



FINAL NARRATIVE REPORT

Philippines

Thematic window
Youth, Employment and Migration

Joint Programme Title:

Alternatives to Migration: Decent Jobs for
Filipino Youth

May | **2013**

Prologue

The [MDG Achievement Fund](#) was established in 2007 through a landmark agreement signed between the Government of Spain and the UN system. With a total contribution of approximately USD 900 million, the MDG-Fund has financed 130 joint programmes in eight Thematic Windows, in 50 countries around the world.

The joint programme final narrative report is prepared by the joint programme team. It reflects the final programme review conducted by the Programme Management Committee and National Steering Committee to assess results against expected outcomes and outputs.

The report is divided into five (5) sections. Section I provides a brief introduction on the socio economic context and the development problems addressed by the joint programme, and lists the joint programme outcomes and associated outputs. Section II is an assessment of the joint programme results. Section III collects good practices and lessons learned. Section IV covers the financial status of the joint programme; and Section V is for other comments and/or additional information.

We thank our national partners and the United Nations Country Team, as well as the joint programme team for their efforts in undertaking this final narrative report.

MDG-F Secretariat

**FINAL MDG-F JOINT PROGRAMME
NARRATIVE REPORT**

**MDG F 1942 JOINT PROGRAMME ON
ALTERNATIVES TO MIGRATION: DECENT JOBS FOR FILIPINO YOUTH**

<p align="center">Participating UN Organization(s)</p> International Labour Organization (ILO) International Organization for Migration (IOM) United Nations Children’s Fund (UNICEF) United Nations Population Fund (UNFPA)	<p align="center">Sector(s)/Area(s)/Theme(s)</p> Philippines: Youth Employment and Migration (YEM)
<p align="center">Joint Programme Title</p> MDG F 1942 Joint Programme on Alternatives to Migration: Decent Jobs for Filipino Youth	<p align="center">Joint Programme Number</p> MDTF Atlas Project No: 00067215
<p align="center">Joint Programme Cost [Sharing - if applicable]</p> <p>[Fund Contribution): USD 6,000,000</p> <p>Govt. Contribution: USD</p> <p>Agency Core Contribution:</p> <p>Other:</p> <p>TOTAL: USD 6,000,000</p>	<p align="center">Joint Programme [Location]</p> <p>Region (s): Region V, Region VI, Caraga¹, ARMM²</p> <p>Governorate(s):</p> <p>Province of Antique Province of Masbate Province of Agusan Del Sur (ADS) Province of Maguindanao</p> <p>District(s)</p>
<p align="center">Final Joint Programme Evaluation</p> <p>Final Evaluation Done <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>Evaluation Report Attached <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p> <p><i>(Refer to Annex A: Final Evaluation of the Joint Programme)</i></p> <p>Date of delivery of final evaluation report: 24 January 2013</p>	<p align="center">Joint Programme Timeline</p> <p>Original start date : 28 July 2009</p> <p>Final end date : 27 January 2013 <i>(including approved extended date)</i></p>

¹ Caraga is an administrative region of the Philippines, on the northeastern portion of the island of Mindanao, also called Region XIII. The Caraga Region was created through Republic Act No. 7901 on February 23, 1995. The region is composed of five provinces: Agusan del Norte, Agusan del Sur, Surigao del Norte, Surigao del Sur and Dinagat Islands;^[1] six cities: Bayugan, Butuan, Cabadbaran, Surigao, Tandag, Bislig; 67 municipalities and 1,311 barangays. Butuan City is the regional center.

² The Autonomous Region in Muslim Mindanao (abbreviated ARMM) is the region, located in the Mindanao island group of the Philippines, that is composed of predominantly Muslim provinces, namely: Basilan (except Isabela City), Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi. It is the only region that has its own government. The regional capital is at Cotabato City, although this city is outside of its jurisdiction.

Participating Implementing Line Ministries and/or other organisations (CSO, etc)

- Department of Labor and Employment (DOLE), as lead implementing agency
- Department of Education (DepEd)
- Department of Trade and Industry (DTI)
- Department of Social Welfare and Development (DSWD)
- Philippine Commission on Women (PCW)
- National Youth Commission (NYC)
- Autonomous Region in Muslim Mindanao (ARMM)
- Provincial Governments of Agusan del Sur, Antique, Masbate, and Maguindanao
- Private sector/Employers Organizations/Chambers of Commerce/Business Associations
- NGOs/Workers' Organizations – Alliance of Progressive Labour (APL), Federation of Free Workers (FFW), Trade Union Congress of Philippines (TUCP)
- Youth Organizations

Report Formatting Instructions:

- Number all sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point _ Times New Roman.

I. PURPOSE

- a. **Provide a brief introduction on the socio economical context and the development problems addressed by the programme.**

The Philippines has a dominantly young population. In 2000, it was estimated that more than a third (37%) of the total population is below 15 years old while the youth population³ of those between 15 and 24 years old constitute 20 per cent.⁴ According to the 2007 census, the Philippine population reached 88.6 million.

Poverty has persisted in recent years. Official poverty statistics in 2006 reveal that 27.8 million Filipinos, 32.9% of the population, are poor and cannot provide for minimum basic requirements such as food, health, education, housing and other social amenities.⁵ Thus, poor families often expect family members to enter the labour force even during their adolescent years, even at the cost of dropping out of school. In a study conducted by the University of the Philippines College of Education, they found that one of the top five leading causes of dropping-out is poverty.⁶ The drop-out rate among boys is found to be higher than girls at all levels. Boys are two to three times more likely to repeat or drop out of school than girls, because they are often expected to work to augment the family income and in the process lose interest in their schooling.

According to a 2003 study conducted by The World Bank on out-of-school children and youth in the Philippines, the Philippines has one of the highest overall unemployment rates in the East Asia and the Pacific region, as well as one of the highest rates of unemployment among youth. With the slow absorption of labour, young workers are at a disadvantage overall, given their lack of labour market experience and low productivity. This situation is further aggravated during economic crisis, because of both a slowdown in hiring and seniority practices. School dropouts are doubly disadvantaged, not only because of perceived lack of skills and experience, but also because of prejudice.

Once they decide to join the labour force, young people in the Philippines are two times more likely to be unemployed than those in the older age groups. In January 2008, 50 per cent of the 2.7 million unemployed were 15-24 years old. About 700 thousand young people comprising 53 per cent of the unemployed youth reached secondary (or high school) education level. Meanwhile, about 461 thousand or 35 per cent of the unemployed youth reached or graduated from tertiary (or college) education level.⁷

Despite the relatively high level of education they have achieved, still they cannot be absorbed in the labour market. Many of them do not have the skills or qualifications needed for jobs created by the country's growth industries – agribusiness, construction, cyber services, health, wellness and medical tourism, hotels and restaurants, maritime, and mining. Others, especially those in rural areas, may not have access to information about jobs.

Meanwhile, with the globalization of markets and labour, young people have also been going out of the country in search of better work and income opportunities. It is estimated that the youth (both skilled and unskilled) account for 10.7 percent (ages 15-24) of the total Filipino

³ Note: By virtue of RA 8044 or the Youth in Nation Building Act, the *youth* is defined as “the critical period in a person’s growth and development from the onset of adolescence towards the peak of mature, self-reliant and responsible adulthood comprising the considerable sector of the population from the age of 15-30 years”. This JPD follows the international definition of youth, i.e., those age 15-24 years old.

⁴ National Statistics Office, based on 2000 Census of Population.

⁵ <http://www.nscb.gov.ph/stats/statwatch.asp>

⁶ University of the Philippines, “Drop out Study by UP College of Education for UNICEF,” April 2008 (Unpublished)

⁷ DOLE, Current Labor Statistics (using basic data from the Labor Force Survey).

labour migrant population. Overseas deployment of Filipino workers peaked in 2007 at 1.08 million or an average daily departure of almost 3,000 workers.

Remittances from migrant workers have been essential to sustain families as well as the Philippine economy over the years. It is estimated that there are about 3.38 million documented workers while the undocumented migrant workers are at 1.5 million⁸. However, critical skills shortages in-country due to the out-migration of skilled workers is affecting job fitness levels, competitiveness and productivity of the local industries.

Issues on youth, employment and migration (YEM) in the Philippines intersect with education and gender and are often characterized by the following features:

- Young Filipino women are less encouraged as their male counterparts to join the labor force. While there has been a slight increase in the labor force participation rate (LFPR) among young females from 42.1 percent in 1988 to 43.4 percent in 2006, it was still low compared to the young male LFPR which hovered at 70.7 percent. This can be partly attributed to the observed higher proportion of females staying in school. Enrolment ratios are higher for males in elementary but their cohort survival and completion rates are lower, both in elementary and high school. This has translated to a substantial 1.7 percentage point gap in basic literacy rate and 4.4 percentage point gap in functional literacy rates in favor of females. In addition, traditional responsibilities of child-rearing and housekeeping have kept young women from joining the labor market. In 2006, 3.4 million young women did not look for work, and therefore not considered part of the labor force, because they were in charge of housekeeping.⁹
- Once in the labour force, young women tend to face higher chances of unemployment. In January 2008, the unemployment rate among young females in the labour force is slightly higher at 17.5 per cent compared to 16.6 per cent among young males. Again, family responsibilities play a key role. Many young women leave their jobs to attend to traditional female responsibilities such as taking care of siblings or sick family members, giving birth and subsequent child-rearing. However, while performing these roles, they often lose contact with relevant information networks for effective labour market re-integration.
- A disturbing feature in the youth labour market is the *higher incidence of unemployment among those with higher educational attainment*. In 2006, college graduates posted an unemployment rate of 22.4 percent, which means that one out of four college graduates find himself/herself without work despite having a college diploma. Underutilization of college graduates can imply missed opportunities for the country in the use of better educated human resources, a crucial asset for economic development.
- Youth unemployment is generally higher in the urban areas than in rural areas, often attributed to rural to urban migration. In 2006, urban youth unemployment was 22.6 percent compared to 13.6 percent in the rural areas. Lower rural unemployment rates, however, mask a significant level of underemployment and low productivity. Most occupations that tend to have high underemployment rates are located in rural areas, for instance agriculture, fishing, mining and quarrying. As these occupations are usually held by male workers, young females seem to have been less affected by underemployment. The underemployment rate for young females was 13.3 percent compared to 23.6 percent among young males in 2006.
- *Youth unemployment induces migration, local and overseas*. Forty four (44%) percent of young Filipinos experience living far away from home with more females (52 %) than males (42 %).¹⁰ Hundreds of thousands of young Filipinos have left the country in search of economic and employment alternatives. In 2007, youth migrants aged 15-29 years comprised 34.5 percent of

⁸ Commission on Filipinos Overseas, December 2006 statistics

⁹ Canlas and Rubio-Pardalis, 2006, "Youth Employment in the Philippines, paper prepared for ILO.

