

ASIAN  
DECENT WORK  
DECADE 2006  
2015

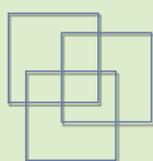


International  
Labour  
Organization

## ILO Asia-Pacific Working Paper Series

# Operations guide: managing an ILO-CIDA youth employment country project: Philippines

Camilio G. Casals  
December 2009



Subregional Office for South-East Asia and the Pacific  
Manila



## ILO Asia-Pacific Working Paper Series

# Operations guide: managing an ILO-CIDA youth employment country project: Philippines

---

Camilo G. Casals

December 2009

Subregional Office for South-East Asia and the Pacific  
Manila

Copyright © International Labour Organization 2009  
First published 2009

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: [pubdroit@ilo.org](mailto:pubdroit@ilo.org). The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit [www.ifro.org](http://www.ifro.org) to find the reproduction rights organization in your country.

---

Casals, Camilo G.

Operations guide: managing an ILO-CIDA youth employment country project: Philippines. / Camilo G. Casals; International Labour Office, ILO Subregional Office for South-East Asia and the Pacific. - Manila: ILO, 2009 xiii, 29 p. (ILO Asia-Pacific working paper series)

ISBN: 9789221214465 (print); 9789221214472 (web pdf)

ILO Subregional Office for South-East Asia and the Pacific

youth employment / youth unemployment / promotion of employment / project management / Philippines

13.01.3

*ILO Cataloguing in Publication Data*

---

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: [pubvente@ilo.org](mailto:pubvente@ilo.org)

Visit our website: [www.ilo.org/publns](http://www.ilo.org/publns)

---

Printed in Philippines

## Foreword

Youth unemployment and the difficulty of transiting from school to work has been a persistent and significant problem not just in the Philippines, but throughout the Southeast Asia and the Pacific region. A number of policy and programme initiatives have been introduced to address youth unemployment problems including provision of labour market information, skills training and upgrading, online job-matching, nurturing of entrepreneurship skills, etc. All these initiatives benefit from the political will of different stakeholders and often require both large sum of money (usually taken from national budget appropriations where they have to compete against other urgent priorities) as well as human resources and the energy to sustain each initiative. Despite all these programmes, the problem of youth unemployment persists. This might lead one to pose questions such as: “are we doing the right thing?”, “what types of youth-oriented and labour market initiatives would lead to employment creation?” and so forth.

In order to ensure these initiatives and reforms impact on young people and their lives in a positive and tangible manner, there is a need for a greater understanding of the nature of the environment that such initiatives are designed to address. As well as understanding the dynamics of the labour market, an important first step is to know the current profile of young people entering the workforce for the first time. This study is a response to that need and was commissioned by the ILO through the *Promoting Youth Employment in the Philippines (PYEP): Policy and Action Project* to assist policy makers (especially those operating within local government units who interact most often with young people needing work) in analyzing the real situation of the youth today in their locality: their needs, aspirations, and constraints, etc. so that officials and social workers can target and prioritize particular youth groups in greatest need, better address the problems they face and craft value-for-money solutions, measures, and/or youth investment options.

As always, we at the ILO Office hope that this initiative can be used by other local government units (LGUs) towards better understanding of the youth and employment challenges in their locality for them to craft effective and efficient measures to address youth unemployment.

Linda Wirth-Dominice  
Director, ILO-SRO Manila



## Preface

The Philippines was one of four countries selected for an initial three-year phase of the International Labour Organization's Action Programme for Decent Work under an agreement signed in 2002 between the local tripartite partners.<sup>1</sup> Promoting youth employment is one target outcome under this Decent Work Country Programme (DWCP) specifically under Pillar 2: "creating employment opportunities for men and women."<sup>2</sup>

CIDA Philippines through its Private Sector Development Fund provided a grant to pilot-test the youth employment project in the Philippines. The PYEP project aimed at capacitating relevant stakeholder institutions to assess the state of the labour markets at both the national and local levels, identifying employment growth areas that would provide opportunities for current and future youth, and its various segments. These segments were identified as: (i) students; (ii) the employed youth (including those that were self-employed); (iii) the unemployed job-seekers; and (iv) those not in the workforce.

Finally, armed with the knowledge of current and potential future opportunities, the project sought to foster the necessary conditions to realize such opportunities. An important component of this was recognition of the need to promote entrepreneurialism among the youth and a series of training modules were introduced and piloted in specific localities designed to encourage youth to think of themselves as micro entrepreneurs.

Importantly, the project disaggregated the factors and conditions surrounding youth unemployment from the more general unemployment and underemployment problem facing the Philippines and fostered the realization among stakeholders that this was indeed a separable problem that required its own specific set of interventions in order to resolve. Unemployment during a person's early working years can discourage a person and reduce self-esteem. This often leads to a lifetime of unemployment or underemployment and wasted potential for the country.

To make the programme implementable and measurable, the project management team dovetailed its project strategy with the ongoing effort of the ILO Manila to promote local development and decent work in other areas.

Thus, there were a number of activities funded under the youth employment project that were carried out to address broader targets of the DWCP and which were co-funded through other allocations: for instance promoting local development and decent work (such as developing the studies linking youth employment to local economic development strategies) and also funds allocated for promoting gender equality in employment.

Eight pilot locations were selected partly on the basis of recommendations of the Department of Labor and Employment (DOLE)–Bureau of Rural Workers which the DOLE assessed as showing already some level of success based on implementation of other national flagship programmes including those on poverty reduction. The final decision was also made on the basis of an assessment of the ILO Manila as to the openness of the local LGU leadership to work with the ILO in this regard.

Policy research was undertaken which led to consequent technical discussion and advocacy activities conducted to harness multi-sector support for a policy and action agenda that would complement, replicate, disseminate and scale up the delivery of tried and tested employment support services for youth throughout the country. These policy research papers are integrated into this set of working papers.

<sup>1</sup> See for example [http://www.unwire.org/unwire/20020514/26368\\_story.asp](http://www.unwire.org/unwire/20020514/26368_story.asp) (accessed 21 November 2009).

<sup>2</sup> See for example ILO, 2006 *From Pilot to Decent Work Pilot Programme*, Geneva; available online at [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms\\_079471.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_079471.pdf) (accessed 23 November 2009).

National and local partners participated in a series of ILO-organized advocacy and learning forums and were oriented in the ILO entrepreneurship tools (KAB, GYB/SYB, and GET AHEAD) which were pilot tested in 48 secondary schools throughout the country as well as in TESDA-administered schools.

Knowledge materials were produced to assist both institutional partners and target youth beneficiaries during and after the project period while documentation of the supported demonstration projects helped in disseminating lessons and facilitated replication of good practices by other parties. Three of these are incorporated into this working paper series: the Briefing Guide; the Operations Guide; and the Independent Evaluation Report.

Finally, ILO-CIDA-PYEP supported projects were developed to create immediate and limited scale of demonstration effect on jobs, incomes and decent work status of target youth segments. These were piloted in select localities using ILO tools and expertise which generated results favourable to intermediary local institutions and target youth beneficiaries. These demonstration projects were useful for improvement, replication and scaling up.

These particularly covered:

1. For Angono – five projects anchored on art tourism including: (i) arts exhibits; (ii) traditional animation and artistic training; (iii) souvenir items development and culinary arts; (iv) souvenir items development using recycled materials; and (v) tour guide training and transport-aided tourism promotion that directly enhanced skills translated to jobs and income opportunities for 110 young artistically inclined youth.
2. For Concepcion – one project anchored on eco-tourism titled “LGU and Youth Employment Generation Capacity on Tourism Development” that enabled 20 youth direct beneficiaries duly screened and selected, from the different barangays of the town to acquire through structured learning opportunities necessary attitude, exposure and skills to start, grow and sustain in a business-like manner the operations of an LGU tourism services shop. This will indirectly benefit 400 local potential and existing artisans and entrepreneurs.
3. For Cotabato City – one project on enabling a Muslim youth-run organization to prepare and expand its business service lines to include blueprinting services on top of established computer and photocopying service lines; in effect creating additional opportunities for the organization’s target out-of-school-youth; and enabling employed out-of-school-youth to earn incomes sufficient to cover for their needs and for costs in pursuing a short vocational/technical training course of their choice.
4. For Davao City – one project enhancing the employability factor of targeted disadvantaged youth in the city such as the out-of-school-youth and the job seeking unemployed youth technically inclined to engage in jobs in the hotel and restaurant industry, building electrical wiring trade and metal arc welding trade. The programme provided for skills training, testing and certification; entrepreneurship orientation, personality development, post-training employment services, and a mechanism for employers’ feedback on programme participants.
5. For Dumaguete – one project enhancing values, industry/trade skills and entrepreneurship base of local unemployed graduates. As an adjunct to this, the city provided two tracks of post-training employment facilities services for the youth. One track is geared towards getting trainees employed in the labour-short but high-paying Business Process Outsourcing-Information and Communication Technologies (BPO-ICT) sector as well as in hospitality and automotives sectors. Another track is geared towards enabling these young people to start-up their own service shops.
6. For Guimaras Province – two different projects with the first one supporting employability and actual employment of 50 local youth for housing sector jobs; the second one complementing resources mobilized by the provincial government to implement an integrated set of employment interventions based on identified gaps and action points from the youth employment planning workshop.

7. For La Castellana – one project affording young people and their parents in comprehensive agrarian reform programme (CARP) whose long pending land disputes case have been finally settled and thus ready to respectively invest in the development of their respective lands with entrepreneurship orientation, training and post-training support services.
8. For Marikina City – provided the city with technical (e.g. feasibility studies) and brokering (e.g. between BPO firms and Marikina LGU) services to complement the overall efforts of the LGU to organize a fully functioning one-stop-shop labour market centre capable of delivering a comprehensive set of employment services for the city with a special focus on the more disadvantaged youth segments.

These projects served as a deciding point for LGUs and stakeholders to mainstream youth employment policy and action points in local development planning, budget and administration processes. The second set of papers in this series provides case studies that highlight how the ILO-sponsored interventions complemented local economic development initiatives in each of these eight areas and the result obtained.

The evaluation report concluded with a note that the PYEP is clearly just a beginning; that it has managed to establish momentum that can be carried on by the project partners with or without further project support. It underscored the challenges facing all the partners involved, the local governments, the partner non-governmental organization (NGOs), the schools and training institutions, the employer groups, trade unions, national government agencies, and the international development institutions involved (ILO and CIDA), that is to do what is necessary to ensure that such momentum is not dissipated.

This series of working papers provides a record of the project outcomes and a benchmark from which to assess the longevity of the interventions.



## Table of contents

Foreword .....	iii
Preface .....	v
List of tables .....	x
List of figures .....	x
List of boxes .....	x
List of acronyms .....	xi
Acknowledgements .....	xiii
1 Introduction .....	1
2 Project planning .....	1
2.1 Concept definition .....	1
2.2 Purpose and strategy .....	1
2.3 Principles for YE project planning .....	1
2.3.1 Key principles for the application of RBM .....	2
2.3.2 ILO Decent Work Country Programme and UNDAF .....	3
2.4 PYEP-learned planning practices and procedures .....	4
2.4.1 Defining and updating the project problematic .....	4
2.4.2 Gender analysis .....	6
2.5 Identifying and organizing the results chain using log frame analysis .....	6
2.6 Defining key result areas .....	7
2.6.1 Monitoring and modifying project activities and partners .....	7
2.6.2 Developing and adopting a framework for stakeholder analysis, assessment, and engagement .....	7
3 Project programming .....	8
3.1 Concept definition .....	8
3.2 Purpose of programming .....	8
3.3 Principles for project programming .....	8
3.3.1 Complex .....	8
3.3.2 Inter-generational .....	9
3.3.3 Multi-dimensional .....	9
3.3.4 Long-standing .....	9
3.3.5 Embedded in culture and social relationships .....	10
3.4 Programming practices and procedures .....	10
3.4.1 Proactive programming .....	11
3.4.2 Responsive programming .....	11
4 Project budgeting .....	12
4.1 Concept definition .....	12
4.2 Purpose of budgeting .....	12
4.3 Principles for project budgeting .....	12
5 Project contracting .....	12
5.1 Concept definition .....	12
5.2 Purpose of contracting .....	13
5.3 Policies and practices for contracting .....	13
6 Project monitoring .....	13
6.1 Concept definition .....	13
6.2 Purpose of monitoring .....	13
6.3 Principles of monitoring .....	13
6.4 PYEP monitoring practices and procedures .....	13
6.4.1 Plan to monitor and evaluate .....	13
6.4.2 Implement methods to gather information on indicators .....	13
6.4.3 Measuring performance variance and report to ILO internal and external stakeholders .....	15
6.4.4 Focus on significant performance variances and understanding of the factors affecting them .....	15
6.4.5 Learning to improve project plans, strategies and their implementation .....	16
6.4.6 Gender equality strategy and its integration into project management .....	16
7 Lessons learned and level of success .....	18
8 Appendices .....	20
8.1 Appendix 1: Planning summary sheet .....	20
8.2 Appendix 2: Draft log frame .....	21

