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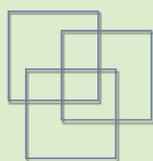


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ILO Asia-Pacific Working Paper Series

Promoting youth employment in the
Philippines: policy and action project.
A final independent evaluation report

Cielito F. Habito
December 2009



Subregional Office for South-East Asia and the Pacific
Manila

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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.¹ 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."²

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.

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.

¹ See for example http://www.unwire.org/unwire/20020514/26368_story.asp (accessed 21 November 2009).

² 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 (accessed 23 November 2009).

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 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 organizations (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.

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List of acronyms

APL	Alliance of Progressive Labor
BLE	Bureau of Local Employment
BMBE	Barangay Micro Business Enterprise
BWYW	Bureau of Women and Young Workers
CHED	Commission on Higher Education
CIDA	Canadian International Development Agency
DepEd	Department of Education
DILG	Department of Interior and Local Government
DTI	Department of Trade and Industry
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DWCP	Decent Work Country Programme
ECOP	Employers Confederation of the Philippines
FFW	Federation of Free Workers
GYB	Generate Your Business
KAB	Know About Business
LGU	Local Government Unit
MTPDP	Medium-Term Philippine Development Plan
NEDA	National Economic Development Authority
NIACDEV	Northern Iloilo Alliance for Coastal Development
NGO	Non-Governmental Organization
NYC	National Youth Commission
NYEAP	National Youth Employment Action Plan
OSY	Out-of-School-Youth
PCCI	Philippine Chamber of Commerce and Industry, Inc.
PESO	Public Employment Service Office
PEZA	Philippine Economic Zone Authority
PMTYDP	Philippine Medium-Term Youth Development Plan
PYBF	Philippine Youth Business Foundation
PYEP	Promoting Youth Employment in the Philippines
RA	Republic Act
SK	Sangguniang Kabataan
SSS	Social Security System
SUC	State Universities and Colleges
SYB	Start Your Business
TESCO	Trainers on Entrepreneurship Service Cooperative
TESDA	Technical Education and Skills Development Authority
TLE	Technology Livelihood Education
TNS	Taylor Nelson and Sofres
TUCP	Trade Union Congress of the Philippines
TU	Trade Union

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Special thanks to the Canadian International Development Agency (CIDA) for supporting the ILO’s project of *Promoting Youth Employment in the Philippines (PYEP)* and to all local and national project stakeholders including implementing partners, consultants, service providers, and various publics into the job of delivering services and fostering a more responsive and supportive environment for the youth and their development, employability, and creation of opportunities.

More importantly, acknowledgement to all stakeholders including CIDA and ILO officials as well as past responsible officials for their valuable feedback, insights, and recommendations during the evaluation interviews and end-of-project evaluation forum.

Finally, acknowledgement to the evaluation management and support teams from ILO for facilitating the project evaluation process, Ms Ella Antonio – external evaluation associate, and the ILO management, PYEP and Publication Teams for the 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.

Promoting youth employment in the Philippines: policy and action project. A final independent evaluation report

by

Cielito F. Habito

1 Introduction

Promoting Youth Employment in the Philippines (PYEP) has been a two-year project that has sought to facilitate the creation of employment opportunities for young women and men in the Philippines through a four-pronged strategy that sought to: (i) improve the national youth employment policy and action agenda; (ii) strengthen capability of institutional partners to provide employment services to more youth, especially women; (iii) broaden the range of effective models of providing youth employment support services; and (iv) enhance the knowledge base on youth employment through improved documentation and adoption of best practices in the delivery of youth employment support services.

This evaluation examines the conduct of the project over its two-year time frame, with particular focus on the following:

- validity of project objectives, strategy, and assumptions;
- achievement of project objectives;
- stakeholder buy-in, support, and participation in the project;
- barriers to successful implementation;
- gender dimension of project components; and
- impact/benefits accrued to the target groups thus far.

