among several national government agencies that work on the issues of youth, employment, and migration. In addition, the involvement of LGUs is helping them strengthen their capacities to work with the issues of youth, employment and migration, and it is promoting a better coordination at the provincial level between LGUs and the provincial offices of national government agencies. In this way, the JP is contributing to the goal of strengthening institutional capacity to effectively deliver employment, youth and migration interventions.

95. With respect to the MDGs, the JP YEM shows good perspectives of contributing specially to the attainment of the MDG 1 Eradicate extreme poverty and hunger, as the program outcomes and outputs focus on promoting sustainable productive employment and decent work for young people. Through its activities aimed at enhancing the quality of training for youth on life skills and

gender, the program should also contribute with MDG 3 Promote gender equality and empower women.

## 5. Conclusions and lessons learned

96. The main conclusions of the mid-term evaluation are the following:

- a) The design of the JP YEM addresses issues that are highly relevant to the problems of the youth in the Philippines and the provinces of its area of intervention. In addition, it has been relevant to the priorities and policies of the Government of the Philippines, both at the time when it was designed and at present. The program is also highly relevant to the policies of the involved regional and local governments, i.e. the ARMM Government and the PLGUs of Agusan del Sur, Antique, Masbate, and Maguindanao.
- b) The ownership of the JP design by the participating national government agencies can be considered as high. The national government –especially DOLE-- was actively involved in the design of the program, and the authorities of the PLGUs participated in consultations to discuss the problems addressed by the program and the outputs and activities that were designed.
- c) The main weaknesses of the JP design are the lack of focus on the process of rural-urban migration within the Philippines, the lack of consideration of time for startup activities and of the potential risks related with the political context.
- d) The JP has experienced a substantial delay in its implementation. This delay relates mainly to the time spent during the first year in startup activities, such as hiring of programme staff and setting up of office. The political context also significantly affected the program during the first half of 2010 due to the May national and local elections.
- e) Considering that most of the activities have been implemented during the 7-8 months previous to the evaluation (since July 2010), the JP has made significant progress. The most important progress has been made in the implementation of policy related activities, the provision of education subsidies to high school students at risk of dropping out, the supply of equipment to secondary schools for CPTLE courses, and the training of trainers in entrepreneurship, life skills and gender. Other activities that have been implemented provide a good basis for the achievement of other outputs. The program has accelerated implementation in the last few months of 2010, and it is possible to argue that it will move swiftly in the future. The number of direct beneficiaries is still low compared to the expected number because of the slow start of the program. The outputs and critical activities have been of good quality.
- f) Up to now, the program efficiency can be considered as low, as a result of the delays in the implementation of the program, which lead to an achievement of outputs and activities lower than what can be expected for a program that is close to the end of its second year of implementation. At the same time, the program shows indications of efficiency, including indications of low operating costs, and good functioning of management and coordination arrangements. It can be expected that the program efficiency increases substantially until the end of the program, as long as the implementation progress continues to proceed smoothly.
- g) UN organizations used different modalities of implementation and procurement procedures. Some government agencies had a clear preference for not managing the program funds but using the direct payment modality, i.e. the management of funds by the UN organizations, because of slow and complicated government procurement procedures and due to the additional workload for managing program funds.