8.2.1	Overall impact and outcome .....	21
8.2.2	Draft log frame: by output .....	22
8.2.3	Managed project deliverables .....	23
8.3	Appendix 3: Data gathering tool for stakeholder analysis .....	24
8.3.1	Basic organizational readiness .....	24
8.3.2	Specific youth employment and entrepreneurship (YEE) capabilities and track record.....	24
8.4	Appendix 4: Stakeholder analytic tool (for ILO internal team use).....	25
8.5	Appendix 5: Initial work plan.....	26
8.6	Appendix 6: Useful information, assessment, and action tools: PYEP adapted and evolved.....	27
8.7	Appendix 7: Project management .....	29

## List of tables

Table 2-1:	Key principles for the application of RBM approach to project management.....	3
Table 2-2:	The youth employment problematic.....	5
Table 3-1:	Principles for project programming.....	8
Table 3-2:	Proactive and responsive programming approaches for youth employment proposals .....	10
Table 6-1:	Performance monitoring framework: general impact and outcome .....	14
Table 6-2:	Performance monitoring framework by output .....	14
Table 6-3:	Project strategy for identifying and addressing gender equality and empowerment concerns at various levels .....	17

## List of figures

Figure 1:	The results chain for project operations .....	2
Figure 2:	Linking youth employment project frame to ILO Decent Work Country Programme and UNDAF planning framework .....	4

## List of boxes

Box 1:	The relevance of UNDAF to the PYEP project.....	2
Box 2:	Logical frame analysis .....	6

## List of acronyms

APPR	Annual Project Performance Report
BPO	Business Process Outsourcing
CARP	Comprehensive Agrarian Reform Programme
CHED	Commission on Higher Education
CIE	Center for International Excellence
CIDA	Canadian International Development Agency
DepEd	Department of Education
DOLE	Department of Labor and Employment
DTI	Department of Trade and Industry
DWCP	Decent Work Country Programme
ECOP	Employers Confederation of the Philippines
ENEDA	Entrepreneurship Educators' Association of the Philippines
FFW	Federation of Free Workers
GYB/SYB	Generate Your Business idea/Start Your Business
ILO	International Labour Organization
ICT	Information and Communication Technologies
KAB	Know About Business
LGU	Local Government Unit
MDG	Millennium Development Goal
MFI	Micro-Finance Institution
MRI	Mutually Reinforcing Institution
MSCB	Metro South Cooperative Bank
NEDA	National Economic Development Authority
NGI	Non-Government Institution
NGO	Non-Governmental Organization
NYC	National Youth Commission
PCCI	Philippine Chamber of Commerce and Industry, Inc.
PCE	Philippine Center on Entrepreneurship
PESO	Public Employment Service Office
PMBA	Project Management By Activity
PYBF	Philippine Youth Business Foundation
PYEN	Philippine Youth Employment Network
PYEP	Promoting Youth Employment in the Philippines
RBM	Results-Based Management
SEAMEO	Southeast Asian Ministers of Education Organization
TESDA	Technical Education and Skills Development Authority
TUCP	Trade Union Congress of the Philippines
T-W	Threats-Weaknesses
UN	United Nations
UNDAF	United Nations Development Assistance Framework
YEE	Youth Employment and Entrepreneurship



## Acknowledgements

Special thanks to the Canadian International Development Agency (CIDA) for supporting the ILO's Project of *Promoting Youth Employment in the Philippines (PYEP)*.

Acknowledgement also to the ILO Manila, Employment, PYEP, and Publication Teams especially to Maria Asuncion A. Ortiz for the writing support and overall coordination in delivering this knowledge product.

### **A note on spelling conventions**

In accordance with the practice of the International Labour Organization (ILO) this document follows the general spelling conventions as laid out in the Oxford Dictionary. Where two or more alternative spellings are allowed, we normally apply the first such spelling.

Exceptions are made for proper names. Thus we use the general term of “labour market” and “labour scenarios” but “Department of Labor and Employment” and “Labor Code of the Philippines.”



# Operations guide: managing an ILO-CIDA youth employment country project: Philippines

by

Camilo G. Casals

## 1 Introduction

This paper outlines the operational environment of the PYEP project.

Any project, to be successful requires goal setting through which the purpose of the project is defined. This goal setting is undertaken at the outset and includes enumeration of the desirable outcomes (or ‘deliverables’) which define the outcomes expected. These goals represent the destination and is a necessary precursor to project planning or the ‘roadmap’ that defines how the destination is to be reached. During the project, intermediate goals are set which act as pointers whereby participants can review where they are at and make adjustments to the roadmap as necessary. Finally, at the conclusion of the project, the actual achievements of the project can be measured against the original goals at which time the degree of success (or otherwise) can be measured and evaluated.

This operations guide is in a sense the ‘manual’ of how the project was conducted and how the journey was made. Read in conjunction with the evaluation report Paper 7 in this series,) of Dr Cielito Habito it is both a record as to what was done and why, as well as providing insight into what changes might be made to improve the efficiency of any future project of this nature.

## 2 Project planning

Planning in terms of defining the project outcomes (preferably in articulating deliverables that are measurable), the resources available and the “roadmap” of how the objectives are to be met is an essential first step in any project (Figure 1).

### 2.1 Concept definition

The first step is *concept definition*—ensuring that everyone involved is on the ‘same page’. Project planning, with reference to promoting and implementing youth employment initiatives, is the process of defining the results chain that (in this case) links available project resources to the overall goal of increased employment for young women and young men in the Philippines.

### 2.2 Purpose and strategy

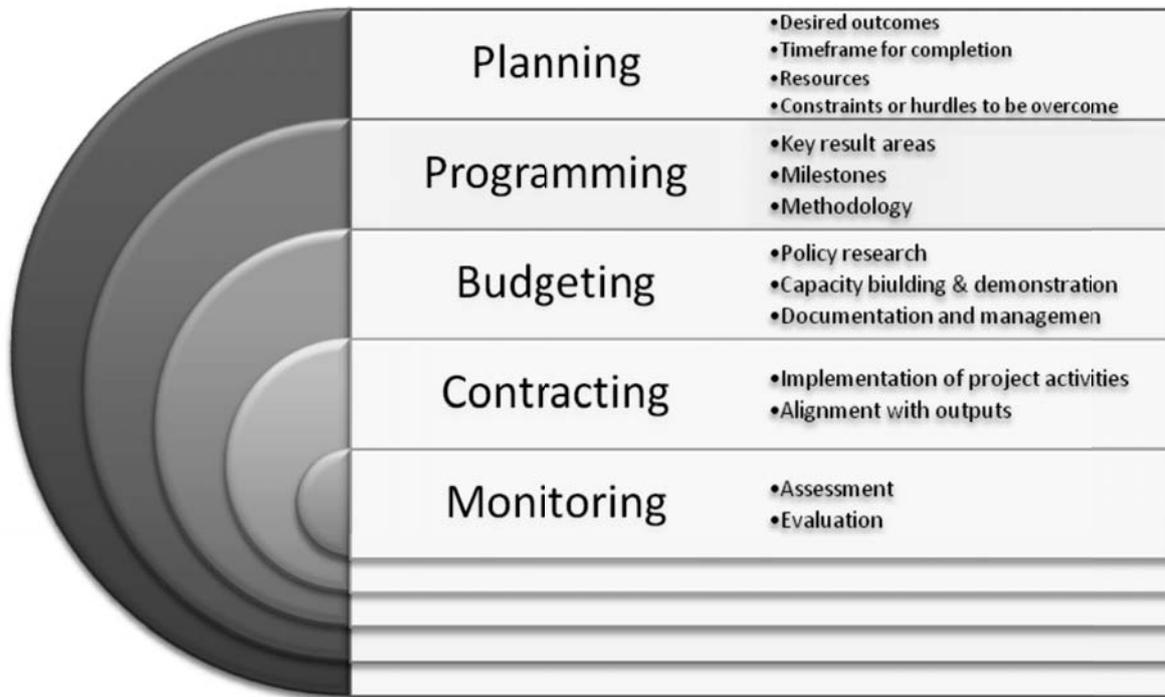
The *purpose* of project planning is to define clearly an effective strategy that will ensure the attainment of expected or desired results.

In the context of results-based management (RBM), *strategy* is defined as a coherent and logical chain of key activities, outputs, outcomes and impact that outline the cause-effect relationships between project resources and benefits for the project stakeholders.

### 2.3 Principles for YE project planning

The CIDA espoused ‘Results-based Management Framework’ was used to identify planning principles and procedures for the ILO-managed PYEP project. At the same time, PYEP planning was intended to support ILO’s Decent Work Country Programme (DWCP) as well as the planning agenda of the United Nations Development Assistance Framework (UNDAF). Box 1 provides further detail.

**Figure 1: The results chain for project operations**



### 2.3.1 Key principles for the application of RBM

Table 2-1 is taken from the RBM Handbook published by the Canadian International Development Agency (CIDA) and outlines the key principles applied to project management using the RBM approach.

#### **Box 1: The relevance of UNDAF to the PYEP project**

UNDAF—the United Nations Development Assistance Framework is important as it provides various UN agencies (including ILO) with a common logical frame for a number of cross-cutting activities. These include:

- mainstreaming the eight UN Millennium Development Goals into the work of the respective agencies thrusts, policies, programmes, practices and arrangements;
- effecting prioritization, focus and location of each agency’s programme of support and interventions at the country level; and
- effecting complementation and harmonization of technical and fund support to country development strategies in addressing poverty and unemployment issues situation

It is also a useful framework for effecting coherence of policies, programmes and projects of various UN agencies that are implemented at the country level and guards against duplication of efforts and resource provisions.

This framework was adopted by CIDA in 1994 to emphasize project learning that would enhance the achievement of overall results. The framework adopts a flexible approach that allows for modification of strategy as better information, knowledge and lessons are obtained from the implementation experience.

This was an upgrade from the previous practice of Project Management by Activity (PMBA), an approach adapted from the management of infrastructure projects that emphasized identifying and implementing project activities according to a given sequence and timetable.

As such, the RBM approach provides greater flexibility in modifying project activities and, occasionally, of outputs in a manner that would improve the attainment of project outcomes.

**Table 2-1: Key principles for the application of RBM approach to project management**

Principle	Attribute
Simplicity	: Keeping it easy to understand and apply
Learning by doing	: Implementing projects iteratively with flexibility and refining as we go
Broad application	: Using RBM in all projects and programmes where feasible
Partnership	: Collaborating and arriving at a common understanding with stakeholders
Accountability	: Providing a work environment where accountability for delivering results is clear and shared
Transparency	: Better sharing of information and reporting of results

The CIDA RBM framework defines *expected results* in the following manner:

- **Output**—change in the status or condition of project beneficiaries and stakeholders that take place within the implementation period as a result of activities at least partly supported by the project.
- **Outcome**—change in the status or condition of project beneficiaries and stakeholders that occur by the time the project is completed as a result of attaining project outputs.
- **Impact**—long term and wider change in the status or condition of project beneficiaries and stakeholders that is expected to take place after the end of project implementation as a result of attainment of the project outcome.