On the whole, the premises contained within the general approach and strategy of the project are found to be valid and well-conceived. These premises are well-supported by employment data, the approach has been based on ILO's tested methods employed in many other countries in the world, and the four-pronged strategy³ that provides the necessary combination of macro, middle-level and micro interventions that could make a sustainable impact on youth employment.

It has become apparent that two years is too short to fully achieve the project's objectives. While a satisfactory momentum of activity has been secured among the various project partners, things have only begun to gel among them, and the challenges remain formidable. Nonetheless, the following are clear measures of achievement towards securing a policy environment that is more conducive towards improving youth employment prospects:

- PYEP has convinced various project partners of the importance of putting special focus on youth employment—or to be more precise, youth unemployment.
- Communication lines have been opened among key government agencies concerned with youth employment, although closer coordination remains a challenge.
- PPYEP was much more successful at promoting inter-agency and multi-sectoral coordination at the local-level than at the national level.
- The formulation of the National Youth Employment Action Plan (NYEAP) is in progress.

The project has undertaken a wide range of institutional strengthening activities specifically targeted at key project partners, both at the national and local levels, and covering both government and non-government partner institutions.

³ See page 6.

Benefits have been affirmed by partners among the business community (e.g. ECOP, PCCI, local chambers), NGOs (e.g. Consuelo, Let's Go, STEAM, Punla, etc.), national government agencies (BWYW, BLE in DOLE and PESOs in the LGUs), schools and training institutions (local high schools in PYEP partner LGUs, TESDA, Marist School) local governments (e.g. Davao City, Guimaras province, Angono), and trade unions (TUCP, FFW, APL). PYEP has also facilitated the emergence of champions for youth employment among its partner institutions.

The demonstration programmes undertaken at the local level appear well-grounded and well-conceived, and have made concrete impact while yielding valuable insights and lessons to guide future interventions for youth employment. At the same time, they have yielded concrete benefits to a good number of young workers whose employability has been significantly enhanced, if not actually provided with new gainful employment or the means to undertake a business of their own.

The knowledge materials generated by the project have been well-received. The series of policy research activities undertaken have been commonly described as useful by those interviewed among the government and non-government partners, who attested that the studies helped them to properly contextualize their work towards improving youth employment opportunities.

However, there appears to be inadequate “buy in” for the project by the traditional tripartite partners of ILO. And despite its mandate for addressing youth concerns, involvement by the National Youth Council (NYC) in the project was weak, especially in the latter stages of the project. The project has been described as “donor-driven”, “supply-driven”, or “manager-driven,” which weakened ownership and accountability for project outcomes by some of the project partners. To a large extent, this arose from the lack of a national coordinating mechanism to steer the project.

Indeed, very few partners were aware of the entire range of activities covered by the project. However, it was admitted by the project’s management that this situation came about as a deliberate decision when it became evident that more was to be achieved through a “bottom-up” approach, especially⁴ when work at the higher levels was hampered by frequent leadership changes and other bureaucratic issues.

Other barriers to successful implementation of PYEP included reassignment of KAB teacher-trainees; adverse attitudes by beneficiaries (e.g. preference for employment over enterprise, dole-out mentality of credit beneficiaries); traditional hurdles to enterprise development (lack of access to financing, technology, raw materials, and markets); LGUs’ lack of interest in promoting incentives to small enterprises; and sub-optimal implementation of KAB in partner high schools.

The gender dimension appears to have been adequately addressed in the project, with sex-disaggregated data being relatively accessible for project initiatives, and equitable access by women ensured in the PYEP trainings, meetings, and demonstration projects. The weakness appeared to lie with the PYEP partners and consultants, who have yet to fully appreciate and implement gender integration in their work and communication materials.

Recommendations for any future follow-on activities include the need to:

- foster stronger ownership among partners;
- establish an inter-agency/multi-stakeholder coordinative mechanism;
- strengthen training on values and attitude development;
- strengthen the identification and screening of teachers to be trained on KAB;
- move towards optimizing the use and application of KAB in high schools;
- build in tracer/monitoring studies on beneficiaries in future projects;
- consider providing transport assistance to trainees up to job application stage;
- course any seed financing assistance through non-government partners;

⁴ “Know About Business”.