¹⁰ Young Adult Fertility and Sexuality Survey 3 (YAFFS)

the estimated 1.7 million overseas Filipino workers. During the same year, young females constituted 62 percent of total migrant youth aged 15-24 years.¹¹

- There are gender patterns of migration. It has been common practice for young women to migrate from rural to urban areas to work as care-givers or domestic helpers. Recently, Filipino women accounted for more than 70 percent of total annual deployment for work overseas, with first-time deployments approximately at 70-74 percent women, usually working in household service, factory work, nursing and entertainment sectors, trades which prefer employment of young women in their early 20s. Men dominate the construction and seafaring professions.

Overseas work is overlaid with a number of gender specific risks and vulnerabilities. At each point of the migration process, there are gender based impacts such as: women's vulnerability to trafficking due to lack of information and knowledge of their rights, disproportionate labor market discrimination as manifested in unjust and exploitative terms and conditions of work like those of domestic workers and other poor women migrant workers', lack of social protection, compulsory testing of women for contagious diseases, lack of access to health care, and physical, psychological and sexual violence.

While migration brings significant economic benefits it also entails social costs, particularly to children. Estimates place the number of children living apart from one or both parents at approximately 9 million or 27% of total youth population.¹² Children of migrant workers left in the care of surrogate parents have been reported to contribute to the high incidence of dropouts due to a diminishing interest to finish school, work or build a career, a tendency to be overly dependent on remittances and attendant enticement to join parents overseas.

b. List joint programme outcomes and associated outputs as per the final approved version of the joint programme Document or last agreed revision.

The Joint Programme aims to contribute to the attainment by the Government of the Philippines of the Millennium Development Goals: MDG 1- Eradicate extreme poverty and hunger, Target 1 – B: Achieve full and productive employment and decent work for all, including women and young people; MDG 3 - Promote gender equality and empower women; and MDG 8 – Develop a global partnership for development.

Over a period of three project years, two **expected outcomes** of the Joint Programme are: 1) to improve policy coherence and implementation on youth, employment and migration through full stakeholder participation and 2) 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.

As a result of the Joint Programme, **specific outputs** include: Output 1.1 National Action Agenda (NAA) formulated to inform local and national development processes; Output 1.2 One-Stop-Shop Resource Centers (OSRCs) established for YEM information, capacity building and training support; Output 1.3 Model mechanism established to channel remittances for the development of youth employment initiatives; Output 2.1 Partnerships with private sector, local governments and financial institutions established to create employment and entrepreneurship opportunities for poor youth in target areas; Output 2.2 Labor market responsive technical vocational and entrepreneurship skills training with life skills components, provided for poor out-of-school youth; Output 2.3 Gender-sensitive education mainstreamed in public secondary education; Output 2.4 Employment services enhanced with gender sensitive career guidance, referral and tracking services offered on youth employment; and Output 2.5 Inclusive approaches to basic education promoted to reach disadvantaged youth and improve school participation and retention rates.

¹¹ NSO, 2007 Survey on Overseas Filipinos

¹⁰ KAKAMPI. Bryant 2005 and Parennas 2005.

c. Explain the overall contribution of the joint programme to National Plan and Priorities

Under Output 1.1 of the joint programme, the National Action Agenda and National Action Plan on Youth Employment and Migration (2013 – 2016) was developed and adopted by the Philippine government.

As an initial step, a situation analysis was prepared in 2010. The problems of youth unemployment and underemployment and the phenomenon of overseas migration were captured in policy review and situation analysis through a consideration of the following factors and conditions: a) supply side factors; b) demand side concerns; c) institutional issues; and d) external and international factors.

Island-wide and sectoral consultations were done to obtain multi-sectoral (government, workers, and employer's) and youth perspective thru the following venues: YOUTHink on Youth Development and Migration (June 2010); Island-Wide Consultations (one each for Luzon, Visayas and Mindanao) (October – November 2010); and National Youth Parliament (November 2010).

Presented with a list of recommended policy options, a prioritization exercise led by the Institute for Labor Studies (ILS) of the Department of Labor and Employment (DOLE) was initiated to develop a National Action Agenda entitled *Alternative Pathways: Toward Charting an Actionable Framework for Youth Employment*. The paper highlights three key themes: Economic and Social Inclusion, Rights and Social Protection, and Dialogue and Diversity, and seven (7) strategies: 1) promote employment-rich opportunities; 2) realize responsive education, training, and career coaching modalities; 3) improve labor market information systems; 4) strengthen workers' rights awareness and social protection initiatives; 5) harness migration gains and minimize its risks; 6) provide meaningful voice and representation venues; and 7) promote understanding and appreciation of Philippine culture and the arts.

The National Action Agenda is anchored on the broader national development framework of the Philippine Development Plan (2011 – 2016) and sectoral Labor and Employment Plan (2011 – 2016) of the Department of Labor and Employment. These served as the framework for the preparation of the National Action Plan on Youth Employment and Migration (NAP YEM).



Presented to President Benigno S. Aquino III and adopted during the International Youth Day celebration on 12 August 2011, the strategy paper which serves as the National Action Agenda provides the context and framework of how a seamless system to support young people as they move through the education to employment continuum should look like and serves as a catalyst to energize and focus the dialogue between youth leaders, business, workers, government

partners and other organizations as they work together to create positive outcomes for young people. (Refer to Annex B: *Alternative Pathways: Toward Charting an Actionable Framework for Youth Employment and Migration*)

The development of the National Action Agenda on YEM ran parallel to the development of the 2011-2016 Philippine Development Plan (PDP) and provided inputs to the DOLE's Labor and Employment Plan (LEP) and the National Youth Development Plan (2013 – 2016) of the National Youth Commission (NYC). It is therefore reflective of development priorities set in the national plans. (*Refer to Annex C: DOLE Labor and Employment Plan*)

National Action Plan on Youth Employment and Migration

In order to translate the National Action Agenda into a plan, the MDG F Joint Programme Alternatives to Migration: Decent Jobs for Filipino Youth established a technical team led by DOLE's Bureau of Workers with Special Concerns (BWSC). BWSC convened tripartite partners - workers, employers and other national government agencies, to draft the National Action Plan on Youth Employment and Migration by organizing seven workshops on each of the strategies proposed. The aim was to define the goals, objectives and targets as well as identify resources required to implement of the plan.

The details of and terms of implementation are outlined in the **National Action Plan on Youth Employment and Migration** (NAP YEM) was developed in 2012. Since the NAP also YEM ran parallel with the development of the Philippine Youth Development Plan (PYDP) of the NYC, it forms part of the PYDP's annex as a sub-document. The PYDP is organized according to three (3) major outcomes focused on governance, rights and participation and fulfillment of the Millennium Development Goals (MDG) targets corresponding to the youth. The NAP YEM serves as the outcome measurement of the PYDP on employment and migration. Thus, both plans are actually related and are not mutually exclusive.

The formulation of the NAP YEM also coincides with the development of Phase 2 of the PDP 2011-2016 wherein each national agency is expected to submit a Results Matrix¹³ to the NEDA. Monitoring and evaluation of the plans implementation was a significant component of the National Action Plan (NAP) through its Implementing Coordinating Structure (ICS).

Monitoring and Evaluation Structure

To monitor and evaluate the implementation of the action plan effectively, a mechanism called the Implementation Coordination Structure (ICS) will be established. It will act as a multi-agency and multi-stakeholder coordinating body for the regular monitoring of outputs and outcomes emanating from the specific action plans for each of the strategies. The Lead Convenor and Chair of the ICS will be the National Youth Commission (NYC). The co-vice chairs of the ICS will be DOLE and the National Economic and Development Authority (NEDA) to ensure that the action plans will be implemented consistently and aligned with the Philippine Development Plan (PDP), The Philippine Youth Development Plan (PYDP) and the Philippine Labor and Employment Plan (LEP). The members of the ICS will consist of the lead agencies per strategy. They will chair their respective Strategy Sub-committees (SS) and report to the Implementation Coordination Structure (ICS) the progress of implementation of their action plans. The following are the Lead Agencies per Strategy:

Strategy 1 - Bureau of Workers with Special Concerns (BWSC)

Strategy 2 - Technical Education and Skills Development Authority (TESDA)

Strategy 3 - Bureau of Local Employment (BLE)

Strategy 4 - Bureau of Labor Relations (BLR)

Strategy 5 - Philippine Overseas Employment Administration (POEA)

¹³ To incorporate results-orientation in the planning, budgeting, implementation and monitoring and evaluation processes of development, Results Matrices (RM) were formulated as a companion document of the Philippine Development Plan (PDP), 2011-2016. To track the gains achieved by the NAP YEM and to monitor if these results contributes to the overall development goal of the PDP, a corresponding Results Matrix, which would include an indicator framework for evaluating results corresponding to the strategies, programs and projects, will was developed.

d. Describe and assess how the programme development partners have jointly contributed to achieve development results

At the **programme management level**, key development and implementing partners under the joint programme were members of the Programme Management Committee chaired by the Undersecretary of the Department of Labor and Employment (DOLE) and co-chaired by the Country Director of the International Labour Organization (ILO). Members of the Programme Management Committee also included a representative from the Embassy of Spain through the Agencia Espanola de Cooperacion Internacional para el Desarrollo (AECID), UN Country team agencies International Organization for Migration (IOM), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA) and national and local government partners enumerated above. (*Refer to Annex D: Terms of Reference of the JP YEM Programme Management Committee*).

The Final Evaluation illustrates the critical role of the programme development partners in monitoring and evaluating the progress of the programme.

“The PMC has been meeting monthly during the last year of implementation to react promptly before any difficulty arises. It's been permanently monitoring bottlenecks and challenges, looking for solutions and making decisions with the support of the TWG, which meets one week before the PMC to discuss and agree on solutions to problems arising, to propose solutions to be raised to the PMC when required and to consolidate reporting information. PMC meetings follow structured, exhaustive and systematic agendas. Every PMC meeting finishes with the identification of Business Arising and Actions Taken, which are followed up during subsequent encounters of the PMC, which is contributing to efficiency in problem solving by facilitating continuity in the processes.”

At the provincial level, Provincial Planning and Coordinating Bodies (PPCB) in the MAMA¹⁴ provinces were also established. Chaired by the Provincial Planning and Development Officers (PPDOs) under the office of the provincial Governor and co-chaired by DOLE Provincial officers, members included other national government line agency representatives, youth organizations, migrant workers, local business associations and other local groups at the provincial level. PPCBs meet to share general information, coordinate activities and to recommend actions to deal with bottlenecks and resolve difficulties. These structures were successful in facilitating communication and information sharing among implementing agencies at the local level. (*Refer to Annex E: Terms of Reference of the Provincial Programme Coordinating Body*).

Programme development partners have jointly contributed to achieve development results in both the policy level and direct programme implementation level.

At the **policy level**, the Department of Labour and Employment, Institute for Labor Studies (ILS) and the Bureau of Workers with Special Concerns (BWSC) have been at the fore front of developing the national Action Agenda and Action Plan on Youth Employment and migration engaging a wide array of stakeholders from within government to include the Technical Education and Skills Development Authority (TESDA), Department of Education (DepEd), National Economic and Development Authority (NEDA), Department of Social Welfare and Development (DSWD), local governments, especially those from JP YEM pilot

¹⁴ MAMA stands for Masbate, Antique, Maguindanao and Agusan Del Sur. These are the four pilot provinces selected under the joint programme.

provinces, better known as the MAMA provinces workers, employers and with the assistance of the National Youth Commission (NYC) youth organizations were also engaged.