### 2.3.2 ILO Decent Work Country Programme and UNDAF

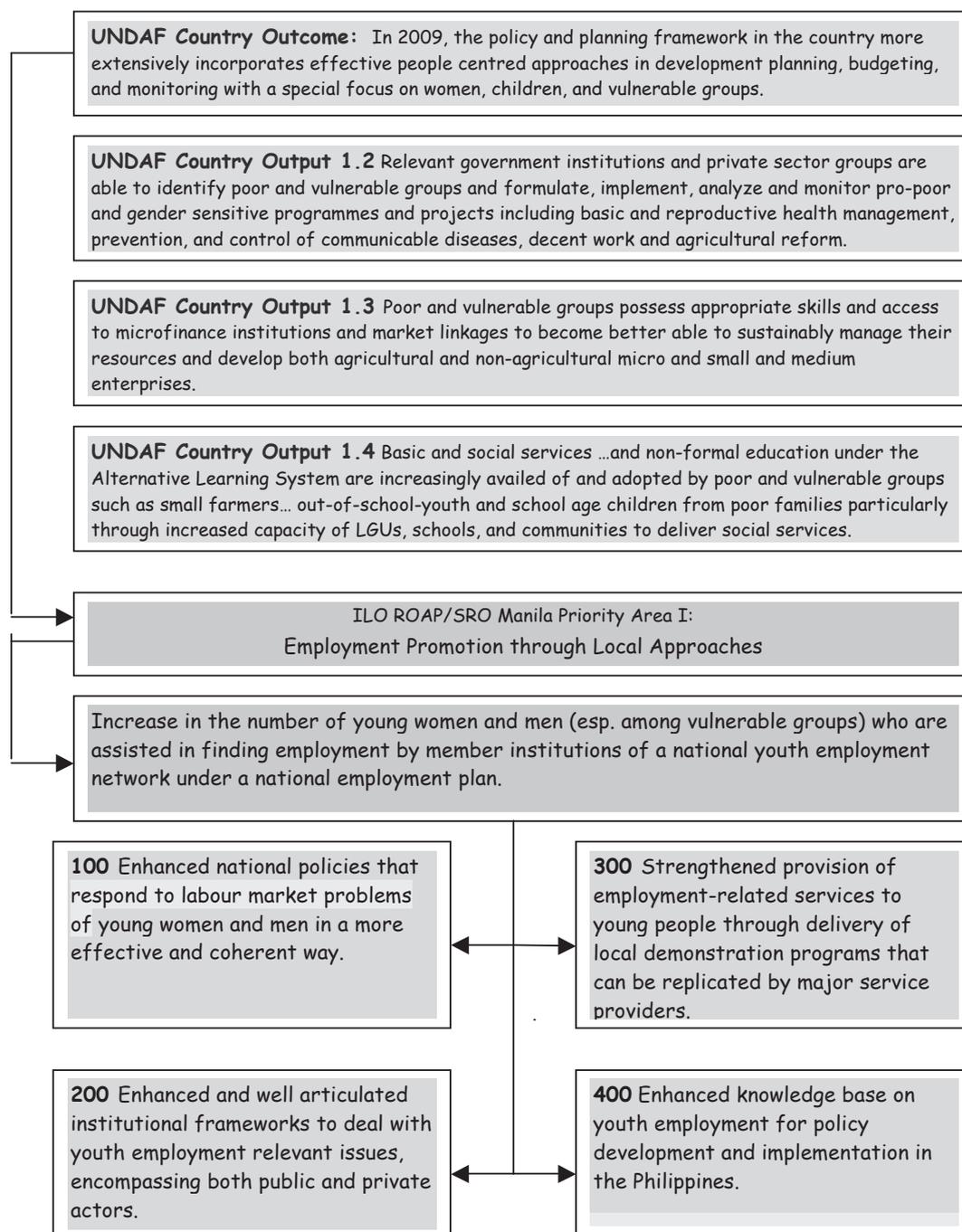
Expected results of the PYEP project have been linked to a number of UN-sponsored country assistance programmes and, in particular, have been linked to the UNDAF Area for Cooperation Macroeconomic Stability, Broad Based, and Equitable Development”.<sup>3</sup> Specific synergies include:

- **UNDAF Country Outcome:** In 2009, the policy and planning framework used in the Philippines was amended to incorporate effective people-centred approaches in development planning, budgeting and monitoring with a special focus on women, children, and vulnerable groups in a more extensive manner.
- **ILO Priority Area 1 Country Outcome:** This recognizes that the strengthened provision by local institutions and partners of employment and entrepreneurship services directed towards young people as a result of PYEP can lead to more effective policies for youth employment.
- **PYEP Project Outcome:** As a specific outcome of PYEP it is expected that there will be an increase in the number of young people (especially those among vulnerable groups) who are assisted in finding decent employment through efforts of member institutions of national youth employment network under a national youth employment plan.

This link is shown graphically in Figure 2 and discussed in Box 1.

<sup>3</sup> See for example: *The United Nations Development Assistance Framework in the Philippines (2004–2009)*. Available at [http://www.undg.org/archive\\_docs/4331-Philippines\\_UNDAF\\_-\\_UNDAF.pdf](http://www.undg.org/archive_docs/4331-Philippines_UNDAF_-_UNDAF.pdf)

**Figure 2: Linking youth employment project frame to ILO Decent Work Country Programme and UNDAF planning framework**



## 2.4 PYEP-learned planning practices and procedures

### 2.4.1 Defining and updating the project problematic

The following framework describes the development and youth employment problematic and suggests initiatives to overcome each type of hurdles. This approach was applied in the course of project implementation. Youth unemployment and underemployment is a major component of the overall problem of unemployment in the Philippines. There are a number of hurdles to be overcome, each of

which requires specific and tailored approaches that will respond to the needs of young people if this problem is to be addressed in a cogent manner. These hurdles and the possible approaches that will address them are outlined in Table 2-2.

The above hurdles were culled from an ILO publication on youth employment policy that was supplied by the employment specialist of the ILO-SRO for Southeast Asia and the Pacific.<sup>4</sup> The publication under reference consolidated policy and programme experience from different countries where youth employment issues and programmes were studied.

Parallel approaches to addressing the problems of youth unemployment and lack of employability were identified from the same publication as well as a rapid appraisal of youth employment programmes and initiatives in the Philippines. Papers presented during the International Youth Day policy conference in 2005 that launched the PYEP project also identified a range of possible approaches to youth employment.

**Table 2-2: The youth employment problematic**

Hurdles to youth employment		Possible approaches towards a solution
1	Those that are born with a disadvantage: this includes the poor, members of disadvantaged ethnic groups, geographic isolation, challenges caused by physical or mental abilities, gender stereotypes.	Poverty reduction programmes
2	Those unable to obtain a basic education or who drop out of school.	Back-to-school, health, and nutrition programmes
3	Those who obtain a basic education but who fail to learn life skills or obtain basic competencies in reading, writing, math, and science.	Education reform Non-formal education Adult education programmes Remedial and alternative education programmes
4	Those obtaining a good basic education but who do not have the attitude, skills and/or knowledge to get employed	Career counselling, job readiness, on-the-job training, apprenticeship programmes
5	Those who obtain employment but on terms that are below decent work standards (especially informal sector, firms not complying with decent work standards).	Gender equality in the workplace Training in sensitivity to gender, culture and religious differences in the workplace Worker co-op approaches to contractual employment Support to defining and implementing decent work practices and policies in the workplace
6	Those who obtain decent work but in firms that are not sustainable or competitive so that employment is short-lived.	Promotion of national and local economic development policies that promote employment creation Support for improved business competitiveness Employment creation initiatives of LGUs Lifelong learning programmes and learning to learn competencies
7	Those who want to or do start a business but who have limited access to markets, credit, technology, and business development support. Often such individuals lack a proper network and know only a few people who can help with business access and linkages.	Training and post-training support for the Generate Your Business, Start Your Business, Improve Your Business and Expand Your Business Programmes
8	Starts a business but is unable to grow, improve or expand.	Lifelong learning programmes Improve Your Business and Expand Your Business Programmes

The problematic outlined above has been presented to different stakeholders at various PYEP presentations—union officers, participants in ILO Tripartite Meetings on Decent Work, ECOP, PCCI,

<sup>4</sup> *Improving prospects for young women and men in the world of work: a guide to youth employment*, ILO, 2004.

government agencies, NGOs/NGIs as well as those both directly and indirectly involved in youth employment, education and training institutions, cooperative federations, MFIs, and LGUs.

Corresponding approaches were likewise presented to provide the basis for discussing PYEP project initiatives with selected ILO partners—especially the tripartite partners— as well as to elicit project funds through proposals to other stakeholders.

#### 2.4.2 Gender analysis

Gender analysis is another important aspect of the youth unemployment problematic. In order to capture potential gender issues, a series of local surveys were conducted through a third party service provider to better understand employability issues facing young women and young men. The sample size was doubled in order to generate sex-disaggregated data.<sup>5</sup> Focus group discussions were also conducted to further assess the significance of possible gender issues such as the preponderance of women among those not actively looking for work. Finally, past research presenting gender issues in the context of employment provided a starting point for developing a better perspective on these issues at the national level.

To focus the range of PYEP support, priority was assigned to proposed project initiatives that fell within the four key results areas that directly impact on youth employment, namely:

- Employability
- Entrepreneurship
- Employment creation
- Equal opportunity

These four key result areas (known as 4E) were identified and extensively discussed in a World Bank Policy paper dealing with youth employment and adopted as a strategic framework for the UN-World Bank supported International Youth Employment network.

### 2.5 Identifying and organizing the results chain using log frame analysis

Log frame analysis is a tool for planning and managing development projects that presents information about the key components of a project in a clear, concise, logical, and systematic way. This tool was applied to the results chain of the PYEP project.

#### Box 2: Logical frame analysis

Logical frame (log frame) analysis is a management by objectives (MBO) approach applied to programme or project design, monitoring, and evaluation. This approach consists of four steps: (i) establishing objectives; (ii) establishing cause-and-effect relationships (causal linkages) among activities, inputs, outputs, and objectives; (iii) identifying assumptions underlying the causal linkages; and (iv) identifying objectively-verifiable measures for evaluating progress and success. It gets its name from the 4 x 4 matrix (frame) employed in its mapping: the columns (which represent the levels of programme or project objectives) are called vertical logic, and the rows (which represent measures for assessing progress) are called horizontal logic.

Log frame analysis is also called “logical framework method” or “project framework.”

*Source: (Business Dictionary n.d.)*

The basic steps in defining the PYEP project results chain involved the following procedure:

1. Define the project **reach** (e.g., identify the beneficiary population, community, persons, and organizations) and specifying separate outreach targets for men and women.
2. Set long term, medium term, and short term **results** expected as a means of bench-marking success.
3. Direct, or—where necessary re-direct—budgetary **resources** for activities that are most likely to lead to results.
4. Identify **indicators** (signs) to measure achievement of results.

<sup>5</sup> The final sample size agreed for the survey was 200 (targeting 100 female and 100 male) for a town (city or municipality) and 500 (targeting 250 female and 250 male) for a province such as Guimaras.

5. Identify **assumptions** that will make achieving the results possible.
6. Identify **risks** that could prevent achievement of results.
7. Generation of a **planning profile** and a **log frame analysis** were the principal means of defining the results chain for the PYEP project

These processes are outlined in greater detail in the appendices to this paper.

## 2.6 Defining key result areas

Log frame analysis was used to define the key results areas that may serve as criteria for identifying, monitoring, and modifying project activities and partners.

### 2.6.1 Monitoring and modifying project activities and partners

As mentioned in Section 1.4 above there were four key result areas identified as a framework for focusing expected results: (i) employability; (ii) entrepreneurship; (iii) employment creation; and (iv) equal opportunity. In addition to these, expected outputs were framed in terms of positive developments at the following levels:

- **Policy:** Enhanced national policies that respond to labour market problems of young women and men in a more effective and coherent way.
- **Institution building:** Enhanced and well articulated institutional frameworks to deal with youth employment issues, encompassing both public and private actors.
- **Technology used in employment programmes:** Strengthened provision of employment related services to young people through delivery of local demonstration programmes that can be replicated by major service providers.
- **Knowledge base:** Enhanced knowledge base on youth employment for policy development and implementation in the Philippines.

### 2.6.2 Developing and adopting a framework for stakeholder analysis, assessment, and engagement

At the onset of project implementation, stakeholder analysis was used to identify potential project partners and to identify and implement programmes and activities within the above framework.

These potential partners included:

- **Policy level:** legislators, National Youth Council (NYC) and the National Economic Development Authority (NEDA).
- **Institution and network building:** Philippine Youth Employment Network, other youth networks, League of Local Government Officials, NGO, and coop, networks, Microfinance Council of the Philippines, partners in other CIDA projects.
- **Action project partners:** specific LGUs, farm school network, coop, youthnetwork, CARD MRI, Asia Pro Worker Coop, National Federation of Coops of Persons with Disabilities, etc.

An organizational assessment was also performed on a number of key PYEP project partners using a set of questions outlined in Appendix 3.

Project presentations outlining the above PYEP project results framework were made to the ILO Decent Work meetings as well as to the tripartite partners, i.e., DOLE, labour union federations, and ECOP, individually.

Presentations were also made to national government agencies, commissions and authorities as well as to LGUs, NGOs, coop federations, schools, and NGIs.