- h) Ownership of national actors in implementation can be considered as high, with an active involvement of the government agencies (especially DOLE) and the participating UNCT agencies. The high involvement of government agencies relates mainly to the fact that program activities are coherent with their priorities and that the program funds have made possible to either expand what they were doing or to incorporate new approaches. The PLGUs in the four provinces are also participating actively in the PMC, and they play an important coordination role at the provincial level through the Provincial Planning Development Offices. In the case of the Maguindanao Province, the ARMM Government has also actively involved in the program, participating actively at the PMC meetings and in key decisions about program outputs and activities
- i) Because the JP YEM is at an early stage in the implementation of the proposed activities, it is still early to argue that it has made a contribution to the achievement of the MDGs and the goals of the thematic window. However, it shows promising perspectives to achieve most or all of the proposed outcomes, so it is highly possible that it will make a contribution in both areas. The program is also aligned with the goals of the YEM thematic window.
- j) The relevance of the program to the current government policies, the active involvement in the program of government and UN agencies as well as of the Provincial LGUs, and the good functioning of management and coordination mechanisms, make it possible to argue that the program shows very good prospects of achieving its proposed outputs and of contributing in several ways to the issues of youth fair employment and safe migration. However, the delay during the first year of the program makes it unlikely that all the expected outputs and activities can be achieved by the current completion date. This suggests the need for an extension of the programme completion date, as well as the reduction of targets in specific outputs (see chapter 6).
- k) More impact potential could be achieved if some of the programme activities worked in a more integrated manner, rather than doing it in an isolated way. An example would be the integration of Output 1.2 the establishment of one stop shop resource centers for returning migrants and Output 2.4 enhancement of public employment services
- l) In general terms, it can be argued that the setup of the different program outputs ensures good perspectives of sustainability. Many of the program outputs involve the building of institutional capacities that would help these institutions (the supported secondary schools, the employment services offices, etc.) to continue providing better services to the youth once the program is completed. The lead government agency (DOLE) and the national government agencies and PLGUs participating in the program implementation are showing commitment and technical capacity to keep working on the issues of the program. In addition, some of the benefits of the JP YEM do not involve significant increased costs for the agencies involved. However, some interventions may be more difficult to sustain and would require the setting up of specific arrangements and commitments before the end of the program to ensure sustainability. \
- m) The program is contributing to the application of the Delivering as One principles in the Philippines, and the experience will be helpful for the design and implementation of future joint programmes, the finalization of the next term UNDAF, and the preparation of the next country strategies of participating UNCT agencies.\
- n) Even though the programme is aiming at promoting public-private partnerships for youth employment generation, the involvement of the private sector in the different outputs and activities is still very low.

97. The main lessons from the experience of the program are the following:

- h) The design of similar programs as the JP YEM could be improved by considering the following issues: (i) including a time period for start-up activities; (ii) including an analysis of risks, identification of mitigating measures in case that they can be managed, and implications for the program implementation in case that they are difficult to handle.
- i) The three-year time period of the MDG-F funded programs imposes severe constraints to the possibilities of achieving the expected impacts. As in other Joint Programmes of the YEM window and of other windows, the JP YEM has ambitious objectives and outcomes and deals with development problems that are complex and often require policy changes that are likely to take longer periods of time. The now existing possibility of extending the completion date of JPs, under certain conditions, has been a positive development. However, the complexity of the problems addressed is likely to require much longer term efforts.
- j) Because of the time required by startup activities, the design of programs such as the JP YEM should not expect that implementation proceeds at the same pace during the three years of the program. Funds allocated for the first year of implementation should represent the lowest proportion, with substantial increases in the next years. This would prevent imposing unrealistic targets for the first year of the programme.
- k) The experience of the JP YEM suggests that the transferring of funds to government agencies and application of national procurement procedures included in the Paris Declaration on Aid and Effectiveness may sometimes be associated or result in a slower implementation. Although UNCT agencies may have somewhat complicated and different procurement procedures, the downloading of funds to the government agencies involved in the implementation of the JP YEM were associated with even more complicated and slower procurement procedures, causing an overload to those government agencies' limited human resources, especially if the time for implementation is limited. By transferring funds and responsibilities, the Paris Declaration aims at building of capacities of government agencies, higher transparency in the use of funds, and increased ownership. However, the experience of the JP YEM suggests that the direct payment modality, which involves administration of program funds by the UN participating organizations, may not compromise transparency and ownership.

## **6. Recommendations**

98. To deal with the identified weaknesses, the following recommendations are proposed:

### To UNCT participating organizations

- a) Complete as soon as possible the signature of implementation agreements between UN organizations (ILO, UNFPA) and government agencies (Technical Education and Skills Development Authority - TESDA, DOLE Bureau of Workers with Special Concerns-BWSC), in order to speed up the execution of activities with those partners.