- “educate” LGUs on the implications of Republic Act 9178 or the Barangay Micro Business Enterprises (BMBE) Law;⁵ and
- align National Youth Employment Action Plan (NYEAP) with the Medium Term Philippine Development Plan (MTPDP) 2005-2010 and Philippine Medium-Term Youth Development Plan (PMTYDP) 2005-2010.

2 The independent evaluation report

PYEP sought to facilitate the creation of employment opportunities for young women and men in the Philippines by: (i) supporting efforts of the Government of the Philippines and other partners to formulate and implement an integrated policy and programme package for youth employment and effecting change in government policies at national and local levels; and (ii) implementing action programmes to meet the needs of key youth target groups including school leavers, young people with low skill jobs, unemployed youth in the informal economy, and young entrepreneurs.

The project focused on young women and men aged 15-30 (i.e. the defined age range served by the NYC) who were facing hurdles to decent work, which include the following:

- starting life with socio-economic disadvantages, living in conflict areas, with physical disabilities, etc.;
- either unable to get a basic education or drop-outs from learning institutions;
- having a basic education but not the basic aptitudes in math, science, reading, and writing needed for employment;
- having a good basic education but lacking in employable skills, experience, or entrepreneurial attitudes;
- looking for employment but not knowing how to search and where;
- had identified job opportunities but did not have the required work attitudes, technical skill, and/or experience;
- wanting to start a business, but did not know how to do so or where to turn for help and advice;
- starting a business but cannot grow the business;
- obtains employment but work is below decent standards; and
- obtains decent employment or grows a business but firms/markets come and go.

In general, policies and programmes intended to assist and support the employment-seeking efforts of young women and men have been largely uncoordinated, isolated and activity-driven rather than results-oriented, and unevenly available or accessible to young people in different parts of the country. This project sought to address this deficiency by mobilizing key institutional partners and building their capacity to develop and deliver more comprehensive, integrated and proven employment support services.

The approach is built on the 4E’s of: (i) entrepreneurship; (ii) employability; (iii) equal opportunity; and (iv) employment creation. The PYEP project adopted a four-pronged strategy that addressed the following key result areas:

1. A more effective national youth employment policy and action agenda and one that is able to mobilize multi-sector support.
2. Strengthened institutions (particularly among ILO’s tripartite partners), selected LGUs, government, and non-government organizations that provide a comprehensive set of effective schools to deliver better employment services to more youth, especially women.

⁵ An Act introduced in November 2002 to promote the establishment of barangay micro business enterprises, by providing incentives and benefits.

3. A broader range of effective models of providing youth employment support services.
4. An enhanced knowledge base on youth employment through improved documentation and adoption of best practices in the delivery of youth employment support services.

Policy research, analysis, discussion, and advocacy were conducted to harness multi-sectoral support for a policy and action agenda that complements, replicates, disseminates, and scales up the delivery of tried and tested employment support services for young people throughout the country.

Key government and non-government institutional partners received support from the project for organizational strengthening towards more effective implementation of demonstration projects that help promote entrepreneurship, improve employability, facilitate employment creation, and advocate equal employment opportunities.

Knowledge materials were produced to assist both institutional partners and target youth beneficiaries, while documentation of the supported demonstration projects helped in disseminating lessons learned. Stakeholder forums were organized to generate analytical discussion of documented demonstration projects, assess the feasibility and desirability of replication, and/or scale up by other and more organizations and identify the capacity building needs of organizations that implement similar projects.

3 Purpose of the evaluation

This evaluation examines the following:

1. validity of project objectives, strategy, and assumptions
2. achievement of project objectives
3. stakeholder buy-in, support, and participation in the project
4. barriers to successful implementation
5. gender dimension of project components
6. impact/benefits accrued to the target groups thus far

In addition, the evaluation is intended to provide the project management team, ILO field and headquarters staff, project stakeholders, and the donor with the feedback and information needed to assess, and possibly revise, policies and strategies for future similar projects.