At the **programme level**, contributions of the development partners are reflected in the Results Matrix of the Joint programme document. (*Refer to Annex F: JP YEM Results Matrix*)

In general, key implementing partners were fully engaged in the ensuring the achievement of the programme output and outcomes. Although some were more active than others, most had been able to deliver on their commitments and strived to achieve their targets.

This can be attributed to the level of ownership by the development partners as highlighted in the Final Evaluation Report as follows:

“Ownership of implementing partners can be considered excellent, with an active involvement of the Government agencies (especially DOLE). This positive attitude is very probably due to the fact that programme activities are coherent with their priorities. The LGUs 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).”

II. ASSESSMENT OF JOINT PROGRAMME RESULTS

- a. **Report on the key outcomes achieved and explain any variance in achieved versus planned results. The narrative should be results oriented to present results and illustrate impacts of the pilot at policy level.**

In the last three and a half years (July 2009 – January 2013), the Joint Programme has directly benefitted more than 18,000 disadvantaged youth (i.e. out-of-school youth, in-school youth, youth, children left behind by Overseas Filipino Workers (OFW), teachers, school principals, PTCAs, guidance counsellors, migrant workers, national and local government partners – Public Employment Service Officers, Provincial Planning Development Officers, local government officials and staff, etc. developed knowledge tools and technologies and demonstrated significant results under each outcome.

The Final Evaluation reported that as of November 2013, seventeen out of twenty-one Objectively Verifiable indicators (OVI) have been achieved or measured (81%), and four have been partially achieved (19%). A summary of the level of achievement vis-à-vis planned targets in the Results Framework can be found in Annex 3 of the Final Evaluation Report.

On Outcome 1: Improved policy coherence and implementation of youth employment and migration initiatives

Output 1.1 National Action Agenda (NAA) formulated to inform local and national development processes

- Three research papers were produced, namely on *Youth, employment and migration: key policy issues* drafted as reference material of the National Action Agenda, *Study on the Filipino youth and the employment-migration nexus* and *Youth Migration from the Philippines: Brain Drain and Waste* prepared by the Scalibrini Migration Center
- Quarterly *Pinoy Youth barometer* prepared by AIM *policy research consortium* focusing on youth issues – education, employment, migration; established in partnership with the Asian

Institute for Management (AIM) and 10 local universities. It served as a platform to disseminate knowledge materials on youth, employment and migration, track the opinions of the youth in social and economic policy issues

- *National Action Agenda* “Alternative Pathways: Toward Charting an Actionable Framework for Youth Employment and Migration on Youth Employment and Migration” and a National Action Plan for Youth Employment and Migration adopted in principle. (***Refer to Annex G: Philippine National Action Plan on Youth Employment and Migration***)

To be fully adopted, this will require the allocation of specific budgets at the national level through the Department of Budget and Management for the implementation of the action plan in the next 4 years and will require political will, which is beyond the reach of the programme. The NAP YEM Implementation Coordination Structure (ICS) led by the National Youth Commission will have to work closely with the different government agencies such as the DOLE and DepEd to ensure that the agreed plan is implemented.

Local Economic Development (LED)

- Eighty eight representatives (39 female, 49 male) of local government units of the four (4) MAMA pilot provinces and representatives from national government agencies underwent training courses on the following: a) Empowering leaders in LED, b) Policy development and analysis, c) project management, d) public financial management and resource mobilization, and e) entrepreneurship development for the youth.

As a result, the four (4) MAMA pilot provinces established LED teams composed of the key officials and stakeholders, including youth and the Provincial Economic and Investment Promotion Office (LEIPO). The creation of the LED Teams will be further institutionalized through the signing of an Executive Order. LED Teams were also able to develop a five-year LED Strategic Plan, articulating the vision, goal, and programmes of the provinces. The plan focused on developing key sectors within each province to stimulate their economy. Public-private partnership agreements on selected industry sectors were integrated in the Annual Investment Programme for 2013. As an output of the Policy Development and Analysis module, provinces drafted policy papers to support youth employment programmes. For instance, a policy paper on strengthening scholarship programmes for poor but deserving students in the province of Antique was prepared in order for them to increase their chances of finding decent work in their locality after graduation. On the project management module, the LED Team identified a specific growth sector and developed a Feasibility Study that can generate employment for the youth sector. (***Annex H: Completion Report on LED***)

Provincial Labor Force Survey

- *Pilot Provincial Labor Force Survey* in Antique and Agusan del Sur completed by the National Statistics Office (NSO).

Presently, the National Statistics Office conducts a quarterly Labor Force Survey (LFS) which is essentially national in scope, and is disaggregated only up to the regional levels. The LFS provides basic employment indicators which are crucial in assessing the country’s development goals. In particular, the LFS provides the framework and helps develop policies for the labor market. As while the LFS has been regularly conducted for decades now, the implementation of the Local Government Code of 1991 has not been able to bring this survey down to LGU levels. The result is that there are differing and static reports of LGUs on labor market indicators depending on the availability of resources at the LGU level. Other LGUs do not have any data at all, except when they conduct local surveys such as the Community-Based Monitoring Survey (CBMS). As information requires resources to collect, most LGUs are not able to gather labor market data consistently and accurately.

With the initiative and support of the joint programme, the NSO conducted a pilot Provincial Labor Force Survey (PLFS) for the provinces of Antique in Region VI and Agusan del Sur in Caraga (Region XIII). This initiative has resulted to the implementation of PLFS for the two provinces last April to May 2012. An Analytical Report on the results of the survey was also prepared to provide a comparison of province-level labour market data with regional and national data. (*Annex I: Provincial Labor Market Indicators and their Development Implications: The 2012 Antique and Agusan del Sur Labor Force Survey*)

Output 1.2 One-Stop-Shop Resource Centers (OSRCs) established for YEM information, capacity building and training support

- The Joint Programme established OSRCs to provide avenues for organized responses to migration and youth employment challenges local communities. It features: multi-stakeholder engagement and collaborative partnerships to identify and address the concerns or youth and migrant families; a space, time and resource sharing facility among implementing agencies; centre-based operations with community and school-based programme implementation; strategies to address the social, economic and psycho-social needs of clients.

By virtue of Local Ordinances signed by the provincial Governors and Memorandum of Understanding (MoU), each OSRC in the MAMA provinces became the base of convergence and partnership of stakeholders like the Provincial Local Government Unit (PLGU), DOLE and the Philippine Overseas Employment Administration (POEA), OWWA, Commission on Filipinos Overseas (CFO) to curb trafficking in persons and illegal recruitment including improved YEM advocacy hub.



- An OSRC Establishment and Operations Manual were developed under the programme to assist other PLGUs who intend to also set up their own OSRCs. (*Annex J: One Stop Resource Center (OSRC) for Youth and Migrants: Establishment and Operations Manual*)
- *Campaign Against Illegal Recruitment, Trafficking and Irregular Migration (CAIRTIM)* was launched in the four target sites. The interventions benefited about 40 officers and staff of Philippine Overseas Employment Administration (POEA) towards enhancing their capacity and knowledge in carrying out CAIRTIM campaign, including capacity building of POEA Autonomous Region in Muslim Mindanao (ARMM). CAIRTIM benefited 250 trainers through the conduct of Pre-Employment Orientation Seminars (PEOs) from POEA, while 388 prosecutors, police officers, media partners and government officials were trained on law enforcement against illegal recruitment and trafficking in persons and 2,165 students, out-of-school youths, family of OFWs, youth entrepreneurship and technical vocational graduates attended 18 PEOs conducted in the four MAMA provinces. A preparation checklist and a CAIRTIM Manual were produced as a guiding tool for safe migration. (*Annex K: CAIRTIM Manual*)

Output 1.3 Model mechanism established to channel remittances for the development of youth employment initiatives;

- A study on *Channeling Remittances for Development: A Study Towards Creating Model Mechanisms* was developed. (**Annex L: Channelling Remittances for Development: A Study Towards Creating Model Mechanisms**)



A series of capacity building sessions for migrant returnees and their families towards the setting up of small enterprises was also conducted in the four pilot provinces. As a result, at least 20 small enterprises were set up in the four (4) provincial sites. Capacity building and linking activities were provided to returning OFWs and families as follows: 179 OFWs and OFW family members trained on group enterprise development initiatives – muscovado sugar, rubber and abaca,

goat raising, ginger tea and organic fertilizer) – in the MAMA pilot through the assistance of Small Enterprise Research and Development Foundation (SERDEF) and the Jobs, Education for Peace (JEP) Foundation; and capacities of 75 local partners strengthened to improve business development services.

On **Outcome 2**: Increased access to decent work for poor young men and women

Output 2.1 Partnerships with private sector, local governments and financial institutions established to create employment and entrepreneurship opportunities for poor youth in target areas;

- Through the Public-Private Partnerships (PPP) Forum conducted in the MAMA pilot provinces, 93 partnerships were initially established through a Memorandum of Agreement and 45 certificates of Commitment were signed aimed to provide on-the-job training, post training services and employment opportunities to disadvantaged youth. By the end of the programme, 432 establishments absorbed technical vocational skills trainees for employment and 303 establishments provided on-the-job-training (OJT) to the graduates.

Partnership arrangements were forged by the Technical Education and Skills Development Authority (TESDA) and the Technical and Vocational Education Training (TVET) institutions with companies, industry associations, national government agencies, local government units and non-government organizations to gather support, training seats and possible employment for the youth.

Output 2.2 Labor market responsive technical vocational and entrepreneurship skills training with gender and life skills components, provided for poor out-of-school youth;

- 2,017 youth undertook the career profiling and were given guidance in the selection of the training program appropriate to their occupational interest and aptitude and in consideration of the identified skills requirements in their area. Of this number, 2,001 youth completed skills training across various qualifications. Forty-three percent (43%) or 865 trained were female and 57% or 1,136 were male. Most of the training programs offered in the four provinces were for male-dominated jobs. Thus, TESDA encouraged female trainees to try out and enroll these programs. As a result, 87 female trainees enrolled in Welding (10), Driving (15), Automotive Servicing (3), Security Services (6), Plumbing (1), Refrigeration and Air-conditioning (1), and Computer Hardware Servicing (51).
- 1,915 (95.75%) youth took the competency assessment. Of this number, 630 are female and 1,284 are male. TESDA encouraged those who are not yet competent to apply for re-

assessment. One thousand one hundred fifty nine (1,159) of the targeted 2,000 youth or 57.95% were already employed, consisting of 770 male and 389 female. Seventy five percent (75%) or 867 of these were wage employed (276 Female & 591 Male) who receive a daily, weekly and monthly income while twenty-five percent (25%) or 292 were self-employed (113 Female & 179 Male) and income was depending on the sale, orders or services that they produced and delivered. To enable the graduates to acquire hands-on experience and improve their chances of getting a job, OJT was made mandatory and an integral part of the training.