Finally, the strategy adopted planned for the clustering of project stakeholders and partners into working groups that focused on policy, entrepreneurship, employability, equal opportunity, employment creation, and knowledge management. This was the intent although the end result was somewhat less than an optimal outcome.

## 3 Project programming

### 3.1 Concept definition

Programming is the identification, development, selection, scheduling, and funding of proposals from project partners that support the attainment of project outputs.

### 3.2 Purpose of programming

The purpose of project programming is to facilitate the identification and support for a strategically coherent, mutually reinforcing, comprehensive, and cost effective set of project activities that will lead to all expected project outputs.

### 3.3 Principles for project programming

Based on the problematic outlined above, a number of principles for project programming were established in order to address the nature of issues and problems related to youth employment objectives. The nature of the needed programming (the response) was a function of the characteristics of the issue to be addressed and these are summarized in Table 3-1. Project programming varied depending on the problem to be addressed but common elements included creativity, flexibility, and an issue specific focus.

**Table 3-1: Principles for project programming**

Characteristics of problems and issues	Type of programming needed
Complex	Knowledge based and results oriented
Inter-generational	Life cycle, partnership with youth and adults who influence them
Multi-dimensional	Integrated and/or coordinated
Long standing	Persistent, sustainable, replicable, with scale up potential
Fostered by the policy environment locally and globally	Policy oriented
Embedded in culture and social relationships	Multi-sector and strategic

These characteristics and principles provided the guidelines for setting selection criteria to be used in specific project programming interventions.

#### 3.3.1 Complex

Providing programming support for youth employment projects is a complex task as tackling youth employment challenges (as listed in the table above) embraces aspects that are inter-generational, multi-dimensional, long-standing, fostered by the policy environment locally and globally, and embedded in culture and social relationships. There is no linear cause-and-effect; rather they embed a set of variables linked to a chain of problems and causes that impact on one another. Being complex is associated with:

- Both differing and common mindsets, behaviour, cultural environment and ‘era’ settings of today’s young people which are rapidly changing as a result of technological change and patterns of networking. This means that distilled wisdom from earlier interventions requires constant reassessment to ensure ongoing relevance.
- The state of functionality/responsiveness/influence of government and non-government institutions, including family, school, media, workplaces, government, church, and other youth/employment relevant institutions, in relation to understanding the realities and challenges of youth and in addressing their development, employability and competitiveness needs is also changing. These include the need to:
  - negotiate for and achieve decent conditions for their work;
  - create their own enterprises and jobs for others; and
  - influence and contribute to the development of local, national and global economies.

The challenge is to find solutions (clearly not a one-size fits all solution but a complementary set graded to circumstance) to youth employment that consider the human, institutional and environmental circumstances facing different youth segments and youth age groups in the country.

It is complex as it is associated not only with the need to bridge the gap between employability, trainability, performance, income earning capacities of working age youth with that of the quality and costs of their recent academic preparation (university or vocational schooling). It is also associated to the need to revisit the basics of education—what it is and how it is delivered in primary and secondary schools. As such it will have long term implications on the basic learning skills of future graduates, job seekers and workforce.

It is also complex as it is associated with the need to converge efforts of formal/non-formal school stakeholders and school/non-school-based providers of counselling, education and training for various in-school/out-of school schooling age children and employed/underemployed/unemployed and not in the workforce segments of working age youth and adults. Thus the need to understand the changing environment is as important for adults working with youth as it is for youth seeking to find their place in the adult world.

It follows that the type of programming needed to address these complex problem situations needs to be knowledge-based so as to enable stakeholders to identify and unbundle elements that need to be understood, how each affects the other, and how each can be addressed—in isolation, sequentially or simultaneously.

### **3.3.2 Inter-generational**

Addressing youth development/employability/employment challenges requires addressing pre-youth stage problems/issues (related to child, women, parent, family, community, human development status), and unless such challenges are addressed there may be a negative affect that reduces the human development status of future generations.

Young people who are not properly afforded with opportunities and guidance for development, education and employment may end up as adults, parents, citizens who are not able to guide and provide support for the proper development, education, and employability needs of their youth, children and younger members of the community. This perpetuates the cycle of poverty of families, communities, and societies across generations. The chain is never broken.

Programming of the support needed to address such problem situations essentially requires structuring school-based or local community-based awareness-raising, dialogue, and partnership mechanisms. This requires the involvement of youth and their organizations as well as adults and their organizations in designing, implementing and effecting youth services in terms of counselling, life skills training, school-to-work transition, back-to-school programmes, life-long learning, re-employment facilitation, entrepreneurship initiatives. The list could go on.

### **3.3.3 Multi-dimensional**

Addressing youth employment challenges touches on the social, economic, political, and cultural factors affecting youth development on the one hand and employment on the other.

This entails the development of a range of complementary services and requires the participation of a range of institutions respectively mandated or in a position to provide for (or innovate) services addressing specific issues and concerns under each dimension. This posits the need for an approach that effectively integrates and coordinates efforts to address youth development and their needs and methods.

### **3.3.4 Long-standing**

Youth employment challenges are not confined to the Philippines but are evident in many countries, especially in the developing world. The problems and issues surrounding youth unemployment are long-standing and are fostered by both the local as well as the global policy environment.

In the case of the Philippines the local factors operating are the national laws, programmes, implementing rules, and implementing agencies performing regulatory and developmental functions for ‘youth’ and ‘employment’ across the country.

It can also be taken to include those ordinances promulgated by and enforced specifically at the provincial, city, municipal and/or barangay levels as provided for in the Philippine Local Government Code (1991).

The local policy environment covers country, regional, provincial, town and barangay organizational structures/mechanisms for representation and participation of youth, youth organizations, youth services providers in local, regional, and national forums in place and which influence/support the functionality and responsiveness of national, regional (geo-political and ethno-linguistic groupings of localities in the country in either a positive or negative manner).

Global factors include the international conventions, treaties, agreements, and other instruments to which the Philippines has subscribed and is thus subject to the governance functions of such global rules by the implementing bodies.

### 3.3.5 Embedded in culture and social relationships

The definition of ‘youth’ as a specific cohort of society is subject to perceptions, beliefs, and cultural setting of each country and which influence how a country defines, situates and regards its youth. The development, growth, life perspectives, behaviour, and choices of youth are largely influenced by its social relationships—within the family, the neighbourhood (where the predominant influence is the peers), the school or college, church, community leaders, and the local mass media.

## 3.4 Programming practices and procedures

Based on PYEP project experience it adopted both **proactive** and **responsive** programming approaches. The areas of interest outlined in Table 3-2 were used to guide both proactive and responsive proposals.

**Table 3-2: Proactive and responsive programming approaches for youth employment proposals**

Key result areas	Possible types of proposals
<i>Policy framework:</i> consensus on a policy agenda and national action plan that address policy issues.	<ul style="list-style-type: none"> <li>- Gender disaggregated youth profiling</li> <li>- Cost benefit analysis</li> <li>- Promoting institutional standards of performance that include gender equality</li> <li>- Influencing the legislative agenda</li> <li>- Job focused sector assessment</li> <li>- Assessment of ongoing youth employment programmes and projects</li> <li>- Draft youth employment policy agenda</li> </ul>
<i>Partnership framework:</i> results based, matched with strengthened competencies, validated by feedback from the youth.	<ul style="list-style-type: none"> <li>- Multi-sector advocacy, knowledge and implementation clusters: entrepreneurship, job readiness, PESO, youth savings, life skills, lifelong learning, global youth employment network.</li> </ul>
<i>Tried and tested demonstration projects:</i> on the ground, cost effective, replicable, with connectivity to other solutions and partners, and which are sustainable.	<ul style="list-style-type: none"> <li>- Within LED: Sector assessment and development entrepreneurship and job readiness training, post training support, family farm schools, worker coops in sector development.</li> </ul>
<i>Knowledge base:</i> best practices, performance standards, connected to future planning and programming, rigorous	<ul style="list-style-type: none"> <li>- Standards of productivity, decent work compliance, gender equality, and good business practice. internationally accredited training programmes, materials, and trainers</li> </ul>

For both the proactive and responsive approaches, the selection criteria for proposals included:

- potential impact;
- potential contribution to project outcome;
- ability to reach target youth beneficiaries with youth employability and entrepreneurship support services;

- ability to mobilize institutional partners around youth employment policy and the action agenda;
- ability to contribute to, advocate and win support for youth employability and entrepreneurship policy and action agenda;
- cost-effectiveness of approach proposed;
- replicability, scale up and sustainability potential of proposed programmes;
- assessment of partner readiness and relevant capabilities; and
- integration and ability to respond to gender equality issues.

### **3.4.1 Proactive programming**

Under this method, project management proactively identifies approaches and develops research, and action projects to achieve outputs with respect to policy, institution/network building and youth employment, and entrepreneurship.

This approach involved the following steps:

- identification of project partners—ILO Tripartite Council on Decent Work, DOLE, ECOP, labour unions, PYBF, ILO partner LGUs;
- assessment of partner orientation, programmes, organizational structure, and capabilities with respect to youth employment outcomes;
- presentation and discussion of project strategy/results with selected partners;
- identification and preparation of proposals, based on project criteria;
- circulation of proposals to ILO-SRO Employment Cluster members for comments;
- decision on level of support for development of proposal to be funded; and
- finalization of proposals for contracting.

Where significant amounts and/or scale of project implementation was involved, a concept proposal was first prepared and circulated to the ILO-SRO Employment Cluster for comments before proceeding to full proposal development.

### **3.4.2 Responsive programming**

Under this method, project management responds to proposals submitted in response to a call for proposals or alternatively to unsolicited proposals from government and non-governmental organizations.

Responsive programming is intended to ensure that a broad enough range of project initiatives is identified and implemented so that project outputs related to key result areas identified in Section 2.4 above are attained.

The project management team prepares generic terms of reference that are in line with expected project outputs and invites potential institutional partners or qualified individuals to submit proposals in line with these terms of reference. Unsolicited proposals that meet these terms of reference are likewise evaluated according to the agreed selection criteria and acted on accordingly.

The following steps are followed in the responsive approach:

- acknowledgement of a proposal received;
- desk review of the proposal based on selection criteria;
- circulation of selected proposals to ILO-SRO Employment Cluster members for comments;
- decision on support for proposals; and
- finalization of proposal for contracting.

All approved and funded proposals are then consolidated into an annual work plan as indicated in to this study (Appendix 5).

## **4 Project budgeting**

### **4.1 Concept definition**

Budgeting is the allocation of funds to project activities using both direct support and local counterpart sources for the purpose of ensuring effective and efficient implementation of these activities.

### **4.2 Purpose of budgeting**

The purpose of budgeting is to ensure cost effective allocation of project resources to support activities that are linked to the project hierarchy of results.

### **4.3 Principles for project budgeting**

PYEP budgeting adopts all relevant and applicable ILO standards, policies and practices with respect to the management of project funds. At the same time, a results-based management framework is adapted for in-project budgeting.

The PYEP budget is prepared annually and is based on programmed activities for the year. In turn, programmed activities are identified and clustered around the key result areas of the PYEP project.

The following principles for project budgeting were set in order to address the nature of issues and problems related to youth employment objectives. These are:

- Support for policy research and other studies related to profiling youth employability in selected areas, developing local youth employment strategies of LGUs and formulating a national youth employment policy and action agenda.
- Support for building the capacity of key government and non-government organizations and institutions.
- Support for demonstration projects that result in standard employment programmes and services for the benefit of young women and men.
- Support for process documentation and workshops that define best practice in the areas of employability, entrepreneurship, equal opportunity, and employment creation.
- Budget support for project management including administrative and other support services obtained from the ILO-SRO which is apportioned on a pro rata basis between projects.

## **5 Project contracting**

### **5.1 Concept definition**

Contracting is the awarding of responsibility for project implementation to individuals or organizations who will undertake the programme of activities that have been clearly defined in the project proposal in terms of rationale, purpose, scope of work, outputs, timetable, budgets and terms of payment as well as ensuring alignment with the specific project outputs and outcomes.

While many government and non-government organizations including ILO tripartite partner organizations already provide services and programmes that promote employment, significant gaps remain in their understanding of the youth employment problematic as well as in their ability to align institutional goals, services, and programmes to specifically address the needs of young women and young men in the country.

Moreover, current youth employment programmes and services reach those in the formal economy and are unable and/or uninterested in young people in the informal economy. Also, more specialized skills, materials, methodologies, and approaches may be needed to enhance the effectiveness and efficiency of PYEP partner organizations promoting employability, entrepreneurship, equal opportunity, and employment creation.