The evaluation makes an assessment of the demonstration programmes based on direct observations in the following areas:

1. Concepcion, Iloilo
2. Guimaras Province
3. Davao City
4. Angono, Rizal
5. Marikina City

4 Evaluation methodology

The evaluation proceeds on the basis of a review of pertinent documents, individual interviews, and/or focused group discussions with various project partners, and field visits to gain first-hand observations on the demonstration projects undertaken with local governments.

4.1 Document review

The following documents were reviewed before and during the course of conducting interviews, focused group discussions and field visits:

- the Project Plan
- quarterly reports

- reports from events
- training materials from the events
- trip reports
- work plans
- other documents as relevant

4.2 Individual interviews and focus group discussions

Individual interviews were conducted with the following (Appendix 1) for list of interviews and field visits undertaken:

- ILO SRO Manila management, employment cluster, and PYEP project staff
- Selected Representatives from the following groups:
 - Youth employment policy working group;
 - Workers and Employers;
 - National Tripartite Committee members;
 - Employer groups, unions, NGOs that have received training or otherwise worked with the project;
 - Staff of DOLE and other government institutions who have worked with the project;
 - Training participants;
 - Training institution staff;
 - Potential institutions interested in youth employment tools;
 - Employers of people who have received training; and
 - Partner LGUs.

4.3 Field visits

On-site observations were undertaken through visits to five out of the eight demonstration programme sites, namely: (i) Davao City; (ii) Angono, Rizal; (iii) Marikina City; (iv) Concepcion, Iloilo; and (v) Guimaras Province. Individual interviews of specific project partners and stakeholders, and focused group discussions among groups of them, were undertaken during such field visits.

4.4 Stakeholders' workshop

The draft evaluation report was presented to the project stakeholders on November 12, 2007 for validation, sharing of lessons, and consideration of possible next steps.

This final evaluation report considers and incorporates key points that emerged from the stakeholder workshop.

5 Findings and observations

The discussions below are organized according to the criteria provided for the final evaluation, namely:

- validity of project objectives, strategy, and assumptions;
- achievement of project objectives;
- stakeholder buy-in, support, and participation in the project;
- barriers to successful implementation;
- gender dimension of project components; and
- impact/benefits accrued to the target groups thus far.

5.1 Validity of project objectives, strategy, and assumptions

The premises, general approach and strategy of the project are valid and well-conceived.

The PYEP project is motivated by the overall Philippine employment situation, marked by the following:⁶

- Of the working age population, 51 per cent are within the age range 15–34 years old, the larger part (30 per cent) falling within the 15–24 years age group; whereas
 - 80 per cent of unemployed workers are within the age range 15–34 years, and 50 per cent are within the 15–24 years age group.
- The unemployment rate is highest (23 per cent) among the 15–24 years age group.
- 32 per cent of the working age population had only an elementary education, while 40 per cent had high school and 26 per cent had college education; whereas
 - 14.2 per cent of the unemployed had only an elementary education, 45.5 per cent had high school and 39.4 per cent had college education.

A number of conclusions can be drawn from these statistics. Firstly, they indicate that unemployment is most serious among the youth segment of the labour force. Furthermore, the bulk of the unemployed (about 61 per cent) had no more than a high school education, a quarter of whom had only gone to elementary school, of which about half actually dropped out before completing elementary schooling.

All these facts support the observation that the unemployment problem in the Philippines is primarily a youth unemployment problem.

The PYEP project proceeds from at least three major premises.

- Firstly, a mismatch between available jobs and available skills in the labour force is a prominent reason for youth unemployment. That is, many jobs are there but young workers not equipped for them.
- Secondly, many of the hurdles to wider youth employment involve lack of or weak capacities, coordination, and collaboration among relevant institutions and stakeholders.
- Thirdly, employment creation beyond small enterprise promotion is beyond the project's scope, as more macro-level interventions on economic policy are required to address overall employment creation.