- Parallel to Great Women Project of the Canadian International Development Authority (CIDA), the TVET gender -sensitive curriculum and gender sensitivity trainer’s manual (including the Sexually Transmitted Infections/HIV and AIDS interactive toolkit) were finalized, and capacity of 62 Technical Vocational Educational Training (TVET) trainers and Gender and Development (GAD) focal persons on the use of these materials were strengthened. The youth were required to undergo the 3-day GST. To sustain this, the Technical Education and Skills Development Authority (TESDA) Circular to roll out the Gender-Sensitive Curriculum (GSC) and Gender Sensitivity Trainer’s Manual (GSTM) was released in July 25, 2012.
- This also included improvement in the system of tracking graduates. Recognizing the need and importance of knowing employment profiles of the graduates, TESDA also conducted the tracking of the JP-YEM graduates in partnership with the technical vocational institutions (TVIs) to monitor graduates. (*Annex M: TESDA Technical Vocational Skills Completion Report*)
- Four Hundred Seventy Five (278 male, 197 female) out of the 400 target disadvantaged youth trained on entrepreneurship using *Start and Improve Your Business (SIYB)*; 254 (153 male, 101 female) out of 240 target disadvantaged youth prepared feasible business plans and qualified to receive starter kits; 193 (117 male, 76 female) out of 96 targeted disadvantaged youth established microenterprises. (*Annex N: DOLE BWSC Completion Report on Implementation of Labor Market Responsive Entrepreneurial Skills Training for disadvantaged Youth in Antique, Agusan Del Sur and Masbate*)
- Trainers Guides and Workbooks on Generate Your Business (GYB) and Start and Improve Your Business (SIYB) adapted for disadvantaged youth and translated into local dialects.



Output 2.3 Gender-sensitive education mainstreamed in public secondary education;

- Ninety five public secondary school teachers, supervisors from 15 pilot schools across the four provinces trained on entrepreneurship and the enhanced curriculum to include gender, life skills and safe migration under the *Career Pathways-Technology Livelihood Education (CP-TLE)* program, benefiting 2,716 first year high school students from 4 pilot provinces.
- Memorandum of Agreement signed by ILO-International Training Center and Department of Education to use Know About Business (KAB) modules as instructional materials on entrepreneurship under the CP-TLE program by public high schools in the country.

Output 2.4 Employment services enhanced with gender sensitive career guidance, referral and tracking services offered on youth employment

- *Public Employment Service Offices (PESO)* improved services with 26 representatives (15 female, 11 male) of DOLE and PESO from 4 pilot provinces and selected municipalities trained on basic employment services.

The Public Employment Service Offices is a critical mechanism at the local government level in providing labour market information and facilitating the matching of jobs with available skills. The joint programme contributed to the on-going institutionalization process of the PESO in the four pilot provinces. To support this, the PESO starter kit: Guide to understanding the Public Employment Service Office was developed with DOLE BLE. Launched during the National PESO Congress last October 2012, this was circulated to assist local government units operationalize and institutionalize PESOs across the country.

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



Estimated 13,000 public high school students, from 1st year to 4th year, in 15 pilot schools benefited from improved and enhanced *Technology and Livelihood Education laboratories, enhanced guidance counseling services under the Drop-out Reduction Program, and TLE teachers provided with specialized training in selected technical-vocational skills subjects.*

Total of 748 *education subsidy slots* were provided for SY 2010-2011 and SY 2011-2012 to 2nd year to 4th year high school students of which 641 are students at risk of dropping out, 74 are children of OFWs, and 33 are former out-of-school youth. 70 of the scholars were among the top 10 students in their class who graduated while 10 education subsidy scholars also availed of entrepreneurship training.

b. In what way do you feel that the capacities developed during the implementation of the joint programme have contributed to the achievement of the outcomes?

Strengthening capacities of duty bearers and claim holders were integral to the achievement of joint programme outcomes. Providing training of trainer's, coaching and mentoring activities were deliberate and strategically adopted as part of ensuring the quality, ownership and sustainability of the programme interventions. From the very beginning of the programme, it was explained that as duty bearers, they are responsible for the attainment of the programme outcomes and would have to ensure that the technology, lessons learned and knowledge products developed are practiced, and enhanced during the programme and used even after the duration of the programme for further replication.

For instance, under Output 2.4, among duty bearers at the local level, represented by Public Employment Service Office (PESO) managers, and national and regional government implementing partners from DOLE, their capacity to deliver on employment facilitation services for the youth and migrants were assessed at the early stage. This served as a basis for the Basic Employment Services Training (BEST) what was conducted in partnership with the Bureau of Local Employment (DOLE BLE).

On Output 1.1 and Output 2.2, the trainings, coaching and mentoring for Local Economic Development and the Start and Improve your Business Entrepreneurship Training of Trainers, both at the provincial level, started with an Assessment of the Local Economy and an assessment of the existing capacity and experience of those who were to be trained as trainers. This created a multiplier effect when 88 (48 female, 40 male) **local partners trained on Start and Improve Your Own Business (SIYB)** to provide entrepreneurship training to

disadvantaged youth and 3 (1 female, 2 male) local partners trained on value chain development were tapped to conduct the SIYB entrepreneurship training for 475 (278 male, 197 female) disadvantaged out-of-school youth.

Similarly, on Output 1.2 capacities of PESO managers and local officials responsible for providing services to youth and migrant workers were also enhanced as part of the process of operationalizing the One-Stop Resource Centers better known as Youth and Migrant Centers that were established.

When the Campaign Against Illegal Recruitment, Trafficking and Irregular Migration (CAIRTIM) was launched in the four target sites, much of the effort was to work with 40 officers and staff of Philippine Overseas Employment Administration both at the national and regional level to enhanced capacity and knowledge in carrying out CAIRTIM campaign.

At the provincial level 250 trainers trained for the conduct of pre-employment orientation seminar or Pre Employment Orientation Seminar (PEOS), while 388 prosecutors, police officers, media partners and government officials provided with training on law enforcement against illegal recruitment and trafficking in persons



By the end of the programme, at least 2,165 youth and potential and/or returned migrants were provided with Pre-Employment Orientation Seminars (PEOs) in the four provinces. This reach has also expanded to displaced victims of Typhoon Bopha (December 2012) in devastated municipalities in the province Agusan Del Sur.

For claim holders, who were mostly disadvantaged youth (i.e. out-of school/drop-out, in-school, rural-based, Indigenous Peoples (IPs), persons with disabilities (PWDs), youth migrants, children left behind by migrants, returned migrants), capacity building was more geared towards strengthening individual and/or group skills to increase their opportunities and improve access to services provided under the joint programme.

- c. **Report on how outputs have contributed to the achievement of the outcomes based on performance indicators and explain any variance in actual versus planned contributions of these outputs. Highlight any institutional and/ or behavioural changes, including capacity development, amongst beneficiaries/right holders.**

Output 1.1 National Action Agenda formulated to inform local and national development processes

Indicator 1: Adoption of the National Action Agenda by the stakeholders

Both the National Action Agenda (NAA) entitled *Alternative Pathways: Toward Charting an Actionable Framework for Youth Employment* and the National Action Plan on Youth Employment and Migration (NAP YEM) were adopted by the Philippine government. This is reflected in the Results Matrix where each of the seven (7) strategies identified have programmes lined up for implementation and corresponding budgets for existing programmes that are integrated into national government budgets and plans since the National Action Agenda is anchored on the broader national development framework of the Philippine Development Plan (2011 – 2016) and sectoral Labor and

Employment Plan (2011 – 2016) of the Department of Labor and Employment. Another indicator for adoption is the creation of the Implementing Coordinating Structure (ICS) led by National Youth Commission which will serve as the Monitoring body that will hold the various government agencies accountable.

However, as earlier explained, to be fully adopted, this will require the allocation of specific budgets at the national level through the Department of Budget and Management for the implementation of the action plan in the next 4 years and will require political will, which is beyond the reach of the programme.

Indicator 2: NAA used by local governments in project sites and by pertinent national agencies

Since the formulation and finalization of the NAA in August 2011 included the participation of provincial local government units and youth representatives from Antique, Masbate, Agusan Del Sur, and Maguindanao, issues and priorities to address local YEM policies were integral resource materials for local youth and provincial development planning processes.

A clear manifestation of how this is translated at the local through enhanced knowledge, skills and attitudes on Local Economic Development and how it increases employment opportunities. Each of the four provinces have formulated a 5-year strategic plan articulating vision, goal and programmes, created LED teams to be institutionalized through issuance of Executive Orders, crafted policy papers to promote youth employment for local legislation, prepared feasibility studies and business plans and integrated them in Annual Investment Plans. A Training Manual on LED with modules on Empowering Leaders for Local Economic Development; Policy Development and Analysis; Project Management; Public Financial Management; Entrepreneurship Development for the Youth was also developed under the joint programme.

Another demonstration of how the local governments responded was through the signing of Provincial Ordinances for the establishment and appropriation of funds for Youth and Migration Centers and YEM related programmes on technical vocational skills and entrepreneurship skills training, and education scholarships. Of the four provinces, only Masbate was not able to carry out a Provincial Ordinance due to the political and ideological divisions within the local Provincial Council. (*Annex O: Copy of Provincial Ordinances in Antique and Agusan del Sur and Maguindanao Manifesto for counterpart resources for the construction of the Youth and Migrant Centres*)

Output 1.2 One-stop-shop Resource Centers (OSRCs) established for YEM information, capacity building and training support

Indicator 1: OSRC of programmes and services for YEM are operational in within the local level in four project sites

One-Stop Shop Resource Centers (OSRC), known locally as Youth and Migrant Centers, were renovated and/or constructed and provided with equipment to be functional in four project sites. Of these four, three provinces, namely Antique, Agusan del Sur and Maguindnao, benefited from the passage of provincial ordinances endorsed by the *Sangguniang Panlalawigan*, the Provincial Legislative Council, for sustainability measures. A Memorandum of Understanding (MOU) was signed by the key government agencies and other sectors to engage multi-sector partnership in the provision of services for youth and migrants covering capacity building, psycho-social counseling, information, pre-employment services and other service referrals.

Indicator 2: Number of Clients able to access YEM information and services

At least 2,500 clients have been able to access the YEM information and services provided under the OSRC across the four pilot provinces. This was through the utilization of the OSRC facilities, seminars/workshops, meeting and orientations on PEOS conducted in the OSRC within the programme. Walk-in clients from the local town and neighbouring communities have also been

visiting the Youth and Migrant Center largely to access information dissemination campaign by the provincial local government officials and PESO manager.

Indicator 3: No. of modules and IEC materials designed on safe migration for Pre-Employment orientation and anti-illegal recruitment program.



One (1) OSRC Establishment and Operations Manual was developed under the programme to assist other PLGUs who intend to also set up their own OSRCs. And two preparation checklist, one in English and one in Tagalog) was produced as a guiding tool for safe migration. IEC materials also included, caps, t-shirts, and ballers were produced and distributed during PEOs trainings.