## 5.2 Purpose of contracting

The purpose of contracting under the PYEP project is to facilitate the implementation of project activities that require specialized skills, knowledge, and experience needed by project beneficiaries and/or partner organizations to achieve, replicate, and sustain the delivery of services and programmes that promote employability, entrepreneurship, equal opportunity, and employment creation.

## 5.3 Policies and practices for contracting

PYEP contracting adopts all relevant and applicable ILO standards, policies and practices with respect to the contracting of management of project funds. At the same time, a results-based management framework is adapted to ensure alignment with expected project outcomes and outputs.

In order to ensure alignment with project results, contracts are based on terms of reference that link rationale with specific sets of activities and outputs. In the same way, the link between contracted work and project outcomes and impact is established. Standard clauses and special provisions in ILO contracts are likewise adopted particularly with reference to gender quality concerns:

*“The Consultant will be responsible for ensuring that gender issues are mainstreamed into all work, through the collection and reporting of sex disaggregated data, consultations with relevant gender experts and organizations, gender analysis and explicit discussion of the gender dimensions of the technical work, and incorporation of gender planning into project approach, objectives, indicators and activities.”<sup>6</sup>*

# 6 Project monitoring

## 6.1 Concept definition

Monitoring is the measurement of the variance between planned and actual results so that new information, knowledge, and experience is obtained that can be used for better project performance. Monitoring also includes evaluation which is undertaken at the end of the project.

## 6.2 Purpose of monitoring

The purpose of monitoring is to identify measures that can be implemented to improve and support project implementation and the attainment of expected results.

## 6.3 Principles of monitoring

The basic principles of RBM mentioned in Section 2.2 also apply to results based project monitoring.

## 6.4 PYEP monitoring practices and procedures

### 6.4.1 Plan to monitor and evaluate

A Performance Monitoring Framework (Table 6-1 and Table 6-2) is used to guide the systematic collection of relevant project information for the purpose of learning and reporting.

### 6.4.2 Implement methods to gather information on indicators

As indicated above these methods include:

- periodic reports from partner government and non-government organizations;
- progress and evaluation reports, plans and studies by consultants on contracted activities;
- mission reports on direct field observations;
- documentation of policy conferences and briefings; and
- verbal debriefing and interviews of partner organization officers and consultants.

<sup>6</sup> This stipulation and some other gender mainstreaming tools can be found in the ILO’s Tools for Gender Mainstreaming Desktop Reference Package.

**Table 6-1: Performance monitoring framework: general impact and outcome**

Results	Performance indicator	Data source	Collection method	How often?	By whom?
<i>Impact</i> Increase in decent work for young women and men	<ul style="list-style-type: none"> <li>•Extent of dissemination and replication of youth employment demonstration projects.</li> <li>•Extent of creation of decent work for young women and men through adoption of the national youth employment plan and implementation by project partners of tried and tested youth employment programmes.</li> </ul>	<ul style="list-style-type: none"> <li>•End of project reports of demonstration project partners and documents.</li> <li>•Projected outreach of partners supporting youth employment policy and action agenda.</li> </ul>	<ul style="list-style-type: none"> <li>•Desk review of end of project reports</li> <li>•Key informant interviews</li> <li>•Organization assessment</li> </ul>	End of project	Consultant
<i>Outcome</i> Increase in the number of young women and men (esp. from disadvantaged groups) assisted in finding decent employment through efforts of members of network of youth employment service providers	<ul style="list-style-type: none"> <li>•Extent of adoption of recommendations of national policy and action agenda for youth employment.</li> <li>•Extent of support and adoption of local youth employment strategies by partner LGUs.</li> <li>•Number of employment demonstration projects developed, tried, tested, and ready for dissemination, replication, and/or scaling up.</li> </ul>	<ul style="list-style-type: none"> <li>•End of project report.</li> <li>•LGU partner reports and documents.</li> <li>•Progress reports of demo project partners and consultants.</li> </ul>	<ul style="list-style-type: none"> <li>•Desk review of end of project reports</li> <li>•Key informant interviews</li> <li>•Organization assessment</li> <li>•PYEP end of project report</li> </ul>	End of project	Consultant PYEP unit

**Table 6-2: Performance monitoring framework by output**

Results	Performance indicator	Data source	Data collection method	How often?	By whom?
<i>Output 100</i> More effective national youth employment plan/strategy that is able to mobilize support for national youth employment policy agenda	<ul style="list-style-type: none"> <li>•Extent of consensus among key stakeholders over youth employment problems and policy issues.</li> <li>•Quality and extent of support for a national youth employment policy and action agenda.</li> <li>•Extent to which youth employment strategies are developed and adopted by selected LGU partners.</li> </ul>	<ul style="list-style-type: none"> <li>•Consultant reports and studies.</li> <li>•Reports on policy conferences.</li> <li>•Youth employment policy and action agenda.</li> <li>•Support for agenda.</li> </ul>	<ul style="list-style-type: none"> <li>•Review of PYEP files</li> <li>•Interview of key informants</li> <li>•Periodic verbal reports by policy research consultants</li> </ul>	<ul style="list-style-type: none"> <li>•Monthly updates to employment cluster</li> <li>•Annual to CIDA</li> </ul>	PYEP/ ILO-SRO
<i>Output 200</i> Strengthened institutions, particularly LGUs, that provide more effective employment services to more youth, esp. women	<ul style="list-style-type: none"> <li>•Number of key sectors represented in a network of partner organizations supporting a youth employment policy and action agenda.</li> <li>•Number and extent to which selected government and non government organizations are capable of planning and implementing youth employment projects effectively and efficiently.</li> </ul>	<ul style="list-style-type: none"> <li>•Partner organization officers.</li> <li>•LGU officials.</li> <li>•Progress reports.</li> </ul>	<ul style="list-style-type: none"> <li>•Interviews with partner organizations</li> <li>•Assessment of partner organizations</li> </ul>	<ul style="list-style-type: none"> <li>•Monthly updates to employment cluster</li> <li>•Annual to CIDA</li> </ul>	PYEP/ ILO-SRO
<i>Output 300</i> Broader range of effective models of promoting youth employment being designed and successfully implemented	<ul style="list-style-type: none"> <li>•Number of youth employment programmes demonstrating tried and tested approaches to entrepreneurship, employability, equal opportunity, and employment creation.</li> <li>•Number of young women and men assisted by demonstration projects.</li> <li>•Sustainability and replicability of youth employment demonstration projects.</li> </ul>	<ul style="list-style-type: none"> <li>•Demo project progress reports of consultants and partner organizations.</li> <li>•Internal documents of demo project partners.</li> </ul>	<ul style="list-style-type: none"> <li>•Interviews with partner organizations and consultants</li> <li>•Assessment of partner organizations</li> </ul>	<ul style="list-style-type: none"> <li>•Monthly updates to employment cluster</li> <li>•Annual to CIDA</li> </ul>	PYEP/ ILO-SRO
<i>Output 400</i> Enhanced knowledge base on youth employment for policy development and implementation in the Philippines	<ul style="list-style-type: none"> <li>•Extent of clarity, acceptability and support for performance standards, best practices and policies in key thematic areas.</li> <li>•Number and extent of end user satisfaction with tool kits, manuals, research and policy options around thematic areas</li> </ul>	<ul style="list-style-type: none"> <li>•Progress report of demonstration project implementers.</li> <li>•Demonstration project consultants and partner organizations.</li> <li>•Process documentation.</li> </ul>	<ul style="list-style-type: none"> <li>•Document review</li> <li>•Review of process documents</li> </ul>	<ul style="list-style-type: none"> <li>•Monthly updates to employment cluster</li> <li>•Annual to CIDA</li> </ul>	PYEP/ ILO-SRO

### **6.4.3 Measuring performance variance and report to ILO internal and external stakeholders**

Performance variance is the difference between planned activities, its timing and results and actual activities, its timing and results.

An Annual Project Performance Report (APPR) is prepared by the PYEP project management team using the standard CIDA form. With advice and comments from the ILO-SRO specialist on employment, the report is finalized and submitted to CIDA by mid-April of every year.

Progress reports are also submitted to the Tripartite Technical Working Group on Decent Work. The Technical Working Group is composed of representatives of the DOLE representing the Government of the Philippines, the labour sector, and ECOP. Through this means, youth employment activities are formulated and incorporated into the National Plan of Action for Decent Work in the Philippines

Weekly progress reports are made to the Employment Cluster of the ILO-SRO in Manila. Detailed updates are provided at these meetings.

In addition, management issues, project delivery variances, and administrative concerns are discussed for problem solving and decision-making.

### **6.4.4 Focus on significant performance variances and understanding of the factors affecting them**

An important aspect of the review process was to determine the extent to which actual results obtained during the implementation phase matched those expected at the outset. Where variances occurred, it was important to understand the reasons for them and whether they added to or detracted from the expected outcomes. The underlying reasons for implementation variances were discussed and identified during each review process in terms of the following factors identified in CIDA's RBM framework:

- relevance of results
  - How do the actual results obtained in the implementation phase measure up against those forecast in the project proposal?
  - Are these results relevant to the overall PYEP programme objectives outlined in Section 3.2?
- sustainability of results
  - Has the seeding been sufficiently successful that the project will continue without continued input and support from ILO/CIDA. Are the results obtained sustainable over the longer-term?
- partnerships
  - Was the choice of partnerships a wise decision or were there dysfunctionalities evident that required adjustment?
  - How might the choice of partnership groups be improved if the project is to be sustained over the longer term?
- appropriateness of design
  - Did theory and practice harmonize or were their design flaws in the model that needed adjustment in order to achieve results?
  - Were these adjustments made and did they improve overall performance?
- appropriateness of resource utilization
  - Were the resources made available utilized effectively?
  - Were there adjustments made during the implementation phase to improve the overall efficiency of programme delivery?
- informed and timely action
  - Was the project executed within the timeframe allocated?
  - Did the contractors produce the required deliverables and were they of an acceptable standard?
  - Would these contractors be used again in similar circumstances?

#### **6.4.5 Learning to improve project plans, strategies, and their implementation**

Based on an analysis of implementation variances, modifications were then proposed and made to improve project performance.

Modifications could be in the form of adjustments to activities, terms of reference, level of effort, and budgets to support activities and contracts. In certain cases, changes in project output were proposed with the endorsement of the ILO-SRO Employment Cluster and the approval of CIDA.

Key result areas where good progress was made in line with PYEP project outcome and where the potential impact was high and far reaching were reinforced in terms of more activities and/or more resources made available and a higher level of effort towards achievement of project outcomes were encouraged for partner organizations and/or contracted parties. Conversely, non-productive activities and contracts could be modified or not pursued further.

Wherever appropriate, process documentation and the identification of lessons learned were supported as a means of building the knowledge and experience base of the project stakeholders.

#### **6.4.6 Gender equality strategy and its integration into project management**

A strategy to integrate and promote gender equality and empowerment within the PYEP project is defined as a set of activities that are supported to achieve all project outputs and outcomes so that gender issues and concerns are addressed.

In addition to this, gender issues are further addressed by integrating them into project management through the adoption of relevant policies and practices throughout the results-based project management cycle and the implementation of the standard ILO Tools for Gender Mainstreaming developed in 2004 to provide users with a set of easy-to-use checklists for quickly assessing the extent to which gender concerns and goals are integrated in the design and implementation of ILO programmes and projects.

The participation of women in project management and implementation activities was supported throughout the life of the project. An essential element, introduced at the outset, was to involve women in both project management and in the various implementation activities. This enabled a 'female voice' to be reflected in the various outcomes and avoided the possibility of any gender bias in the final results.

For example, attendance lists at conferences, workshops, seminars, and other PYEP meetings were used to capture sex disaggregated information and at such meetings, participants documented gender issues, and initiatives where these matters were raised and discussed. The attendance of female representatives from ILO tripartite partners and other stakeholders from national, sector and local government, and private sector organizations (business, coops, training institutions, etc.) provided an opportunity to capture this information.

Female consultants were used, especially in the design and conduct of surveys and focus group discussions, for the purpose of profiling the employability of young women and men. Gender sensitivity training for project staff, partner institutions, contracted individuals and organizations was also conducted both as part of the PYEP supported activities and as part of ILO-SRO programmes.

Furthermore, all training materials and modules were screened for gender sensitivity. Where appropriate, programmes were specifically designed to address gender equality and empowerment concerns, e.g., Get Ahead Entrepreneurship Training for women, are applied. Table 6-3 outlines the project strategy for identifying and addressing gender equality and empowerment concerns at various levels of expected results of the PYEP project.