### To the Programme Management Office, the Technical Working Group, and the Programme Management Committee

- b) Develop a six-month catch up plan for the third year of the programme that incorporates the second-year funds that have not been used. This catch up plan would cover the period July-December 2011.

- c) Strengthen the relationship between some outputs and critical activities to increase impact potential, in particular Output 2.5. Educational subsidies and Output 2.2. entrepreneurship and techvoc programs.
- d) Reduce targets in Output 1.3. (i.e. model mechanism to channel remittances), including a lower number of model mechanisms to be tested, and shift part of the funds allocated to the output to the following activities: (i) education subsidies (i.e. financing a larger number of high school students at risk of dropping out), and (ii) outputs related with the promotion of local development – local employment generation.
- e) Incorporate very specific activities to address the issue of internal migration focus on raising the issue and promoting discussion at the policy level. A possibility might be to finance a study on internal migration and the youth and organize a roundtable with analysts, policy makers at national and local level, and youth organizations in order to promote awareness and identify policy recommendations.
- f) Strengthen the coordination mechanisms at provincial level. It is recommended that the JP YEM contracts Provincial Field Coordinators (one per province) to work full-time in the planning, implementation, and monitoring of program activities. A possibility that should be considered might be to share the costs of the Field Coordinators already hired by IOM among all the UN participating organizations and modify their Terms of Reference accordingly.
- g) Strengthen the M&E functions by: (i) introducing indicators of results and reflecting both physical and financial accomplishments; (ii) creating mechanisms to monitor the quality of activities; (iii) increasing the participation of beneficiaries and local partners in M&E; (iv) identifying and analyzing best practices; and (v) including government counterpart contributions in the financial reporting information. It is also recommended that the program evaluates seriously the possibility of incorporating a full-time professional for the JP Coordination Office to work on M&E.
- h) Define strategy for sustainability for each output and critical activities

To the MDG-F Secretariat and the National Steering Committee (NSC):

- i) Approve an extension of the program's completion date. This extension might be granted at the time when the program requests the funds for the 3<sup>rd</sup> year of implementation, and would be subject to the normal conditions of the MDF-Secretariat. It is assumed here that implementation continues to move swiftly as in the last 7-8 months.
- j) The MDG-F Secretariat could make an important contribution to the preparation of the programme's exit strategy by providing tools that may include, among others, a checklist of relevant issues that need to be considered when preparing the exit strategy, as well as indicating best practices of exit strategies in similar contexts.

## Annex 1

### List of acronyms

AECID	Spanish Agency for International Cooperation and Development
ARMM	Autonomous Region in Muslim Mindanao
BLE	Bureau of Local Employment
BLES	Bureau of Labor and Employment Statistics
BWSC	Bureau of Workers with Special Concerns
CPTLE	Career Pathways in Technology and Livelihood Education
DepEd	Department of Education
DILG	Department of Interior and Local Government
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ECOP	Employers' Confederation of the Philippines
FFW	Federation of Free Workers
ILS	Institute of Labor Studies
IOM	International Organization for Migration
JP	Joint Programme
JPCO	Joint Programme Coordination Office
JP- YEM	Joint Programme on Youth, Employment, and Migration - Alternatives to Migration: Decent Jobs for Filipino Youth
KAB	Know About Business
LGUs	Local Government Units
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDG-F	Millennium Development Goals Fund
MSWDO	Municipal Social Welfare and Development Office
MTE	Mid-Term Evaluation
MTPDP	Medium Term Philippine Development Plan
NEDA	National Economic Development Authority
NCRFW	National Commission on the Role of Filipino Women
NGOs	Non-Governmental Organizations
NSC	National Steering Committee
NYC	National Youth Commission
OFWs	Overseas Filipino Workers
OSRC	One-Stop-Shop Resource Center
OWWA	Overseas Workers Welfare Administration
PCW	Philippine Commission on Women
PESO	Public Employment Service Office
PLGUs	Provincial Local Government Units
PMC	Programme Management Committee
POEA	Philippine Overseas Employment Administration
PPDO	Provincial Planning and Development Office
PPP	Public-Private Partnerships
PSWDO	Provincial Social Welfare and Development Office
TESDA	Technical Education and Skills Development Authority
TOR	Terms of Reference
TUCP	Trade Union Congress of the Philippines
TVET	Technical Vocational Education and Training
TWG	Technical Working Group
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund

UNICEF  
UNRC  
YEM

United Nations Children's Fund  
United Nations Resident Coordinator  
Youth, Employment and Migration



## Annex 2

### List of Attendees in Output Meetings and Interviews with Implementing Government Partners and UNCT Agencies

#### **MDG F 1942 JP YEM Programme Management Committee Meeting (PMC) and Technical Working Group Briefing on Mid-Term Evaluation**

*04 April 2011, 10:30AM to 12PM, 7<sup>th</sup> Floor Conference Room, Department of Labor and Employment (DOLE) Executive Building, Muralla Street, Intramuros, Manila*

1. Robin Espinoza, Chief, Policy and Planning Division, National Youth Commission (NYC)
2. Fernando Quiazon, Regional Youth District Division, National Youth Commission (NYC)
3. Ma. Teresa Soriano, Assistant Secretary, Department of Labor and Employment (DOLE)
4. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
5. Carol Puno, Department of Labor and Employment (DOLE) - Bureau of Local Employment (BLE)
6. Paola Tafur, Education Officer, United Nations Children Fund (UNICEF)
7. Cristina Villanueva, Senior Programme Assistant, International Organization for Migration (IOM)
8. Iza Ann Chustegui, Senior Labor and Employment Officer, Department of Labor and Employment (DOLE) - Institute of Labor Studies (ILS)
9. Adeline De Castro, Supervising Labor and Employment Officer, – Department of Labor and Employment (DOLE) - Institute of Labor Studies
10. (ILS) Lawrence Jeffrey Johnson, Director, International Labour Organization (ILO)
11. Eliza Lucido, Technical Consultant, National Reintegration Center for OFWs (NRCO)
12. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)
13. Jon Villaseñor, Education Officer, United Nations Children Fund (UNICEF)
14. Rica Maria Bernardez, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
15. Prudencia Martinez-Sanoy, Bureau of Secondary Education (BSE) – Department of Education (DepEd)
16. Roselle Morala, Employers Confederation of the Philippines (ECOP)
17. Julius Cainglet, Federation of Free Workers (FFW)
18. Roche Angon, Project Coordinator, International Labor Organization (ILO)
19. Janice Datu-Sanguyo, National Economic Development Authority (NEDA)
20. Norberto Gomez de Liaño, *Spanish Agency for International Cooperation (AECID)*
21. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
22. Ida Miape (Representative of Director Imelda Taganas), Technical Education and Skills Development Authority (TESDA)
23. Emma Sinclair, Officer-In-Charge, Regional Operations Coordination Service, Overseas Workers Welfare Administration (OWWA)
24. Maribeth Casin, Chief, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
25. Chita DG Cilindro, Director, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
26. Emmalyn Baylon, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
27. Sylvia Christine Inciong, Administrative Assistant, International Organization for Migration (IOM)

**Side Meeting/Interview with National Youth Commission (NYC)**

*04 April 2011, 1PM to 3PM, Migration Library, 5<sup>th</sup> Floor, Department of Labor and Employment (DOLE) Executive Building, Muralla Street, Intramuros, Manila*

1. Robin Espinoza, Chief, Policy and Planning Division, National Youth Commission (NYC)

**Meeting on Output 1.1. National Action Agenda (NAA) on YEM, formulated to inform national and local development processes**

*04 April 2011, 3PM to 5PM, Migration Library, 5<sup>th</sup> Floor, Department of Labor and Employment (DOLE) Executive Building, Muralla Street, Intramuros, Manila*

1. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
2. Adeline De Castro, Supervising Labor and Employment Officer, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)
3. Ma. Teresa Soriano, Assistant Secretary, Department of Labor and Employment (DOLE)
4. Cynthia Cruz, Executive Director, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)
5. Iza Ann Chustegui, Senior Labor and Employment Officer, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)
6. Linartes Vilorio, Supervising Labor & Employment Officer and OIC - Advocacy & Publications Division, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)
7. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)
8. Robin Espinoza, Chief, Policy and Planning Division, National Youth Commission (NYC)
9. Katherine Brimon, Chief, Research Information and Technology Division, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)

**Meeting on Output 1.2. One-Stop Shop Resource Center established for YEM information, capacity building and training support (to provide regular information, counseling services on employment, training and migration to youth)**

*05 April 2011, 8:30AM to 10AM, Top of the Citi, 34<sup>th</sup> Floor Citibank Tower, 8741 Paseo de Roxas, Makati City*

1. Atty. Ediberto Alogoc, Philippine Overseas Employment and Administration (POEA)
2. Celso Hernandez Jr., Philippine Overseas Employment and Administration (POEA)
3. Victoria Paragas, Philippine Overseas Employment and Administration (POEA)
4. Ma. Luisa Reyes, National Reintegration Center for OFWs (NRCO)
5. Cherryline Girado, ATIKHA Overseas Workers and Communities Initiative, Inc. (ATIKHA)
6. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
7. Catherine Calalay, Junior Programme Assistant, International Organization for Migration (IOM)
8. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)

**Meeting on Output 1.3. Relevant services and support mechanism model established to facilitate remittance use**

*05 April 2011, 10:30AM to 12PM, Top of the Citi, 34<sup>th</sup> Floor Citibank Tower, 8741 Paseo de Roxas, Makati City*

1. Ma. Luisa Reyes, National Reintegration Center for OFWs (NRCO)
2. Cherryline Girado, ATIKHA Overseas Workers and Communities Initiative, Inc. (ATIKHA)
3. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)

4. Catherine Calalay, Junior Programme Assistant, International Organization for Migration (IOM)
5. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
6. Margarita Simon, Finance and Administrative Assistant, International Organization for Migration (IOM)
7. Cristina Villanueva, Senior Programme Assistant, International Organization for Migration (IOM)
8. Benjamin Lelis, Junior Programme Assistant, , International Organization for Migration (IOM)

**Side Meeting/Interview with International Organization for Migration (IOM)**

*05 April 2011, 1:30PM to 3PM, IOM Conference Room, International Organization for Migration (IOM), 29<sup>th</sup> Floor Citibank Tower, 8741 Paseo de Roxas, Makati City*

1. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
2. Cristina Villanueva, Senior Programme Assistant, International Organization for Migration (IOM)
3. Catherine Calalay, Junior Programme Assistant, International Organization for Migration (IOM)

**Side Meeting/Interview with Overseas Workers Welfare Administration (OWWA)**

*05 April 2011, 3:30PM to 5PM, IOM Conference Room, International Organization for Migration (IOM), 29<sup>th</sup> Floor Citibank Tower, 8741 Paseo de Roxas, Makati City*

1. Vivian Tornea, Director, Overseas Workers Welfare Administration (OWWA)

**Meeting on Output 2.1 Partnerships with private sector, local governments, and financial institutions established to create employment and entrepreneurship opportunities**

*06 April 2011, 8:30AM to 10AM, DOLE-BWSC Conference Room, 10<sup>th</sup> Floor GE Antonino Building, TM Kalaw corner J. Bocobo Streets, Ermita, Manila*

1. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
2. Roche Angon, Project Coordinator, International Labor Organization (ILO)
3. Jess Far, Child Protection Officer, United Nations Children Fund (UNICEF)
4. Amy Lecciones, Consultant
5. Wilbert San Pedro, Consultant

**Meeting on Output 2.2. Labour market responsive vocational and entrepreneurship skills training for Out-of-School Youths (OSYs)**

*06 April 2011, 10:15AM to 12PM, DOLE-BWSC Conference Room, 10<sup>th</sup> Floor GE Antonino Building, TM Kalaw corner J. Bocobo Streets, Ermita, Manila*

1. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
2. Roche Angon, Project Coordinator, International Labor Organization (ILO)
3. Jess Far, Child Protection Officer, United Nations Children Fund (UNICEF)
4. Amy Lecciones, Consultant
5. Wilbert San Pedro, Consultant
6. Imelda Taganas, Director, Technical Vocational and Education Training (TVET), Technical Education and Skills Development Authority (TESDA)
7. Marta Hernandez, Director, Technical Vocational and Education Training (TVET), Technical Education and Skills Development Authority (TESDA)

8. Luis Reynoso, Supervising Labor and Employment Officer, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
9. Julietta Boquia, Senior Labor and Employment Officer, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
10. Josephine Arriola, Technical Education and Skills Development Authority (TESDA)
11. Ida Miape, Technical Education and Skills Development Authority (TESDA)
12. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)
13. Amy Lecciones, Consultant
14. Wilbert San Pedro, Consultant

**Side Meeting/Interview with Federation of Free Workers (FFW)**

*06 April 2011, 1PM to 2PM, Federation of Free Workers (FFW), 1943 Taft Avenue, Malate, 1004, Manila*

1. Julius Cainglet, Federation of Free Workers (FFW)

**Meeting on Output 2.5. Inclusive approaches to basic education to reach disadvantaged youth and improve school participation and retention rates**

*07 April 2011, 8:30AM to 10AM, Department of Education (DepEd) – Bureau of Secondary Education (BSE)*

1. Dr. Eugenia Gorgon, Officer in Charge, Director III, Department of Education (DepEd)
2. Prudencia Martinez Sanoy, EPS II, Team Leader and YEM Focal Person, Department of Education (DepEd) – Bureau of Secondary Education (BSE)
3. Pal M. Pantino, SCPEs, COD
4. Cristina Villanueva, Senior Programme Assistant, International Organization for Migration (IOM)
5. Jon Villaseñor, Education Officer, United Nations Children Fund (UNICEF)
6. Sylvia Christine Inciong, Administrative Assistant, International Organization for Migration (IOM)
7. Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM), International Labour Organization (ILO)
8. Anna-sol Reyes, EPS II, Department of Education (DepEd) - Bureau of Secondary Education (BSE)
9. Eugenia R. Gorgon, OIC, Director III, Department of Education (DepEd) - Bureau of Secondary Education (BSE)
10. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
11. Paola Tafur, Education Officer, United Nations Children Fund (UNICEF)

**Side meetings/Interview with United Nations Children Fund (UNICEF)**

*07 April 2011, 11AM to 12PM, UNICEF Office, 31<sup>st</sup> Floor Yuchengco Tower 1, RCBC Plaza, Makati City*

1. Jon Villaseñor, UNICEF

**Meeting on Output 2.3 Gender sensitive entrepreneurship education mainstreamed in public secondary education**

*07 April 2011, 1PM to 2:30PM, Manila Hotel, One Rizal Park, Manila*

1. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
2. Cristina Villanueva, Senior Programme Assistant, International Organization for Migration (IOM)
3. Alberto Dumo, Department of Education (DepEd) – Bureau of Secondary Education (BSE)

4. Roche Angon, Project Coordinator, International Labor Organization (ILO)
5. Anette Saguisag, Child Protection Specialist, United Nations Children Fund (UNICEF)
6. Paola Tafur, Education Officer, United Nations Children Fund (UNICEF)
7. Jon Villaseñor, Education Officer, United Nations Children Fund (UNICEF)
8. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)

**Meeting on Output 2.4 Gender sensitive entrepreneurship education mainstreamed in public secondary education**

*07 April 2011, 3PM to 4PM, Department of Labor and Employment (DOLE) - Bureau of Local Employment (BLE), 6<sup>th</sup> Floor BF Condominium corner Solana and Soriano Streets, Intramuros, Manila*

1. Dominador Aquino, Supervising Labor and Employment Officer, Department of Labor and Employment (DOLE) - Bureau of Local Employment (BLE)
2. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
3. Roche Angon, Project Coordinator, International Labor Organization (ILO)
4. Wilbert San Pedro, Consultant