Indicator 4: No. of information outreach activities

At least four (4) Pre-Employment Orientation Seminars (PEOS) Training of Trainers conducted, one in every province and at least two (2) information outreach activities on safe migration was conducted in each province or a total of eight PEOs activities conducted.

Indicator 5: No. of capacity building interventions

One (1) training on carrying out the Campaign Against Illegal Recruitment Trafficking and Irregular Migration (CAIRTIM) campaign with 40 officers and staff of POEA at the national level with enhanced capacity and knowledge;

Four (4) training Trainers Training conducted, reaching 250 trainers trained for the conduct of pre-employment orientation seminar (PEOS)

Four (4) training on training on law enforcement against illegal recruitment and trafficking in persons reaching 388 prosecutors, police officers, media partners and government officials.

Output 1.3 Model mechanism established to channel remittances for the development of YEM initiatives

Indicator 1: One (1) model mechanism for remittances and YEM towards promoting equitable access to economic resources and decent work opportunities especially for disadvantaged groups such as women and young people

A study on *Channeling Remittances for Development: A Study Towards Creating Model Mechanisms* was developed. This is an attempt on a model-building initiative for directing remittances to productive and sustainable use for the benefit of migrant workers and their families in the four selected target provinces of Masbate, Agusan del Sur, Maguindanao and Antique. It utilized the Value Chain Approach (VCA) in identifying five industry sectors to support in value chain promotion and upgrading, namely, muscovado sugar¹⁵, rubber, abaca, rice and livestock industries.

Indicator 2: At least 4 pilot projects rolled out in four (4) target areas

Twenty (20) small enterprises were set up in the four (4) provincial sites through a series of capacity building sessions for migrant returnees and their families. In addition, one hundred seventy nine (179) Overseas Filipino Workers (OFWs) and OFW family members across the four pilot project sites were

¹⁵ Also known as "Barbados sugar", "molasses sugar" or "moist sugar", muscovado is very dark brown and slightly coarser and stickier than most brown sugars. Muscovado takes its flavor and color from its source, sugarcane juice. It offers good resistance to high temperatures and has a reasonably long shelf life.

trained on group enterprise development. These group enterprises were on muscovado sugar production and trading, rubber and abaca production and trading, goat raising, ginger tea and organic fertilizer production and trading. Capacities of seventy-five (75) local partners were strengthened to improve business development services.

Output 2.1 Partnerships with the private sector, local governments and financial institutions established to create employment and entrepreneurship opportunities for poor youth in target areas.

Indicator 1: Number of memoranda /agreements between local government's private sector and financial institutions

Through the Public-Private Partnerships (PPP) Forum conducted in the MAMA pilot provinces, 93 partnerships were initially established through a Memorandum of Agreement and 45 certificates of Commitment were signed aimed to provide on-the-job training, post training services and employment opportunities to disadvantaged youth. By the end of the programme, 432 establishments absorbed technical vocational skills trainees for employment and 303 establishments provided on-the-job-training (OJT) to the graduates.

Output 2.2 Labor Market responsive vocational and entrepreneurship skills training with life skills components provided for poor out of school youth

Indicator 1: Number of out-of-school youth (OSYs) disaggregated by sex, trained in techvoc and/or entrepreneurship with gender, life skills.

Technical vocational skills training

As reported earlier (on page 11), 2,017 youth undertook the career profiling and were given guidance in the selection of the training program appropriate to their occupational interest and aptitude and in consideration of the identified skills requirements in their area. Of this number, 2001 youth completed skills training across various qualifications. Forty-three percent (43%) or 865 trained were female and 57% or 1136 were male. Most of the training programs offered in the four provinces were for male-dominated jobs.



Thus, TESDA encouraged female trainees to try out and enroll these programs. As a result, 87 female trainees enrolled in Welding (10), Driving (15), Automotive Servicing (3), Security Services (6), Plumbing (1), Refrigeration and Air-conditioning (1), and Computer Hardware Servicing (51).

The 1,915 (95.75%) youth took the competency assessment to determine whether they are competent or not. Of this number, 630 are female and 1,284 are male. TESDA encouraged those who are not yet competent to apply for re-assessment. One thousand one hundred fifty nine (1,159) of the targeted 2,000 youth or 57.95% were already employed, consisting of 770 male and 389 female. Seventy five percent (75%) or 867 of these were wage employed (276 Female & 591 Male) who receive a daily, weekly and monthly income (Reference Tracking Study results) while twenty-five percent (25%) or 292 were self-employed (113 Female & 179 Male) and income was depending on the sale, orders or services that they produced and delivered. To enable the graduates to acquire hands-on experience and improve their chances of getting a job, OJT was made mandatory and an integral part of the training.

Entrepreneurship skills training

Four Hundred Seventy Five (278 male, 197 female) out of the 400 target disadvantaged youth trained on entrepreneurship using *Start and Improve Your Business (SIYB)*; 254 (153 male, 101 female) out of 240 target disadvantaged youth prepared feasible business plans and qualified to receive starter kits; 193 (117 male, 76 female) out of 96 targeted disadvantaged youth established microenterprises.

Indicator 2: Number of Teachers and Trainers (male and female) trained in the delivery of entrepreneurship training with gender sensitivity inputs.

Eighty-eight 88 (48 female, 40 male) local partners trained as trainers on Start and Improve Your Own Business (SIYB) to provide entrepreneurship training with gender sensitivity inputs to disadvantaged youth.

Indicator 3: Training modules on entrepreneurship and techvoc integrating gender and life skills.

As reported earlier, TESDA, the Philippine Commission on Women (PCW) and Great Women Project of the Canadian International Development Authority (CIDA), the gender sensitive technical vocational curriculum and training materials (including the STI/ HIV and AIDS interactive toolkit) were finalized, and capacity of 62 TVET trainers and GAD focal persons on the use of the gender sensitive curriculum and training materials strengthened. TESDA Circular on rolling out of gender sensitive training curriculum and Gender Sensitive Trainer's Manual was released in July 25, 2012. Safe migration was no longer integrated in the techvoc module since TESDA was not open to its inclusion during the inception phase.

Gender was mainstreamed in the revised SIYB training modules which were run by the DOLE Bureau of Workers with Special Concerns. Changes in attitudes and behaviours were easily identifiable since the DOLE staff had already undergone several trainings on mainstreaming gender in the modules through a previous ILO tool called GET Ahead for Women in Enterprise Training¹⁶.

Output 2.3 Gender sensitive education mainstreamed in public secondary education

Indicator 1: Secondary curriculum in the public schools includes gender and entrepreneurship and safe migration modules.

Using the Department of Education's (DepEd) curriculum on Career Pathways – Technology and Livelihood Education (CP-TLE) programme, entry points to enhance entrepreneurship education, and mainstream gender, life skills and safe migration were made.

A Memorandum of Agreement was signed by ILO-International Training Center and Department of Education to use Know About Business (KAB)¹⁷ modules as instructional materials on entrepreneurship under the CP-TLE program in all public high schools nationwide.

¹⁶ The training on Gender and Entrepreneurship Together - **GET Ahead for Women in Enterprise** - aims to assist ILO partner organizations in promoting enterprise development among women in poverty who want to start or are already engaged in small-scale business. **GET Ahead** differs from conventional business training materials by highlighting essential entrepreneurial skills from a gender perspective, whether applied to starting or improving an individual, family or group business. It addresses the practical and strategic needs of low-income women in enterprise by strengthening their basic business and people management skills. It shows women how to develop their personal entrepreneurial traits and obtain support through groups, networks and institutions dealing with enterprise development.

¹⁷ Know About Business (KAB) is a training methodology to create awareness about entrepreneurship among youth. This is aimed at teachers in secondary education, trainers in vocational and technical training institutions, and higher education professors trained to deliver KAB course content and certified as KAB national facilitators. With young women and men enrolled in schools, training institutions and higher education as the end users, KAB aims to strengthen the capacities of governments and tripartite constituents in providing entrepreneurship education to reduce youth unemployment. For more information, kindly check the following website: http://www.ilo.org/wcmsp5/groups/public/@ed_emp/documents/publication/wcms_159163.pdf

Gender sensitivity was integrated into the whole program. Under the assessment of Personal Entrepreneurship Competencies and Skills (PECS) students are made aware that all options and tracks available under the CP-TLE are open to both genders. Traditional work for men can also be an option and vice-versa for women. To help balance gender biases, teachers showcase or give examples of practitioners, establishments and businesses that demonstrate this.

Values and life skills cut across all areas of the curriculum focusing on decision-making, critical thinking building healthy relationships, management if lives and problem solving. Safe migration was integrated into the curriculum as part of an option after they pursue their studies are presented. It also is included in the section where potential business ideas gathered and market environments include those where migrant Filipino workers who are family members are targeted either be the customer or the investor for local enterprises.

Output 2.4 Employment services enhanced: gender sensitive career guidance, referral and tracking services offered on youth employment

Indicator 1: Existence of a working unit or designation of staff to provide employment information, referral and guidance services at the LGUs

Of the four pilot-provinces, one, namely Agusan Del Sur, has an institutionalized Public Employment Service Office (PESO), and three, namely Antique, Masbate, and Maguindanao have fully operational PESOs.



With the support of the joint programme, Public Employment Service Offices (PESO) have demonstrated improved services with 26 representatives (15 female, 11 male) of DOLE and PESO from 4 pilot provinces and selected municipalities trained on basic employment services. Training and mentoring included information on the 10 steps to institutionalize PESOs, Labor Market Information and Skills Registry systems, features of the PhilJobNet on-line system, career coaching to include identifying the interests of the young people, understanding the world of work and career tools, and job referrals and placement.

IT equipment was also provided to each PESO to support the Phil JobNet on-line system in each province. This would also house the database and skills registry system that were manually done in the past.

Indicator 2: Type of services rendered: access to information on markets, credit, technology and other employment related information

The four PESOs were assessed at the onset of the programme. Based on the assessment the three provinces provided mainly three types of services: employment facilitation, employment enhancement through TESDA and livelihood services.

Through the programme, additional services include Pre-employment Orientation Seminars (PEOs), Career Coaching, Case Management for Illegal Recruitment and Trafficking, job matching through PhilJobNet on-line systems, Skills Registry System and information on technical vocational skills training.

Indicator 3: Guidance materials and tools to address young women and men's needs

The PESO starter kit: Guide to understanding the Public Employment Service Office was developed with DOLE BLE. Launched during the National PESO Congress last October 2012, this was circulated to assist local government units operationalize and institutionalize PESOs across the country.

Indicator 4: Number of young women and men able to access employment information and other services

At least 2,500 youth, families left behind by OFWs and other clients have been able to access employment and safe migration information through the Established Youth and Migrant Centers.

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

Indicator 1: Number of students enrolled in Open High School Curriculum and other alternative delivery modes like the EASE program in the 15 selected schools.