In summary, the PYEP strategy involved research into the constraints and issues faced specifically by young women in the pursuit of decent work through both primary research as well as the consolidation of existing studies related to the employability status of women. These research findings were integrated into policy recommendations that are to form part of a national youth employment policy and action agenda as well as local youth employment strategies of LGUs.

**Table 6-3: Project strategy for identifying and addressing gender equality and empowerment concerns at various levels**

Level of result	Issues	Relevant activities	Draft indicators
<i>Outcome</i>			
Increase in the number of young women and men (esp. from disadvantaged groups) who are assisted in finding decent employment through the collaborative efforts of institutions advocating and implementing a national youth employment policy and action agenda.	<ul style="list-style-type: none"> <li>•Policies, programmes, and support services that support women in getting decent work are few and fragmented.</li> <li>•Ineffective and/or not gender sensitive.</li> </ul>	<ul style="list-style-type: none"> <li>•Gather sex disaggregated data on employability status of youth. Identification of gender issues in employability of women.</li> <li>•Formulation of policy and action agenda that addresses gender issues under outputs below.</li> <li>•Conduct of policy workshops to generate understanding and support from key organizations.</li> <li>•Promote consensus and support among key partner organizations for a gender sensitive national policy and action agenda.</li> </ul>	<ul style="list-style-type: none"> <li>•Number of policy recommendations and programmes developed to address gender issues related to employability of women.</li> <li>•Number and extent of support by institutions for a gender sensitive national youth employment policy and action agenda.</li> <li>•Extent of collaboration of partner organizations.</li> </ul>
<i>Output 100</i>			
National Youth Employment Policy and Action Agenda providing a policy environment conducive to employment esp. of young women.	<ul style="list-style-type: none"> <li>•Absence of a full-range and integrated strategy to promote employment for youth especially women.</li> <li>•Lack of understanding of employment status of women.</li> </ul>	<ul style="list-style-type: none"> <li>•Research on employability status of women.</li> <li>•Analysis of factors affecting employability of young women.</li> <li>•Consolidation of previous studies in gender issues in the employment of women.</li> </ul>	<ul style="list-style-type: none"> <li>•Number of studies conducted, compiled and/or analyzed for content on gender issues related to employment of women.</li> </ul>
<i>Output 200</i>			
Network of youth employment advocates and support service providers Improved capacity of key partners to deliver services.	<ul style="list-style-type: none"> <li>•Institutions - acting in isolation, unaware and/ or unable to support employment of youth especially young women.</li> <li>•Non-supportive or unresponsive or incapable of supporting employment of women.</li> </ul>	<ul style="list-style-type: none"> <li>•Gender sensitivity capacity building for ILO tripartite partners and PYEP project consultants, resource persons, and partner institutions and individuals who support employment of women.</li> <li>•Capacity building for ILO tripartite partners for developing new programmes and services that support youth employment.</li> </ul>	<ul style="list-style-type: none"> <li>•Effectiveness and gender sensitivity of programmes, services, and officers and staff of partner organizations of PYEP and ILO-SRO.</li> </ul>
<i>Output 300</i>			
Tried and tested programmes to promote the employability of women.	<ul style="list-style-type: none"> <li>•School drop outs.</li> <li>•Lack of functional literacy, employable skills, basic knowledge about business.</li> <li>•Early marriage.</li> <li>•Skills mismatch, casual employment, health issues at work place.</li> </ul>	<ul style="list-style-type: none"> <li>•Improve provision of gender sensitive career counselling services to women and persons who counsel women.</li> <li>•Integration of provision of employability training into employment strategies of LGUs.</li> <li>•Integration of Know About Business training in public school curriculum.</li> <li>•Promotion of worker coops that mobilize casuals/ contractual workers.</li> </ul>	<ul style="list-style-type: none"> <li>•Number of gender sensitive training and counselling modules and programmes.</li> <li>•Number of trained female trainers.</li> <li>•Number of young women and men trained or counselled.</li> <li>•Extent of application of trained trainers especially women.</li> </ul>
	<ul style="list-style-type: none"> <li>•Limited access to entrepreneurship training and business development support services, capital, and markets.</li> </ul>	<ul style="list-style-type: none"> <li>•Train trainers in GYB/SYB who can be institutionally embedded in micro-finance institutions, local chambers, coops, LGUs, and training institutions.</li> <li>•Introduction of Get Ahead Entrepreneur Training for women.</li> </ul>	<ul style="list-style-type: none"> <li>•Number of gender sensitive training modules and programmes.</li> <li>•Number of trained female trainers.</li> <li>•Number of young women trained.</li> <li>•Extent of application of trained trainers especially women.</li> </ul>
	<ul style="list-style-type: none"> <li>•Discrimination in hiring, gender stereotypes, poor access to training, and career counselling.</li> </ul>	<ul style="list-style-type: none"> <li>•Development and roll out of livelihood and job readiness training programmes for disadvantaged especially young female persons with disabilities.</li> <li>•Gender sensitive career counselling.</li> <li>•KAB for disadvantaged youth groups.</li> </ul>	<ul style="list-style-type: none"> <li>•Number of gender sensitive training modules and programmes.</li> <li>•Number of trained female trainers.</li> <li>•Number of young women trained.</li> <li>•Extent of application of trained trainers especially women.</li> </ul>

Level of result	Issues	Relevant activities	Draft indicators
	<ul style="list-style-type: none"> <li>Limited opportunities to start business or get employed.</li> </ul>	<ul style="list-style-type: none"> <li>Development and implementation of youth employment strategies by LGUs with focus on job opportunities and livelihoods for women.</li> </ul>	<ul style="list-style-type: none"> <li>Number of youth employment strategies developed and extent implemented.</li> <li>Number of LGUs having youth employment strategies and extent of support for such.</li> <li>Extent gender issues addressed in employment strategies.</li> </ul>
<i>Output 400</i>			
Better knowledge base on factors influencing the effectiveness of monitoring plans.	<ul style="list-style-type: none"> <li>Very few tried/tested approaches, programmes, and services that are also gender sensitive.</li> </ul>	<ul style="list-style-type: none"> <li>Documentation of tried and tested approaches, programmes, and services that are also gender sensitive.</li> </ul>	<ul style="list-style-type: none"> <li>Number of tried and tested approaches documented.</li> <li>Extent to which approaches are gender sensitive.</li> </ul>

Capacity building for ILO tripartite partners and PYEP partner organizations included gender sensitivity training and briefings on the findings on the employability status of young women and men.

Demonstration projects supported model approaches to training, counselling, and development of employment strategies that address gender issues from both the demand and the supply sides.

These approaches included improving knowledge about business to improve employability of women. They also included a number of different streams. Firstly, through training modules, women were encouraged to improve their understanding of business operations to improve their employment prospects. Some modules involved role playing and simulations that highlight the barriers many women face and which affect her decisions and actions not just at the stage of starting-up a business but also in pursuing and succeeding in business.

Other modules were concerned with building the capacity of key institutions such as microfinance institutions, coops, LGUs, and TESDA to provide entrepreneurship training and post training support to women who were exploring livelihood options through micro-enterprise or through scaling up existing enterprises. At the same time LGUs were assisted in identifying and developing youth employment strategies, and especially employment creation strategies that supported those sectors that generate jobs for women especially those women likely to drop out of the workforce because of family responsibilities.

Programme, materials, resource persons, and consultants were also checked for gender sensitivity.

## 7 Lessons learned and level of success

Following conclusion of the PYEP study an evaluation report was prepared by Dr. Habito (see WP 7 in this series) which captured some of the lessons learned from the perspective of an external party and based on a review of secondary information and interviews.

From the perspective of the project management team, there are some additional key lessons that might be included and which can be defined in the following terms.

1. Developing a national action plan/programme requires agreement from all stakeholders seated together and for this to happen there must be ongoing dialogue and coordination; meaningful agreement is not reached in a single session but requires constant dialogue. Agreement is difficult without a common knowledge-base to facilitate common understanding and bases for agreed programmes of action.

The project was able to support a set of studies (requisite and complementary) that involved close to 2,000 young people in the conduct of the surveys that represented youth profiles, perspectives, situations specific to localities and somehow can generate. Those outcomes have been reported in earlier chapters of this work.

The results were validated and presented in discussion meetings with youth and representatives of youth and employment relevant institutions operating at the local and national scale. Forums

were organized by region and by sector rather than by specific economic sector although region and sector representatives were involved in local and/or national forums.

2. Above all, success requires leaders and supporting officers and staff (the project team) from the employers, workers, government, education/training, and civil society association working towards a common and agreed understanding as to: (i) why there is a need to focus on youth employment; (ii) mainstream these into their respective policies and plans; (iii) why the need to revisit how their organizations perform; (iv) why there is a need to coordinate with other institutions and those services that provide the focus for each; and (v) how the combined performance capacities impacts on the employment of youth, the overall employment status of the working age population and the effects on the local and national economy.

The project was able to engage national and local organizations representing the government, employers, and the workers sector in its programmed and unprogrammed activities such as in the areas of research, trainers training, strategy planning forums, planning and implementation of demonstration projects, technical meetings, and national strategy planning series.

It supported the delivery of a national plan and programme for youth development and employment that was government coordinated—mainly initiated by DOLE. Representation from the NGOs was limited and this was a matter of regret that needs to be addressed in any future programme of this nature.

It encouraged the development of a national plan and programme for youth development and employment initiated by the labour organizations, specifically the Federations of Free Workers (FFW) and Trade Union Congress of the Philippines (TUCP). As a result of PYEP, a single agenda from the workers organizations for youth development and employment can possibly be worked out among themselves. If this eventuates, it will add to the lasting impact of the project.

## 8 Appendices

### 8.1 Appendix 1: Planning summary sheet

**Project Title: Promoting Youth Employment in the Philippines: Policy and Action**

**Project | Project #:** \_\_\_\_\_

Start:	Priorities: Private sector development, human and organizational development, human rights	Branch Results: Stronger private sector enabling environment. Increased capacity of organizations that protect and promote basic rights	Country: Philippines		
Total Budget: Cdn\$1,200,000 CIDA Contribution: Other Contribution:		Objectives: To facilitate employment opportunities for women and men in the formal and informal economy	Goal(s): To support the development of small and medium scale enterprises that creates meaningful jobs for men and women		
Activities	Outputs	Outcomes	Impact(s)		
<ul style="list-style-type: none"> <li>- Policy and action research</li> <li>- Institution building</li> <li>- Training</li> <li>- Post training technical assistance</li> <li>- Operations support</li> <li>- Network building</li> <li>- Process documentation</li> <li>- Local economic development pilot projects</li> <li>- Strategic planning</li> </ul>	100 - More effective national youth employment plan/strategy that is able to mobilize support for national youth employment policy and action agenda  200 - Strengthened multi-sector collaboration and coordination of youth employment programs of key government and non-government institutions and organizations  300 - Broader range of effective models of promoting youth employment being designed and successfully implemented  400 - Enhanced knowledge base on youth employment for policy development and implementation in the Philippines	Increase in the number of young women and men (esp. from disadvantaged groups) who are assisted in finding decent employment through efforts of member institutions of national youth employment network	Increased in decent work for young women and men		
	Performance Indicators				
	See (Appendix 2)			See (Appendix 2)	See (Appendix 2)
	Reach				
See (Appendix 2)					
Risks & Assumptions					
See (Appendix 2)					

## 8.2 Appendix 2: Draft log frame

### 8.2.1 Overall impact and outcome

Expected results	Performance indicators	Reach	Assumptions	Responsibility
<i>Impact</i>				
Increase in decent work for young women and men.	<ul style="list-style-type: none"> <li>•Number of young women and young men employed through dissemination and replication of youth employment demonstration projects.</li> </ul>	<ul style="list-style-type: none"> <li>•Unemployed youth nationwide.</li> <li>•Youth in informal sector.</li> <li>•Youth in transition from school to work.</li> </ul>	<ul style="list-style-type: none"> <li>•Stable and progressive macroeconomic environment.</li> <li>•Good economic and policy governance.</li> <li>•Stable social and political conditions.</li> </ul>	<ul style="list-style-type: none"> <li>•International development organizations.</li> <li>•UN System/ILO network.</li> <li>•Network of youth employment service providers including, national government, LGUs, EOs, MFI.</li> </ul>
<i>Outcome</i>				
Increase in the number of young women and men (especially from disadvantaged groups) who are assisted in finding decent employment through efforts of member institutions of national youth employment network.	<ul style="list-style-type: none"> <li>•Extent of adoption of recommendations of national policy and action agenda for youth employment.</li> <li>•Extent of support and adoption of local youth employment strategies by partner LGUs.</li> <li>•Number of employment demonstration projects developed, tried, tested, and ready for dissemination, replication, and/or scaling up.</li> </ul>	<ul style="list-style-type: none"> <li>•Government (national and local) agencies supporting target youth groups in areas of operations of members of youth employment coalition.</li> </ul>	<ul style="list-style-type: none"> <li>•ILO tripartite partners willing and able to build capacity in key results areas of project.</li> <li>•National government partners willing and able to build capacity in design and implementation of youth employment programmes.</li> <li>•LGU partners willing and able to build capacity in design and implementation of youth employment programmes.</li> <li>•Non-government partners willing and able to work with national and local governments to plan and implement youth employment strategies.</li> </ul>	<ul style="list-style-type: none"> <li>•ILO</li> </ul>