The project's approach is based on the 4E themes mentioned previously. As indicated above, the strategy involves: (i) improving the policy environment; (ii) strengthening capacities of relevant institutions; (iii) demonstrating effective interventions at the local level; and (iv) disseminating knowledge. The tools employed included conduct of policy studies, entrepreneurship education and training (KAB and GYB/SYB), fostering multi-stakeholder coordination and cooperation, and production of knowledge materials.

On the whole, the assumptions, general approach and strategy of the project are found to be valid and well-conceived. The premises are well-supported by the data, the approach has been based on that previously tested by ILO and employed in many other countries in the world, and the four-pronged strategy provides the necessary combination of macro, middle-level, and micro interventions that could make a sustainable impact on youth employment. The project's perceived weaknesses lie in its execution, as will be discussed further below.

5.2 Achieving project objectives

It has become apparent that two years is too short to fully achieve the project's objectives. While there is evidence that an adequate momentum of activity has been secured among the various project partners, things have just begun to gel among them while formidable challenges remain to be overcome. Below is an assessment of how far the project has moved to achieve its objectives in the four elements of its strategy.

⁶ Data are from the National Statistics Office Labour Force Survey, July 2007.

5.2.1 Policy environment for youth employment

The PYEP project, in the effort to implement the global ILO initiative on youth employment in the Philippines, sought at the outset to identify and involve those national government agencies with a direct role to play in youth employment concerns, whether in policy or in practice.

The obvious agencies to be involved were the DOLE, NYC, Department of Education (DepEd), Commission on Higher Education (CHED), the Technical Education and Skills Development Authority (TESDA), and the National Economic and Development Authority (NEDA), among others.

These agencies, along with traditional ILO partner organizations in the employer and labour sectors and other relevant non-government organizations, were gathered together in small preparatory meetings that culminated in the International Youth Day 2006 Forum held in August 2006. This forum provided the venue for seeking a coordinated policy framework for addressing youth employment challenges in the country.

PYEP has convinced the various project partners of the need for special focus on youth employment

As averred by their respective representatives interviewed for this evaluation, none of the agencies involved appears to have considered youth employment as a distinct policy issue of concern prior to PYEP. Lack of employment was seen as the general challenge, with no conscious distinction made among workers of different age groups.

It was PYEP, in effect, that brought youth employment into their consciousness as an important public concern requiring particular government responses by way of policy and practice. The same was expressed by representatives of the local governments and local offices of national government agencies who were engaged to participate in the local project demonstration programmes.

Communication lines have been opened among key government agencies concerned with youth employment, but closer coordination remains a challenge

Closer collaboration among the key relevant national government agencies in addressing youth employment concerns has been a professed objective of the PYEP project. There is indication that the project has indeed opened communication lines among key agencies, particularly through the agency focal points for the project. However, there remains wide scope for closer coordination—and more so for collaboration—among them on addressing youth employment issues.

It was striking, for example, that very few of the project partners interviewed were aware of PYEP in its overall scope and coverage; most were only familiar with their own specific involvement in the project. Thus, outside of the project management and members of the inter-agency technical working group (i.e. on the DWCP), hardly anyone else involved in the project appeared to know what the entire project was all about.

As would be expected, the most active participation from among the national government agencies came from the DOLE, which has traditionally been ILO's main government partner. One would have expected a prominent role for the NYC in the project, being the primary government agency addressing youth concerns. Yet such participation from NYC appeared minimal, even peripheral. There was a similar situation at the local level, where the local *Sangguniang Kabataan*⁷ (SK) appeared to have little, if any, involvement in the PYEP demonstration projects. This issue is discussed at greater length further below.

Unlike most projects of its nature that involve several government agencies and non-government partners, PYEP had not set up a high-level inter-agency project steering committee at the outset to provide overall policy direction to the project.