Estimated 13,000 public high school students, from 1st year to 4th year, in 15 pilot schools benefited from improved and enhanced Technology and Livelihood Education laboratories, enhanced guidance counseling services under the Drop-out Reduction Program, and TLE teachers provided with specialized training in selected technical-vocational skills subjects.

Indicator 2: Number of trained teachers, guidance counsellors and PTCA on mentoring and counselling of youth

A total of 262 teachers, guidance counsellors, school heads, PTCA representatives, and DepEd division personnel were trained accordingly:

90 CPTLE teachers in 15 schools trained on CP-TLE Technical vocational Specialization courses;

44 Guidance Counsellors and supervisors trained on the Drop-Out Reduction Programme (DORP) of DepEd and same were given a refresher course and mentored on guidance counselling;

15 School heads were also given training on DORP and Child friendly School System (CFSS);

60 Teachers were trained and participated in technical workshops on DORP and CFSS;

15 PTCA representatives were trained on DORP and CFSS; and

38 DepEd regional and division supervisors were trained on DORP and CFSS.



Indicator 3: Number of disadvantaged youth receiving educational subsidies

A total of 748 education subsidy slots were provided for SY 2010-2011 and SY 2011-2012 to 2nd year to 4th year high school students of which 641 are students at risk of dropping out, 74 are children of OFWs, and 33 are former out-of-school youth. 70 of the scholars were among the top 10 students in their class while 10 education subsidy scholars also availed of entrepreneurship training. A Guide on implementing the Educational Subsidy was also developed capturing the procedures on how to implement this in partnership with the schools.

d. Who are and how have the primary beneficiaries/right holders been engaged in the joint programme implementation? Please disaggregate by relevant category as appropriate for your specific joint programme (e.g. gender, age, etc)

The joint programme's primary beneficiaries are disadvantaged youth who are either in-school, out-of school, youth left behind by Overseas Filipino Workers (OFWs), youth with disabilities, members of Indigenous Peoples groups, returning OFWs and their family members, all of whom come mostly from rural areas in the four pilot provinces. They have been engaged in every aspect of the programme design as demonstrated when representatives from youth (15 to 24 years old) and migrant groups were invited to attend the Inception meeting and Provincial Planning Workshops together with the Provincial officers and planners conducted in the four provinces from July to August 2010. Since then, representatives from these sectors were part of the implementation, monitoring of the different programme components and during the mid-term and final evaluation processes.

They were also actively participate in the advocacy activities and events as well as the capacity building interventions that included development planning for youth and migrants, training on skills and mentoring/coaching.

Integral to the programme was youth participation both at the national and local policy and programme development especially since the National Youth Commission was heavily involved in the implementation phase.

e. Describe and assess how the joint programme and its development partners have addressed issues of social, cultural, political and economic inequalities during the implementation phase of the programme:

a. To what extent and in which capacities have socially excluded populations been involved throughout this programme?

Disadvantaged youth, families left behind by migrant workers were traditionally excluded from local governance, policy development and programme implementation before the joint programme. But as the programme progressed, access to services and information including their rights bridged the gap between the duty bearers and claimholders.

Social, cultural and political inclusion were encouraged by providing avenues for consultation and decision-making through the established Provincial Programme Coordinating Body (PPCB) where marginal groups were represented and were given the space and opportunity to participate in debate and active dialogue. Also since the local dialect was the medium to communicate, it made it more appealing for youth representatives from out-of-school groups to articulate their feelings and thoughts on the different aspects of programme implementation. As an example, they would be the ones giving practical and realistic feedback on how the programme was being implemented on the ground during the Annual programme Assessment and Planning Workshops conducted by the programme. They were also very critical of the programme and expressed how the interventions were helpful (or otherwise) in improving their economic condition.

Pronounced in the province of Maguindanao and Masbate however was a deliberate choice from some sectors not to engage in the programme due to political partisanship and associations especially at the onset of the programme right after the elections. During the whole duration of the programme, representatives from the UN County Team made it clear that the programme was non-partisan and had no political leanings against or for any political party.

b. Has the programme contributed to increasing the decision making power of excluded groups vis-a-vis policies that affect their lives? Has there been an increase in dialogue and participation of these groups with local and national governments in relation to these policies?

As explained earlier, avenues for disadvantaged youth and poor families left behind by migrant workers for decision-making were made readily available. The youth were more formally engaged in the policy formulation process through the Provincial Youth Fora which were conducted in each of the provinces. The objective of which was to be able to identify challenges and policy and programme recommendations that affect youth in terms of employment, education, health, social exclusion and discrimination, to name a few. Their output served as a basis for the inclusion and/or increase in budgetary provisions in the Provincial Development and Investment Plans.

The Final Evaluation identified some situations that illustrate a paradigm shift among some national and provincial agencies which began to consider the youth as essential part of the solution of its own problems. For instance, the Provincial Planning and Development Office of Antique organized two Provincial Youth Congresses (2010 and 2011) and representation of all youth sectors (entrepreneurs, out of school, Overseas Filipino Workers children, young political leaders and school dropouts) to identify problems affecting the youth and also solutions.

At the national level, the decision-making power and avenues for dialogue and participation was manifested in the increasing role of the National Youth Commission (NYC) in the development and review of the Philippine Development Plan (2012 – 2016), DOLE’s Labor and Employment Plan (2012 – 2016) and their own Youth Development Plan (2013 – 2016).

Ensuring the inclusion of youth representation at the national level falls under the NYC’s mandate as reflected in Republic Act 8044 the Youth in Nation Building act creating the National Youth Commission, establishing a National Comprehensive and Coordinated Program on Youth Development, Appropriating Funds for this purpose. NYC’s critical



role in addressing the challenges of youth employment and migration is underscored since they have taken on an active participation in the development of the National Action Agenda and are now the lead convenors for the implementing Coordinating Structure for the implementation of the National Action Plan on Youth Employment and Migration.

c. Have the programme and its development partners strengthened the organization of citizen and civil society groups so that they are better placed to advocate for their rights? If so how? Please give concrete examples.

Participation of Civil Society Organizations were limited since the design of the programme focused on strengthening capacities of duty bearers at the national and local government levels in order to provide better services for disadvantaged youth, families left behind by migrant workers and returning migrant workers.

Participation of CSOs, mainly those that represented workers groups, employer's groups and youth groups, was engaged in the numerous consultations that were conducted in developing the National Action Agenda and the National Action Plan. At the local level, local youth organizations and Overseas Filipino Worker's (PFW) Associations were also engaged in the local consultations in the development of Provincial Youth Development Plans and the Provincial Planning processes.

d. To what extent has the programme (whether through local or national level interventions) contributed to improving the lives of socially excluded groups?

In terms of improving the lives of socially excluded groups, mainly disadvantaged youth, particularly out-of-school youth (OSY) coming from the Manobo tribe in Agusan Del Sur or the Muslim youth in Maguindanao, there is substantial evidence from case studies and feature stories that their lives have significantly improved due to the programme interventions, particularly the Entrepreneurship Skills Training and provision of Business Start-up Kits and the Technical Vocational Skills Training which for some have resulted in direct employment and increased income for themselves and their households.

Focus Group Discussions (FGDs) during the joint field monitoring exercises also showed that OSYs who engaged in setting up micro-enterprises were also inclined to manage their business with the support of family members and went back to school to finish their university education by using the additional income for tuition fees, travel and food expenses.

As observed during the Final Evaluation, "some activities involving the youth, such as the Entrepreneurship Training, Life skills Training, Technical and Vocational Training or the Education Subsidy have definitely had a positive effect on the trainees - most young men and women who participated in evaluation Focus Groups Discussions (FGDs) in Antique, Maguindanao and Masbate reported a significant improvement of their self-esteem and confidence.

f. Describe the extent of the contribution of the joint programme to the following categories of results:

a. Paris Declaration Principles

• Leadership of national and local governmental institutions

Leadership of the national and local government institutions was demonstrated throughout the duration of the programme and manifested in many occasions. For one, the Department of Labor and Employment chaired the Programme Management Committee meetings and steered the direction and pace of the programme especially during the 2nd and 3rd year where a Catch Up plan was developed to support the request for a 6 month extension. No less than the Cabinet Secretary Rosalinda Dimapilis-Baldoz wrote a letter to the Cabinet Secretary of the National Economic Development Authority to reiterate DOLE's commitment to the achieve the programme outcome and deliver on the outputs. According to the Final Evaluation, the PMC has been an excellent platform for joint implementation and coordination among all partners. The minutes of meetings (MoMs) of the PMC show how every important issue was discussed by the partners and solutions were agreed by consensus. (*Annex P: Minutes of the MDG F 1942 Programme Management Committee Meetings*)

The DOLE Secretary also ensured that the Youth Employment and Migration agenda was at the forefront of the President's agenda as demonstrated in the milestone events,

namely International Youth Day in August 2011 and the JP YEM Results Conference held in November 2012, as reflected in the speeches. (*Annex Q: Speeches of President Benigno Aquino III and Secretary Rosalinda Dimapilis-Baldoz, DOLE*)

Another clear manifestation of the leadership of government can be associated with the national and local level ownership of the programme as stated in the Final Evaluation report:

“Ownership of implementing partners can be considered excellent, with an active involvement of the Government agencies (especially DOLE). This positive attitude is very probably due to the fact that, programme activities are coherent with their priorities. The LGUs 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).”

- **Involvement of CSO and citizens**

As explained earlier, involvement of CSOs and citizens were more defined during the policy consultations that were integral to the development of the national plans on poverty reduction, labor and employment and youth development plans both at the national and local government level.

- **Alignment and harmonization**

Key observations were made in the Final Evaluation. On harmonization, UNFPA and UNICEF make extensive use of the Harmonized Approach to Cash Transfers (HACT)¹⁸. The ILO also partially adhered using the HACT rates as a basis for uniformity and ensuring that professional fees, DSA rates and other costs were consistent across UNCT agencies.

Another example of harmonization was the effort made by UNCT agencies – ILO, IOM, UNICEF and UNFPA and Implementing Partners to conducted joint missions and shared analysis. This common practice led to the complementation of outputs within the joint programme. For instance, Output 1.2 (IOM led) and Output 2.4 (ILO led) where strengthening of capacities and setting up of the PESO and OSRC led to the creation of one (1) Youth and Migrant Centre per province. Another is in Output 2.5 (IOM led) and Output 2.2 (ILO led) when Educational Subsidy graduates in the pilot secondary schools who could not afford to go to university after graduation went on to enrol in the Technical Vocational Skills training offered by TESDA and/or became trainees under the Entrepreneurship Skills Training. The role played by DOLE providing specific guidance to coordinate actions and efforts, especially with on-going governmental initiatives at both national and local levels, has been paramount for harmonization.