## 8.2.2 Draft log frame: by output

Expected results	Performance indicators	Reach	Assumptions	Responsibility
<i>Output 100</i>				
More effective national youth employment plan/strategy that is able to mobilize support for national youth employment policy agenda.	<ul style="list-style-type: none"> <li>•Extent of consensus among key stakeholders over youth employment problems and policy issues.</li> <li>•Quality and extent of support for a national youth employment policy agenda.</li> <li>•Quality and extent of support for adoption of national youth employment action plan.</li> </ul>	<ul style="list-style-type: none"> <li>•National government agencies, commissions, authorities, and institutions</li> <li>•ILO tripartite partners</li> <li>•NAPC, DOLE, DTI, TESDA, NYC, NEDA, Senate, and Congress</li> <li>•LGUs</li> <li>•ECOP, Chambers of Commerce and Industries</li> <li>•Other youth employment service providers (NGOs, NGLs, schools, cooperatives)</li> </ul>	<ul style="list-style-type: none"> <li>•National government agencies, commissions, authorities, and organizations willing and able to participate in multi-sector for development of a national youth employment policy and action plan.</li> </ul>	
<i>Output 200</i>				
Strengthened collaboration and coordination of efforts by a national youth employment network around youth employment policy and action agenda.	<ul style="list-style-type: none"> <li>•Extent of organizational maturity and development of national youth employment forum/network.</li> <li>•Number of key sectors represented in the network.</li> <li>•Number and extent to which youth employment network members are capable of planning and implementing youth employment projects.</li> </ul>	<ul style="list-style-type: none"> <li>•Same as above</li> </ul>	<ul style="list-style-type: none"> <li>•Government and non-government partners can be found that are willing to focus and build internal capacity for promoting and implementing youth employment programmes and services.</li> </ul>	<ul style="list-style-type: none"> <li>•ILO as interim secretariat</li> </ul>
<i>Output 300</i>				
Broader range of effective models of promoting youth employment being designed and successfully implemented.	<ul style="list-style-type: none"> <li>•Number of youth assisted by demonstration projects to start up and sustain enterprises.</li> <li>•Number of youth assisted by demonstration projects in making school to job transition.</li> <li>•Number of youth assisted by demonstration projects in making transition from underemployment to full employment.</li> <li>•Viability, sustainability, and replicability of youth employment demonstration projects.</li> </ul>	<ul style="list-style-type: none"> <li>•Target youth groups in areas of operations</li> <li>•Members of youth employment coalition</li> </ul>	<ul style="list-style-type: none"> <li>•Government and non-government institutions willing and able to build capacity in development of tried and tested approaches to entrepreneurship, employability, equal opportunity, and employment creation.</li> </ul>	<ul style="list-style-type: none"> <li>•Demonstration project partners, i.e., LGUs, Coops, NGOS, schools, national government agencies, commissions and authorities.</li> </ul>
<i>Output 400</i>				
Enhanced knowledge base on youth employment for policy development and implementation in the Philippines.	<ul style="list-style-type: none"> <li>•Extent of clarity, acceptability, and support for performance standards, best practices, and policies in key thematic areas.</li> <li>•Number and extent of end user satisfaction with tool kits, manuals, research, and policy options around thematic areas.</li> </ul>	<ul style="list-style-type: none"> <li>•ILO Employment Strategy Department</li> <li>•Youth Employment Network.</li> <li>•NAPC, DOLE, DTI, TESDA, NYC, NEDA, Senate, and Congress</li> <li>•LGUs</li> <li>•ECOP, Chambers of Commerce and Industries</li> <li>•Other youth employment service providers</li> <li>•Target youth groups in areas of operations of members of partners</li> </ul>	<ul style="list-style-type: none"> <li>•Government and non-government partners willing and able to undertake process documentation, share lessons learned and adopt results based project management policies and practices.</li> </ul>	<ul style="list-style-type: none"> <li>•Demonstration project partners, i.e. LGUs, coops, NGOS, schools, national government agencies, commissions and authorities.</li> </ul>

### 8.2.3 Managed project deliverables

Expected results	Performance indicators	Reach	Assumptions	Responsibility
<ul style="list-style-type: none"> <li>•Managed project tools and components</li> <li>•RBM framework</li> <li>•PBME policies and practices</li> <li>•Financial reports</li> <li>•Integration</li> <li>•Knowledge management</li> <li>•Development communication</li> </ul>	<ul style="list-style-type: none"> <li>•No. of progress reports and financial reports.</li> <li>•Extent to which implementation issues identified and resolved.</li> <li>•Extent of gender equality integration into project strategies and activities.</li> <li>•Effectiveness of knowledge documentation, communication and dissemination.</li> </ul>	<ul style="list-style-type: none"> <li>•ILO-SRO</li> <li>•CIDA</li> <li>•Project stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>•Supporting services within ILO-SRO are available.</li> <li>•RBM policies and practices can be exercised.</li> </ul>	<ul style="list-style-type: none"> <li>•Project management.</li> <li>•ILO</li> <li>•Project partners</li> </ul>

### **8.3 Appendix 3: Data gathering tool for stakeholder analysis**

#### **8.3.1 Basic organizational readiness**

1. Type of institution (Government, NGO, private sector, tripartite partner, cooperative, educational institution, others).
2. Who are primary clients/members? How many? Where?
3. What are its Vision? Mission? Goals? Are these formally and clearly stated?
4. Does a statement of strategy exist?
5. Are specific programmes in place to implement the organizational strategy?
6. What are the existing programmes?
7. What approach, technology, and/or know-how does it have?
8. What are board level priorities and preferences?
9. What are the management level priorities and preferences?
10. What are the staff competencies and priorities?
11. What are the budgets and other resources available?
12. To what extent is there gender equality integration in purposes and programmes?

#### **8.3.2 Specific youth employment and entrepreneurship (YEE) capabilities and track record**

1. To what extent does/can the organization contact, meet with, mobilize, organize youth for YEE? How many? Where?
2. What is the institution's assessment of the YEE problem(s)?
3. What is their solution or approach to the problem(s)?
4. To what extent are youth employment and entrepreneurship YEE part of the institution's vision? (very direct, direct, indirect)?
5. To what extent are YEE part of the institution's mission?
6. To what extent are YEE part of formally stated (e.g., medium term strategy or business plan) organizational/business goals?
7. What distinctive S-O niche has been identified for YEE?
8. To what extent is the institution supporting and/or building the capacity of other YEE institutions?
9. To what extent is the institution interested in or involved with specific YEE policy advocacy?
10. To what extent is the institution interested in or involved with direct youth employment and/or entrepreneurship?
11. What specific YEE programmes are planned or ongoing?
12. What YEE know-how, technology, and/or approach does it have?
13. How many youth have been placed in jobs? Over what period of time?
14. How many business start ups have been created? Over what period of time?
15. How important is YEE at board level? management? staff?

## 8.4 Appendix 4: Stakeholder analytic tool (For ILO internal team use)

Institution	Assessment	Remarks
Youth segment reached		
Estimated potential/actual number reached		
Clarity of organizational elements		
Coherence of organizational elements		
Assessment of strategy: S-O (Strength-opportunity) match is clear and distinctive Threat-Weakness (T-W) are addressed		
Extent of support for youth employment and entrepreneurship (YEE) at board level		
Extent of support at top management level		
Extent of YEE support among officers and staff		
Extent of Integration of YEE into mainstream VMGPSB		
Presence of staff with competencies relevant to YEE		
Presence of technology, approach directly relevant to YEE		
Materials and equipment directly relevant to YEE		
Adequacy of current budgets to support YEE		
Track record for job		
Prospects for replication of YEE approaches/technology		
Prospects for institutional sustainability		
Extent of or potential for conflict with other YEE institutions		
Extent of or potential for synergy with other YEE institutions		
Overall rating for policy level YEE action		
Overall rating for support services to YEE objectives and programmes (High-Medium-Low)		
Overall rating for youth employment (H-M-L)		
Overall rating for promoting youth entrepreneurship (H-M-L)		
Overall rating for promoting decent work agenda (H-M-L)		

## 8.5 Appendix 5: Initial work plan

### Promoting youth employment in the Philippines, policy, and action

Key result areas	Output/Activities	Indicators	Timetable	Partner agency	Lead implementer
1. Increase in the number of youth (especially disadvantaged youth) who are assisted in finding decent employment through efforts of member institutions of national youth employment network.  A. Enhanced national policies that respond to labour market problems of young women and men in a more active and coherent way.	<ul style="list-style-type: none"> <li>- National Youth Employment Conference.</li> <li>- Best practices presentations.</li> <li>- Institutional presentations – problems addressed, strategies, methodologies, services, number and extent of support provided, feedback from youth, performance standards.</li> <li>- Presentations on strategic business and policy options.</li> <li>- Institutional response and commitment to policy and action agenda.</li> </ul>	Number of youth assisted through services of youth employment network. Partnerships developed.	November 2006	CIDA, PYEN, NYC, OP, DOLE, ECOP, TUCP, FFW, LGUs, Coops, MFIs, Farm, Schools, PCE, ENEDA, Let's Go, UP-ISSI, SEAMEO-INNOTECH, etc.	ILO/DOLE
B. Enhanced and well articulated institutional frameworks to deal with youth employment issues, encompassing both public and private actors.	b.1. Creation/formation of advocacy group for youth employment per cluster: <ul style="list-style-type: none"> <li>- Policy advocates</li> <li>- Job service providers</li> <li>- Trainers, mentors, and coaches (entrepreneurship)</li> <li>- Trainers, mentors, and coaches (job readiness)</li> <li>- Business opportunity providers</li> <li>- Technology group (methods, tools, and techniques).</li> </ul>		Quarterly 2006	Senate, Congress, DOLE, NEDA, TESDA, LGUs; ECOP, CCIs, Industry Associations; TESDA, MFIs, Coops, Training Institutions; DOLE, CHED, DepEd, Training Institutions; ECOP, CCIs, Industry Associations, MFIs, Coops; Training Institutions, DepEd, TESDA, CHED.	
C. Strengthened provision of employment-related services to young people through delivery of local demonstration programmes that can be replicated by major service providers.	c.1. Contract signing between DepEd and ILO-PYEP re KAB pilot testing in public secondary schools. c.2. Training of Trainers – KAB Training Modules.	Number of schools signing willing to pilot-test KAB. Number of KAB Trainers trained.	February 2006 April 2006	DepEd, PCE DepEd, PCE, Farm, Schools, etc.	
	c.3. Refresher Course – GYB/SYB Nov. 2005 Trainers.	Number of Trainings conducted. Number of youth benefited.	May 2006	PYBF, MSCB, LGUs, Punla sa Tao, Farm, Schools	
	c.4. Pilot-Testing – KAB Training Modules in public secondary schools, farm, schools and selected private secondary schools.		June 2006– March 2007	DepEd, PCE, Farm, Schools, etc.	
	c.5. KAB Trainers' Assessment Meeting.	Reactions/ feedbacks from trainers.	August 2006	DepEd, PCE, Farm, Schools, etc.	
	c.6. KAB Trainers' Mid-Term Assessment.	Numbers. of students/ parents influenced.	October 2005	DepEd, PCE, Farm, Schools, etc.	
	c.7. Training of Trainers – GYB/SYB Training Modules.	Number of trainers trained. Number of youth benefited.	July 2006	CIDA, LGUs, MFIs, Coops	
D. Enhanced knowledge base on youth employment for policy development and implementation in the Philippines.	d.1. Conduct of policy research on youth employment. d.2. Project documentation – KAB Pilot test.	Research papers conducted.	October 2005– October 2006 March 2006	CIE, Senate, DOLE, etc. DepEd, Farm, Schools, etc. LGUs, Coops, MFIs, etc. NYC, PYEN, PYBF, NSO, DOLE, TESDA, ECOP, Coops, MFIs, etc.	
	d.3. Documentation of best practices. d.4. Development of a website.		October 2006		

## **8.6 Appendix 6: Useful information, assessment, and action tools: PYEP adapted and evolved**

### **Listing for knowledge products for release in print, web, and/or CD forms**

#### **1. A briefing guide: understanding youth employment policy and action challenges: Philippines**

This serves as a guide for youth and youth relevant institutions in understanding and the youth employment challenges in the Philippine context. Copies will be published in print form and in e-form viewable/accessible at the ILO website.