**Phone Interview with YEM Provincial Partners**

*08 April 2011, MDG F JP YEM Office, 10<sup>th</sup> Floor G.E. Antonino Building, T.M. Kalaw corner J. Bocobo Streets, Ermita, Manila*

1. Naomi Lyn Abellana, Provincial Head, Department of Labor and Employment (DOLE), Agusan Del Sur
2. Edna Tongson, Provincial Planning Development Office, Agusan Del Sur
3. Divina Lagumbay, Public Employment Service Office (PESO), Agusan Del Sur

**Side meetings/Interview with Antique Provincial Government**

*11 April 2011, 1PM to 1:30PM, Office of the Vice Governor, Antique Provincial Capitol, San Jose, Antique*

1. Rosie Dimamay, Vice Governor, Antique

**Meeting with MDG JP YEM Partners**

*11 April 2011, 1:30PM to 3PM, Sumakwel Hall, Antique Provincial Capitol, San Jose, Antique*

1. Vilma Rubinos, DOWA
2. Ruth Santos. DOWA
3. Noli Valenzuela, AHPD, Inc.
4. Rebecca Ope Lotilla, Provincial Social Welfare Development Office (PSWDO)
5. Jane Divinagracia, Department of Trade and Industry (DTI)
6. Benedicta Delgado, Department of Education (DepEd)
7. Fe Corsiña, Technical Education and Skills Development Authority (TESDA)
8. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
9. Jon Villaseñor, Education Officer, United Nations Children Fund (UNICEF)
10. Lorraine Villegas, Department of Labor and Employment (DOLE), Antique
11. Evelyn Mahandog, Provincial Planning Development Office (PPDO), Antique
12. Prisceli Joyce Tamayo, Provincial Planning Development Office (PPDO), Antique
13. Aurelia Gampaya, Provincial Planning Development Office (PPDO), Antique
14. Ethelbert Deramas, Provincial Planning Development Office (PPDO), Antique
15. Paul Joseph Untaran, Sangguniang Kabataan (SK), Antique
16. G. Clemente III, Provincial Planning Development Office (PPDO), Antique
17. Juliette Cepe, Provincial Planning Development Office (PPDO), Antique
18. Hortencia Delos Santos, Provincial Planning Development Office (PPDO), Antique

**Interview with JP YEM education subsidy recipients, out-of-school youths (OSYs) and trainors trained under Career Pathways Technology and Livelihood Education (CPTLE) curriculum**

*11 April 2011, 2:30PM to 4PM, Antique National School, San Jose, Antique*

1. Mr. Jacinto Almedo, Guidance Counselor, Antique National School
2. Mr. Teodoro Marsoña, Officer-in-Charge, Antique National School
3. MDG F JP YEM Educational Subsidy Recipients

**Side Meetings/Interview with Department of Labor and Employment (DOLE)**

*12 April 2011, 4PM to 4:30PM, Occupational Safety and Health Center, North Avenue corner Agham Road, Diliman, Quezon City*

1. Lourdes Trasmonte, Undersecretary, Department of Labor and Employment (DOLE)

**Side Meetings/Interview with UN Coordination Office**

*13 April 2011, 8:30AM to 10AM, UN Coordination Office, 30<sup>th</sup> Floor Yuchengco Tower 1, RCBC Plaza, Makati City*

1. Dr. Soe Nyunt-U, Country Representative, World Health Organization (WHO) and UN Resident Coordinator, a.i.
2. Cynthia Arce, United Nations Coordination Office (UNCO)
3. Maria Fare, United Nations Coordination Office (UNCO)

**Side Meetings/Interview with Department of Labor and Employment (DOLE) – Bureau of Workers with Special Concerns (BWSC)**

*13 April 2011, 11AM to 12PM, DOLE-BWSC Conference Room, 10<sup>TH</sup> Floor G.E. Antonino Building, T.M. Kalaw corner J.Bocobo Streets, Ermita, Manila*