On alignment, it was observed during the Final Evaluation that UNFPA and UNICEF made extensive utilization of national and provincial structures, financial management systems and procedures. On the other hand, ILO and IOM much as they used both

¹⁸ Harmonized Approach to Cash Transfers (HACT), aim is to increase overall effectiveness of interventions and focus more on programme needs than administrative processes. It puts checks in place to ensure that funds given to implementing partners are spent appropriately. The HACT also relies on a “Risk management” approach. It recognizes that there is a risk involved with cash transfers, and also recognizes that level of risk varies. For instance, with long-term partners that have a stable management and strong internal management systems the risk is low, whilst for a new partner about whom there is little information that risk will be higher.

national and provincial existing organic structures, also complemented this by using their own financial management systems and personnel specifically hired for the JP YEM.

- **Innovative elements in mutual accountability (justify why these elements are innovative)**

On mutual accountability, national agencies and UNCT agencies systematically involved the whole range of Implementing Partners both at the national and provincial level and have also promoted accountability through the monitoring and reporting processes set in place. Among them was the conduct of regular meetings, first every 2 months then monthly regular meetings in 2013. Each agency was made to report on the progress of their respective components and also find mutually agreed solutions to challenges raised.

Another accountability measure set in place at the onset was the conduct of Annual Assessment and Planning Workshops to include national and local level partners at the beginning of each year. This ensured that all Implementing Partners and UNCT agencies were aware of the outputs/deliverables, and developed their own strategies and plans in order to meet commonly agreed targets every year. It also was an opportunity to clarify and level off on definitions and concepts (i.e. life skills, safe migration, gender equity, employment, etc.) which led to a common understanding.

b. Delivering as One

- **Role of Resident Coordinator Office and synergies with other MDG-F joint programmes**

The role of the Resident Coordinator's Office was strategic in ensuring that the information and communication channels were open between the MDG F Secretariat and the UN RCO's office. In most cases, its coordinative function was adequate providing guidance on guidelines and standards that were applicable across joint programmes. Another important role of the RCO was through the National Steering Committee (NSC) which, together with the Philippine Government through the National Economic and Development Authority (NEDA) and the Spanish Government through the Spanish Agency for International Development Cooperation, monitored the joint programmes and ensured that strategic decisions were made and implementation bottlenecks were addressed upon the recommendation of the Programme Management Committee (PMC).

Limited, however, were the opportunities to share information or analyse lessons learned across the MDG F joint programmes. In some occasions, the RC Office's implementation of the Focus Country Initiative (FCI) work plan had little added-value nor appeared to have any connection since it did not provide inputs to enhance or complement the work of the joint programmes. This could be largely due to limited consultation with the joint programmes about FCI activities.

- **Innovative elements in harmonization of procedures and managerial practices (justify why these elements are innovative)**

As observed in the Final Evaluation, the programme operated through three implementation models: (1) ILO has applied a combination of "direct payment" modality and "funds downloading" (direct cash transfer) modality; IOM has applied the "direct payment" modality; and (2) UNICEF and UNFPA have applied the "funds downloading" modality. While direct payment seems to have been more efficient allowing faster implementation than downloading (although both modalities have

caused delays), the latter is more relevant to the principles of the Paris Declaration, especially to the Alignment and Mutual Accountability principles.

The innovations include signing of MOUs among the four UN Country Team agencies in the Philippines – ILO, IOM, UNICEF and UNFPA, for cost-sharing of activities (i.e. the baseline study) based on the percentage of amounts received under the joint programme. These types of internal agreements facilitated joint activities and strengthened collaborative work among the agencies.

- **Joint United Nations formulation, planning and management**

The joint programme is an attempt to showcase joint UN programme formulation, planning and management. It has since demonstrated both advantages and disadvantages which can be used for future initiatives to work together and use agency comparative advantages to create more impact and increase efficiency. Currently, the same principles of joint programming and management are being used in the development of the UNDAF and other joint programmes in the development and implementation stage.

Nonetheless, since each agency has its own Country Programme and interventions are usually designed according to funding opportunities (MDG-F YEM Thematic Window in this case), the real scenario is more complex. It can only be assumed that the UNCT will identify opportunities to capitalise on the comparative advantage of each agency and adopt the lessons learned.

III. GOOD PRACTICES AND LESSONS LEARNED

a. Report key lessons learned and good practices that would facilitate future joint programme design and implementation

The Final Evaluation identifies the following lessons learned and several good practices.

- 1) Joint programmes require long start-up timeframes as part of the inception stage and should not be part of the implementation and final evaluation stage. Implementation timeframes should consider complex and lengthy start-up activities such as inception workshops, hiring programme staff or advocacy to get national and/or local buy-in especially those cases in which elections are held between the design and the implementation phase.
- 2) It is recommended to include in the design phase a gender needs assessment in order to get the most accurate picture of gender based inequities and gaps relating to the work areas of the intervention. Ideally, every development intervention in the Philippines should make extensive use of the Gender Mainstreaming Resource Kit developed by the Philippine Commission on Women (PCW) and the National Economic and Development Authority (NEDA).
- 3) The design of a complete C&A strategy specifying unified gender sensitive messages to address different population targets (the youth, civil society and decision makers) is advisable at the design stage to transmit a compact vision of the programme's targets and to increase the impact of the communication activities.
- 4) In terms of management structure, the efforts made in the revision of the Terms of Reference of the National Steering Committee (NSC), Programme Management Committee (PMC), and the Technical Working Group (TWG) to avoid duplications and promote complementarities have really been successful in generating a highly effective and very efficient management structure.

- 5) On the joint implementation at the national level, the JP YEM is an example of how a proactive joint programme coordinator solidly backed by the leading agencies can contribute to the enhancement of joint implementation. It also demonstrates how heads of UNCT agencies are able to work well together and support collaborative undertakings in order to achieve common goals.
- 6) At the provincial level joint implementation, the creation and excellent performance of the Provincial Planning and Coordinating Bodies (PPCBs) have successfully fostered joint implementation at the local level.
- 7) MDG-F joint programmes have served as a model for some other initiatives in the Philippines: (1) the new UNDAF (2012-2018) includes a programme management structure based on NSC and PMC; (2) AECID is funding an emergency joint initiative in Mindanao led by OCHA with participation of the UNHCR, WFP and UNICEF; (3) the Australian Agency for International Development is funding a joint initiative on Maternal Health involving UNFPA and UNICEF.

b. Report on any innovative development approaches as a result of joint programme implementation

Innovative development approaches that resulted as part of the joint programme implementation are as follows:

- 1) In addition to the National Steering Committee and the Programme Management Committee, creating a Provincial Programme Coordinating Body (PPCB) composed of local claimholders and duty bearers at the provincial level increases transparency, accountability and ownership.
- 2) Mainstreaming youth participation at all levels of the joint programme (i.e. design, process, implementation and results) are imperative in order to underscore that not only are they recipients of the programme but they are also responsible partners that need to articulate their needs and guard resources to ensure that it is being used as intended.
- 3) Joint programme implementation underscored the critical importance of coordination (i.e. horizontally and vertically), and complementation of expertise and resources among UNCT agencies and also importantly within government implementing partners at national and local government level. This seemingly simple concept, but in reality more complicated, provided an avenue also for check and balance. It also promoted synergy among efforts versus those that are implemented by one single organization.

4) Indicate key constraints including delays (if any) during programme implementation

a. Internal to the joint programme

As highlighted in the Final Evaluation, administrative difficulties were among the key constraints which caused delays to programme implementation. These are as follows: 1) Lengthy procurement procedures (UNCT agencies and Government procedures) significantly delayed implementation. For instance, the procedures applied by the Philippine's Commission and Audit Agency (COA) at the regional and provincial level for funds downloaded by ILO to DOLE Bureau of Workers with Special Concerns have caused delays, particularly in the release of the Starter Kits for the Entrepreneurial Training graduates; 2) TESDA reported delays in signing the Service Contract with ILO primarily due to the confusion on what type of contract was going to be used and second the approval emanated from Geneva since the amount downloaded exceeded US\$30,000; 3) In Maguindanao, the release of funds for the On-the-Job (OJT) allowances for Technical and Vocational Training Graduates from UNICEF were delayed because the

province did not submit the correct requirements, such as bank certification, so funds could not be released. Another example is the fund releases and utilization with DepEd to strengthen the alternative approaches to basic education which lagged due to lengthy processing on both ends affecting activities and pushed the timelines backward.

Implementation difficulties included the slow start of the joint programme that was counterbalanced through the implementation of a Catch-up Plan that (1) sometimes caused work overloads; and also (2) affected to some extent the quality of a few activities such as the Output on Channelling Remittances for Enterprise Development (CRED) which would have required a slower pace. TESDA in Antique mentioned that the required speed also did not allow a comprehensive selection of beneficiaries of their component.

b. External to the joint programme

Beyond the programme's control, external difficulties in the implementation of the joint programme can be classified according to challenges caused by the limited time or timing of implementation, political dynamics at the local level that resulted in limited cooperation from the provincial stakeholders, at some point, security and safety concerns also hindered the implementation especially in Maguindanao and Masbate. More specifically, the following key concerns were reported in the Bi-Annual Reports as follows:

- 1) At the onset, programme implementation was affected by the May 2010 national and local elections. Because of this, the team had to conduct courtesy calls and re-introduce the programme to the newly elected officers till July 2013. Subsequently, Provincial Planning Workshops were delayed.
- 2) The Maguindanao massacre of November 2009, saw a spill over in local politics which merited heightened travel restrictions caused by year-round security and safety concerns.
- 3) Changes in incumbent, particularly Regional Governor of the Autonomous Region in Muslim Mindanao (ARMM) were replaced together with the DOLE ARMM Secretary who had been working closely with the JP YEM in the province of Maguindanao. This required another round of courtesy calls and ground work to get their support in the implementation of the programme.
- 4) The Conduct of Youth Labor Force Survey in May 2012 did not allow enough time to compare results, validate, and used for policy making at national and local level within the duration of the programme.
- 5) LED Trainings for Provincial LGUs required a gestation period to test the application of skills, knowledge and change of behavior .
- 6) OSRC needed to pursue operational mentoring, install data management system, perform monitoring & evaluation. This can only done once physical facility is launched and decisions on the official assignment of staff and MOAs are finalized by PLGU, NGA and private sector partners.
- 7) Campaign Against Illegal Recruitment Trafficking and Irregular Migration (CAIRTIM) and Channelling Remittances for Enterprise Development is undergoing implementation adjustments which cannot be ignored.
- 8) Capacity Building interventions for Channelling Remittances for Enterprise Development (CRED) needed to conduct programme monitoring and define sustainability measures beyond July 2012;

- 9) The pace of implementation across outputs was hindered with multiple activities, rush work and political factors such as changes in officials.
- 10) Change of the public secondary education curriculum for School Year 2013 from using CP - TLE as a subject to the Kindergarten to 12 curriculums, limited the extent to which the enhanced CPTLE curriculum was used. The Department of Education paid less attention to the CPTLE curriculum because a new curriculum was being introduced.
- 11) Tracking of education performance indicators was lagging as DepEd data takes at least a year to be available. Currently, preliminary/unofficial data from schools are used as reference.

c. Main mitigation actions implemented to overcome these constraints

Internal Administrative/ Financial

The Programme Management Committee (PMC) provided feedback to the Department of Labor and Employment (DOLE) to ensure that reporting mechanisms are strengthened internally between national bureaus, Regional DOLE Offices and Provincial DOLE Offices. Several notices through Memorandum were sent by USec. Lourdes Trasmonte to the Regional Directors requesting full support in the implementation of the joint programme at the provincial level and ensure fast tracking of critical activities dated 28 November 2011. (*Annex R: Memorandum issued by Undersecretary Lourdes Trasmonte*)

Regular follow up among concerned parties will be made both from within the ILO system and the DOLE family to facilitate the release of funds to the DOLE and TESDA and TESDA ARMM. The Service Contract was signed in August 2011 and trainings will undergo regular monitoring to ensure that trainees are provided with proper mentoring and starter kits once business plans are approved.