The same can be accessed through websites of partner organizations with links to ILO website.

#### **2. Policy research and integrative studies**

This series of reports covers integrative and stand alone reports on issues and responses to youth employment challenges generated from project initiated and supported baseline surveys, policy researches, and analytic studies.

- Local Youth Profiles for PYEP Pilot Areas (*ILO-CIDA: TNS for 7; PRSD for Angono*)
- Youth Employment in the Philippines (*ILO-CIDA: Canlas and Pardalis 2007*)
- Survey on Employers Perception, Attitude and Capacity to Support Youth Employment Initiatives (*ILO-CIDA: PYBF-ECOP 2007*)
- Enhancing Youth Employability is a Business Mission (*ILO-CIDA: Ofreneo 2007*)
- Assessing Youth Unemployment Interventions (*ILO-CIDA: Esguerra 2007*)
- Proposed Policy and Action Framework Towards a Productive Youth and Decent Work (*ILO-CIDA: Aldaba and Sescon 2007*)
- KAB Baseline, Mid-Assessment and Final Assessment Reports
- Final Independent Evaluation Report (*ILO-CIDA: Habito 2007*)
- Promoting Youth Employment in the Philippines: Policy and Action Project Stakeholder Consultation, Advocacy, and Planning Fora Proceedings

They can be accessed online at the ILO Website.

#### **3. Stakeholder consultation, advocacy, and proceedings of planning forums**

This series covers the proceedings of PYEP-initiated and supported youth employment stakeholder consultation, advocacy, and planning events and activities that transpired between 2005 and 2007. These events were occasions when the project was launched, strategies and tools introduced, results of surveys and other studies presented and where sector, local and/or national level actions were charted.

- International Youth Day Forum: Launching of PYEP Project, August 2005
- Entrepreneurship Forum: Introduction of KAB, GYB, SYB, November 2005
- International Youth Day Forum: Initial Presentation of PYEP Studies, August 2006
- Forum on Youth Employment Creation for Local Economic Development, November 2006
- Multi-sector Youth-focused Local Employment Planning Forums (2006-2007)
- Follow-up Technical Meeting for Local Planners and Employment Focal Persons
- Forum with Employers Sector and Youth on Results of PYBF-ECOP CSR Survey
- Labour Sector Workshop Series on Youth Employment (March–October 2007)
- Technical Meeting: Towards a National Agenda on Promoting Decent and Productive Work for Youth in the Philippines (July 2007)
- ECOP-organized Case Conference on Youth Employment and Entrepreneurship:
  - Special Feature: Jollibee-STEAM EEO Program for Deaf Youth September 2007
- DOLE-organized Workshop Series on Strategic Youth Development and Employment Agenda for 2008-2010
  - September 20-21, 22, 26, 2007 and December 27-28, 2007
- FFW-organized Youth Employment Conference, December 2007

#### **4. Direct action planning and implementing resources and process documentation**

These cover print copies of ILO global tools (KAB, GYB, and SYB) as well as recent locally developed tools (Career Guidance, Youth-Focused Employment Planning, and EEO for Deaf Youth Operations Guide) for use during the project and for purposes of marketing and pilot-testing such tools; thereafter for purposes of mainstreaming their use among youth-servicing institutions. These tools enabled them to independently develop and sustain support for policies and services towards targeted youth segments in line with the four-Es of youth employment. These included employability, entrepreneurship, and job creation tools among others and are summarized below.

##### Employability tools

- Pocket Guide for Youth Seeking Work
- Career Guidance Handbook for the Youth Employment Service Providers
- Bookmarks on Job Opportunities
- Training Modules on Building Trades to Facilitate Youth Employability in the Housing Sector
- Training Process Documentation of Facilitating Youth Employability in Housing Sector

##### Entrepreneurship tools

- Know About Business (KAB) Package
- Generate Your Own Business (GYB) Plan
- Start Your Business (SYB) Kit
- Gender and Entrepreneurship Together: GET Ahead for Women in Enterprise
- GYB/SYB Trainers' Training Programme
- Baseline, Progress and Assessment Reports on Piloting and Curriculum Mainstreaming of KAB Programme
- Training Process Documentation on GYB/SYB and GET Ahead Trainings for Trainers and Entrepreneurs

##### Employment creation tools

- Local Economic Development Planning
- Cases Linking LED, Employment Creation, and Youth Employment
  - Case of Angono
  - Case of Concepcion
  - Case of Cotabato City
  - Case of Davao City
  - Case of Dumaguete City
  - Case of Guimaras Province
  - Case of La Castellana
  - Case of Marikina City

##### Equal employment opportunity

- Business-NGO (Jollibee Food Corporation-STEAM Foundation Partnership for Training and Employment of Deaf Youth)
- Empowerment of Young Trade Unionists as Future Leaders

##### Audio-visual presentation materials

- Policy Forum: Towards Decent and Productive Employment for Youth
- Creating Youth Employment through Arts in Angono
- ECOP Advocacy Material on Youth Employability as a Business Mission
- Jollibee-STEAM Advocacy Material on Promoting EEO for Deaf Youth

## 8.7 Appendix 7: Project management

As a guide for future projects of this nature, we include information on the project management team and the principle roles played by the various members.

- Director for Southeast Asia and the Pacific-Subregional Office of the ILO
  - Final review and signing of agreements, service contracts, external collaboration contracts, employment contracts, reports, payments related to the project.
  - Performs key representation functions for key project organized events and activities.
  - Delegates youth/employment related representation functions to Senior Employment Specialist and in the absence of the latter to the Youth Employment Project Coordinator.
- Senior Specialist for Southeast Asia and the Pacific Subregional Office

As per the initial proposal, the national project coordinator should work closely with the specialists. However, in reality and considering a rearrangement within the ILO Subregional Office for South-East Asia and the Pacific, Manila of having an employment cluster headed by subject specialists, the national project coordinator had to obtain recommending approval before implementing project activities. Main functions were:

  - Heads the employment cluster team (employment cluster regularly involves employment-related projects heads/assistants and programme officers and other specialists programme officers on a need basis).
  - Oversees the implementation of the youth employment project.
- National Project Coordinator
  - For the period November 2005–October 2006: Camilo Casals
  - For the period November 2006–September 2007 (full time) and October–December 2007 (part time): Maria Asuncion Ortiz
- Project Coordination Team (with internal and external project stakeholders)
  - National Project Coordinator
  - Project Enterprise Specialist/Programming Assistant (Ma. Teresa Cruz)
  - Finance/Admin Assistant (Margarita P. Simon)
- Project Implementing Teams
  - Project Coordination team
  - Consultants
  - Service Providers
  - Programme Assistant/Officer for Employment Cluster
- Employment Cluster Team
  - Senior Economist/Enterprise and Employment Development Specialist
  - Employment Programme Assistant (Lourdes Kathleen Santos and temporarily for some periods, Teresa Cruz and Jacque Saez)
    - Provides key programming support for employment promotion related activities of the ILO Manila Office in relation to Decent Work Country Programme in the Philippines.
    - In relation to project, monitors and collects reports on contribution of youth employment to employment creation targets (one is on youth employment and two on local development) under the ILO-SRO Decent Work Country Programme Targets). Developments in youth employment project substantially contributed to meeting/filling in for the employment targets of the ILO-SRO Manila for the years 2006 and 2007.
    - In relation to project coordination and complementation of funds support for activities/contracts under youth employment related to local development and vice versa employment cluster activities that would involve as well youth employment stakeholders.
  - Employers Activities Specialist
  - Workers Activities Specialist
  - Other Specialists per need/concern
  - SRO-Manila based Specialists
    - Employers Activities Specialist
    - Workers Activities Specialist
    - Social Protection Specialist
    - International Labour Standards Specialist



**ILO Subregional Office for South-East Asia and the Pacific**  
**LIST OF YOUTH EMPLOYMENT and LOCAL ECONOMIC DEVELOPMENT**  
**PUBLICATIONS**

**YOUTH EMPLOYMENT**

No.	Title	Author(s)	Year published ISBN No.
1	Youth employment in the Philippines	Mark Emmanuel L. Canlas and Maria Cristina R. Pardalis	2009 978 92 2 121442 7 (print) 978 92 2 121443 4 (web pdf)
2	Choosing and assessing local youth unemployment interventions	Jude H. Esguerra	2009 978 92 2 121444 1 (print) 978 92 2 121445 8 (web pdf)
3	Briefing guide: meeting youth employment policy and action challenges		2009 978 92 2 121469 4 (print) 978 92 2 121470 0 (web pdf) 978 92 2 121471 7 (CD-ROM)
4	Operations guide: managing an ILO-CIDA youth employment country project: Philippines	Camilo G. Casals	2009 978 92 2 121446 5 (print) 978 92 2 121447 2 (web pdf)
5	Enhancing youth employability is a business mission	Rene E. Ofreneo	2009 978 92 2 121448 9 (print) 978 92 2 121449 6 (web pdf)
6	Towards a national policy and action agenda for decent and productive work for youth in the Philippines	Fernando T. Aldaba and Jose T. Sescon	2009 978 92 2 121472 4 (print) 978 92 2 121473 1 (web pdf) 978 92 2 121474 8 (CD-ROM)
7	Promoting youth employment in the Philippines: policy and action project. A final independent evaluation report	Cielito F. Habito	2009 978 92 2 121466 3 (print) 978 92 2 121467 0 (web pdf)
8	Youth employability surveys in the Philippines: an integrative report		2009 978 92 2 121516 5 (print) 978 92 2 121517 2 (web pdf) 978 92 2 121519 6 (CD ROM)

**LOCAL ECONOMIC DEVELOPMENT**

1	Local economic development and youth employment strategies: the case of Angono		2010 978 92 2 121442 7 (print) 978 92 2 121427 4 (web pdf)
2	Local economic development and youth employment strategies: the case of Concepcion		2010 978 92 2 121424 3 (print) 978 92 2 121425 0 (web pdf)
3	Local economic development and youth employment strategies: the case of Cotabato City		2010 978 92 2 121422 9 (print) 978 92 2 121423 6 (web pdf)
4	Local economic development and youth employment strategies: the case of Davao City		2010 978 92 2 121573 8 (print) 978 92 2 121574 5 (web pdf)
5	Local economic development and youth employment strategies: the case of Dumaguete City		2010 978 92 2 121571 4 (print) 978 92 2 121572 1 (web pdf)
6	Local economic development and youth employment strategies: the case of Guimaras Province		2010 978 92 2 121569 1 (print) 978 92 2 121570 7 (web pdf)
7	Local economic development and youth employment strategies: the case of La Castellana		2010 978 92 2 121567 7 (print) 978 92 2 121568 4 (web pdf)
8	Local economic development and youth employment strategies: the case of Marikina City		2010 978 92 2 121428 1 (print) 978 92 2 121429 8 (web pdf)

## Operations guide: managing an ILO-CIDA youth employment country project: Philippines

The previous paper in this present series provided a briefing guide into the background to the 2005–2007 PYEP project. This companion study provides a guide to the actual manner in which the project was undertaken. Principles of project planning are discussed in some detail along with the application of result-based management (RBM) and logical frame (logframe) analysis, used to identify and organize the results.

From planning, the author moves to a discussion of project programming, project budgeting, and project monitoring. The study concludes with an analysis of the lessons learned and level of success. Noting that another paper in the series provides an independent evaluation report, the author adds two additional aspects: the need for all stakeholders to sit together and engage in meaningful dialogue as well as the need for strong and coordinated teamwork by the project implementers.

A set of appendices to this study provides a complete set of working documents and references which will be of interest to those undertaking future projects of a similar nature as well as others seeking more general information on the issues surrounding the problem of high youth unemployment and underemployment in the Philippines.

International Labour Organization

Subregional Office for South-East Asia and the Pacific  
Manila, Philippines  
Tel. (63 2) 580 9900, Fax. (63 2) 856 7597  
E-mail: [manila@ilo.org](mailto:manila@ilo.org)

[www.ilo.org/manila](http://www.ilo.org/manila)

ISBN: 978 92 2 121446 5 (print)