1. Chita Cilindro, Director, Department of Labor and Employment (DOLE) – Bureau of Workers with Special Concerns (BWSC)

**Side Meetings/Interview with Technical Education and Skills Development Authority (TESDA)**

*13 April 2011, 3PM to 4PM, East Service Road, South Superhighway, Taguig City*

1. Marta Hernandez, Director, Technical Education and Skills Development Authority (TESDA)

**Side Meetings/Interview with United Nations Population Fund (UNFPA)**

*14 April 2011, 8:30AM to 9:30AM, United Nations Population Fund (UNFPA), 30<sup>th</sup> Floor Yuchengco Tower, RCBC Plaza, Makati City*

1. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)

**Side Meetings/Interview with Spanish Agency for International Cooperation (AECID)**

*14 April 2011, 10AM to 11:30AM, AECID Office, Embassy of Spain in the Philippines, 28<sup>th</sup> Floor Rufino Pacific Tower, 6784 Ayala Avenue, Makati City*

1. Bella Fernández Asurmendi, Program Manager for Social Development, AECID

**Side Meetings/Interview with International Labor Organization (ILO)**

*14 April 2011, 1:30PM to 2:30PM, ILO Meeting Room, 19/F Yuchengco Tower 1, RCBC Plaza, Makati City*

1. Lawrence Jeffrey Johnson, Director, International Labour Organization (ILO)
2. Roche Angon, Project Coordinator, International Labor Organization (ILO)
3. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)

**5<sup>th</sup> Programme Management Committee (PMC) Meeting**

15 April 2011, 9AM to 12PM, ILO Auditorium, 19<sup>TH</sup> Floor Yuchengco Tower I, RCBC Plaza, Makati City

1. Eduardson Flores, Programme Associate, United Nations Population Fund (UNFPA)
2. Chita DG Cilindro, Director, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
3. Merien Esber, Representative of Governor Rizalina Lanete, Masbate
4. Sandra Panopio, Programme Assistant, International Organization for Migration (IOM)
5. Jon Villasenor, Education Officer, United Nations Children Fund (UNICEF)
6. Marta Hernandez, Director, Technical Vocational and Education Training (TVET), Technical Education and Skills Development Authority (TESDA)
7. Leon Flores, National Youth Commission
8. Ricardo Casco, National Programme Officer, International Organization for Migration (IOM)
9. Ovais Sarmad, Chief of Mission, International Organization for Migration (IOM)
10. Antonio Gonzales, *Spanish Agency for International Cooperation (AECID)*
11. Maria Fare, United Nations Coordination Office (UNCO)
12. Debualeg Utto, Representative of Governor Esmael Mangudadatu, Maguindanao
13. Myra Pe, Representative of Governor Exequiel Javier, Antique
14. Danilo Paderes, Trade Union Congress of the Philippines (TUCP)
15. Marilou Rabe-Guerra, Representative of Governor Andaruddin Adiong, Autonomous Region of Muslim Mindanao (ARMM)
16. Anna Lee Fos, Trade Union Congress of the Philippines (TUCP)
17. Ida Miape, Technical Education and Skills Development Authority (TESDA)
18. Myra Alih, Secretary, Department of Labor and Employment (DOLE) - Autonomous Region of Muslim Mindanao (ARMM)
19. Iza Ann Chustegui, Senior Labor and Employment Officer, Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)
20. Minerva Ann Averlin, Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BWSC)
21. Janice Datu-Sanguyo, National Economic Development Authority (NEDA)
22. Adolph Plaza, Governor, Agusan Del Sur
23. Cynthia Arce, UN Coordination Office
24. Erma Dana, MDG F JP YEM, International Labor Organization (ILO)
25. Sylvia Christine Inciong, International Organization for Migration (IOM)
26. Ainhua Larrea, UN Children Emergency Fund (UNICEF)
27. Ruth Georget, Joint Programme Coordinator - MDG F Joint Programme on Youth, Employment and Migration (JP YEM)
28. Julius Cainglet, Federation of Free Workers (FFW)