External Difficulties

Regular coordination and security updates prepared by UN Department of Safety and Security (UNDSS) in the Philippines provided the guidance on safety and security at the provincial level especially for hot spots like Maguindanao province and Cotabato City that is often hit by bomb explosions threats and hostage taking incidents.

5) Describe and assess how the monitoring and evaluation function has contributed to the:

- a. Improvement in programme management and the attainment of development results
- b. Improvement in transparency and mutual accountability
- c. Increasing national capacities and procedures in M&E and data
- d. To what extent was the mid-term evaluation process useful to the joint programme?

Joint Programme M&E Framework is the basis for the application of three tools to monitor financial progress and progress towards planned targets: (1) the Bi-annual Reports (results); (2) the Quarterly Colour-coded reports (delivery rates and quick look at the progress); and (3) the PMC meetings, which (i) promote mutual accountability and transparency; and (ii) allow partners to react immediately to any challenge.

Both the Programme Management Committee and Provincial Programme Coordinating Body played an important role in the M&E process. To illustrate how M&E is managed from bottom up and from top bottom approach, Implementing partners and UNCT agencies submit M&E information to the Joint Programme Coordinator (JPC), who consolidates the information and delivers joint reports (Bi-annual and Quarterly Colour-coded) to be reviewed by all the partners before this is endorsed to the PMC. Finally, the JPC incorporates comments and sends the final reports to the PMC for approval. This strategy strengthens mutual accountability. However, such a process also leads to delays in submission of data and approval of reports.

In addition, to be able to measure results at the end of the programme, indicators for measurement, baseline data and targets broken down per year had to be determined at the beginning of the programme. These served as the basis for review during the Annual Planning Workshops and everyone was held accountable for the delivery of results.

What was more difficult however, was the attribution of the programme results to the national goals of achieving the Millennium Development Goals, specifically Target 1:B due to lack of information at the provincial level. Thus, the programme's contribution to increasing capacities and procedures in M&E and data collection were more focused at the provincial level.

The Mid-Term Evaluation, as well as the Final Evaluation was both crucial M&E processes because it provided an independent review of the programme. This allows space for a critical look and analysis at the design, processes of implementation, and results of the programme without any bias. As direct implementers, UNCT agencies and Implementing Partners had a tendency to be defensive or biased towards their own components. But by having an independent evaluation, information and observations are made not just from one perspective but from several to validate findings and suggest recommendations.

6) Describe and asses how the communication and advocacy functions have contributed to the:

- a. Improve the sustainability of the joint programme
- b. Improve the opportunities for scaling up or replication of the joint programme or any of its components
- c. Providing information to beneficiaries/right holders

Based on the Final Evaluation, the Communication and Advocacy (C&A) Plan was a good attempt and for fostering sustainability of the results and seems to be well designed and specific enough to be useful. However this plan cannot be considered a full strategy since it does not specify unified messages to address different population targets such as the youth, Civil Society and decision-makers. (*Annex S: Advocacy and Communications Plan*)

The Objectively Verifiable Indicators (OVI) of the C&A Plan revealed a clear intention (1) to position the National Action Agenda as a priority at both the national and provincial levels; (2) to sensitize Civil Society on YEM issues through mass media; and to (3) keep partners updated on the programme's activities and accomplishments.

The following critical activities were conducted: (1) International Youth Day celebration on 12 August 2011, which was graced by President Benigno Aquino II, the Ambassador of Spain, Jorqe Domecq, DOLE Secretary Rosalinda Baldoz, the United Nations Resident Coordinator Jacqueline Badcock and heads of UNCT agencies, Lawrence Jeff Johnson, ILO Country Director, Ovais Sarmad, IOM Chief of Mission, Ugochi Daniels, UNFPA Country Representative and Atty. Grace Agcaoili representing then Country

representative Vanessa Tobin. This was attended by more than 500 stakeholders, youth, Implementing partners, development agencies and representatives from national and local government units (2) seven workshop consultations to advocate for the adoption of the National Action Agenda and the development of a National Action Plan; (2) Youth Employment Forum held on 29 March 2012, which served as an opportunity to present the output of the workshops to youth representatives from the JP YEM provinces as well as youth leaders and partners of the National Youth Commission; and the (3) **JP YEM Results Conference**, attended by more than 400 participants was an end-of-programme activity that aims to (i) present the achievements of the joint programme at the national and provincial levels, (ii) share lessons learned and good practices in four general themes, namely Skills – Technical Vocational and Entrepreneurship, Education, Employment Facilitation and Local Economic Development; (iii) ensure a sustainability and smooth transition of the programme. To a large extent it was also an advocacy activity that draws support from the different Implementing Partners to support the sustainability of the programme and continue commitment to the National Action Plan on YEM.



7) Please report on scalability of the joint programme and/or any of its components

- a. To what extent has the joint programme assessed and systematized development results with the intention to use as evidence for replication or scaling up the joint programme or any of its components?
- b. Describe example, if any, of replication or scaling up that are being undertaken
- c. Describe the joint programme exit strategy and assess how it has improved the sustainability of the joint programme

The joint programme developed an Exit Strategy and Sustainability Plan that underscored the clear intention to integrate sustainability mechanisms and advocate replication beyond the four joint programme pilot provinces. (*Annex T: MDG F 1942 JP YEM Exit Strategy and Sustainability Plan*)

At the national level, the biggest contribution of the joint programme in terms of sustainability is the development of the National Action Agenda and National Action Plan which was adopted by the national government. This will be used by the newly created Implementing Coordinating Structure led by National Youth Commission and co-led by the Department of Labor and Employment (DOLE). Government agencies such as TESDA have similarly issued Memorandum Circulars to adopt the nationwide roll-out of the Gender Sensitive Training Curriculum and Gender Sensitive Trainers Manual.

At the provincial level, local government units supported the sustainability efforts of the programme by increasing funds for youth employment and migration programmes, by providing resource allocation for the PESO/OSRC through Provincial Ordinances. These resources are allocated also to replicate the JP YEM tools and experience to neighbouring municipalities.

Evidence for good practices was well documented in the feature stories and case studies per province. This was then shared during plenary and breakout sessions during the MDG Forum and Marketplace title “Forging Cooperation and Promoting Tools to Achieve the

Millennium Development Goals under the Focus Country Initiative”. The joint programme also submitted nine (9) tools developed under the programme that is ready for replication in other Local Government Units nationwide. This event was organized together with the Department of Interior and Local Government – Local Government Academy.

This has resulted in inquiries and interest from development partners such as EU, the Asian Development Bank and USAID to learn from the programme’s experience and develop new programmes to support youth employment and migration initiatives.

IV. FINANCIAL STATUS OF THE JOINT PROGRAMME

- a. Provide a final financial status of the joint programme in the following categories:
1. Total Approved Budget; 2. Total Budget Transferred; 3. Total Budget Committed
 4. Total Budget Disbursed

UN AGENCY	Y1, Y2, Y3 Budget Total Approved and Total Budget Transferred	Total Amount Committed (US\$)	Total Amount Disbursed (US\$)	Delivery Rate % of budget vis Committed	Delivery Rate % vis Amount Disbursed
ILO	2,267,618	2,212,142	2,193,621	97%	97%
IOM	1,822,439	1,822,439	1,813,020	100%	99%
UNICEF	1, 585,337	1,523,995	1,486,983	96%	94%
UNFPA	324,606	324,606	289,924	100%	89%
TOTAL	6,000,000	5,883, 182	5,783,548	98%	96%

- b. Explain any outstanding balance or variances with the original budget

The actual disbursed amount and delivery rate reflected are from the recent reports of the different UNCT agencies. This is under review by their internal finance units as contracts and payables for printing of knowledge products, payments of final payments are pending based on output delivered. The more accurate financial reports will be submitted by each agency to the Multi-Donor Trust Fund in June 2013. This will reflect funds that were not utilized or fully spent.

V. OTHER COMMENTS AND/OR ADDITIONAL INFORMATION

Please see enclosed files and annexes to support the Narrative Report.

Annex U – List of all documents/studies produced by the joint programme

Annex V – List of all communications products created by the joint programme

Annex W – Minutes of the Final Review Meeting of the Programme Management Committee and National Steering Committee

VI. CERTIFICATION ON OPERATIONAL CLOSURE OF THE PROJECT

By signing, Participating United Nations Organizations (PUNO) certifies that the project has been operationally completed.

PUNO	NAME	TITLE	SIGNATURE	DATE
ILO	Lawrence Jeff Johnson	ILO Country Director		
IOM	Marco Boasso	Chief of Mission		
UNICEF	Tomoo Hozumi	Representative, Philippine Country Office		
UNFPA	Ugochi Daniels	Representative, Philippine Country Office		

VII. ANNEXES

- Annex
- A - Final Evaluation
 - B - Alternative Pathways: Toward Charting an Actionable Framework for Youth Employment and Migration Strategy Paper
 - C - DOLE Labor and Employment Plan (2012 – 2016)
 - D - TOR of the Programme Management Committee
 - E - TOR of the Provincial Programme Coordinating Body
 - F - JP YEM Results Matrix/M&E Framework
 - G - National Action Plan on YEM
 - H - Completion Report on LED
 - I - Provincial Labor Market Indicators and Development Implications: Antique and Agusan del Sur Labor Force Survey
 - J - OSRC for Youth and Migrants: Establishment and Operations Manual
 - K - CAIRTIM Manual
 - L - Channelling Remittances for Development: A Study towards Creating Model Mechanisms
 - M - TESDA Technical Vocational Skills Completion Report
 - N - DOLE BWSC Entrepreneurship Training Completion Report for Antique, Agusan del Sur and Masbate)
 - O - Provincial Ordinances for counterpart resources in the construction of Youth and Migrant Centers
 - P - Minutes of the Programme Management Committee Meetings
 - Q - Speeches of Pres. Benigno Aquino II and Secretary Rosalinda Baldoz
 - R - Memorandum issued by Undersecretary Lourdes Trasmonte dated 28 November 2011
 - S - Advocacy and Communications Plan
 - T - MDG F JP YEM Exit Strategy and Sustainability Plan
 - U- List all documents / studies produced by the joint programme
 - V - List of all communication products created by the joint programme
 - W - Minutes of the final review meeting of the Programme Management Committee and National Steering Committee