The closest to having an inter-agency coordination mechanism for the project was the regular meeting of stakeholder partners at the technical working level that was originally organized under the DWCP

⁷ Youth Council.

even prior to PYEP. However, there has been no coordinative mechanism at the policy level. While this working group has lately been meeting more frequently (i.e. monthly as against quarterly in the past), it still has two shortcomings that limit its effectiveness as a project coordinative mechanism. First, no other government agency other than DOLE is regularly represented in the meeting. Thus, it does not provide a venue for cooperation and coordination among government partner agencies involved in the project. Second, even if membership could be expanded to include other relevant government agencies, technical level representatives to such inter-agency technical working groups usually lack the authority to commit their respective departments/agencies' resources or efforts towards successful implementation of the project.

PYEP was much more successful at promoting inter-agency and multi-sectoral coordination at the local level

PYEP has apparently been much more successful at achieving effective inter-agency and multi-sectoral collaboration at the local level than at the national level.

In Davao City, for instance, the multi-sectoral inter-agency technical coordination committee set up for PYEP has turned into a cohesive group that could, potentially, be institutionalized into a "City Youth Employment Coordinating Council." This body could serve as the venue for a coordinated response to youth employment challenges in the city beyond the completion of the PYEP project. The same appears to be the case in Concepcion, Iloilo and in the province of Guimaras.

A working inter-agency and multi-sectoral coordination mechanism at the local levels in addressing youth employment where there was none before was a clear benefit that PYEP has brought about. It would do well for the LGUs concerned to formalize the continued existence and operation of these local coordinative bodies for youth employment.

Formulation of the National Youth Employment Action Plan (NYEAP) is in progress

Another tangible objective of the project is the formulation of a unifying action plan to guide the various youth employment initiatives of the government. DOLE, through the BWYW and the Bureau of Local Employment (BLE), has been spearheading the formulation of the NYEAP, which remains a work in progress inasmuch as it has taken time to secure, through the PYEP project, the level of cooperation and coordination required among the various government agencies that need to be involved in such an undertaking. One particular issue is the time-frame for such a plan, since it would ideally be consistent with the MTPDP, with a six-year time-frame from 2004–2010.

Apart from the MTPDP, such a plan must also be linked to and consistent with the existing National Framework for Youth Development (also known as the Philippine Medium-Term Youth Development Plan [PMTYDP], 2005–2010). The latter document actually identifies the need to decrease youth unemployment and underemployment as one of its ten guiding principles, policies and programmes, and includes an ample 16-page discussion on various government programmes in pursuit of youth employment. What remains needed is a way to tie all these initiatives together in a manner that maximizes complementarities and synergies among the various government and non-government partners involved. PYEP, to its credit, has set in motion the process to achieve this.

5.2.2 Institutional strengthening

PYEP has served and benefited a wide range of key partner institutions

The project has undertaken a wide range of institutional strengthening activities specifically targeted at key project partners, both at the national and local levels, and covering both government and non-government partner institutions.

Among the project initiatives that have made tangible impact and palpable benefits on partner institutions are the following:

- A policy network for youth employment issues (e.g. spearheaded by the international Youth Day Forum in August 2006) has been created.
- An appreciation and understanding of the importance of focusing on youth employment (all partners) has been fostered.

- The constituency of support for the 4E's strategy among private sector employers (Employers Confederation of the Philippines [ECOP]) has been widened.
- A nationwide network of entrepreneurship trainers based on the GYB/SYB modules (TESCO) has been built and expanded⁸.
- Local government and non-government partners (including local business chambers) have been equipped to provide entrepreneurship training for local youth constituents (LGUs, local groups, TESDA, PCCI, and local branches).
- Stronger follow-through of entrepreneurial training with start-up financing and other support services has been facilitated through the Philippine Youth for Business Foundation (PYBF).
- TESDA's capability to provide entrepreneurship training to complement its skills training programmes has been strengthened.
- TESDA's appreciation for and responsiveness to youth employment challenges has been improved.
- The Technology, Livelihood and Entrepreneurship (TLE) curriculum in secondary schools has been strengthened via institutionalization of KAB teaching modules in 46 pilot public high schools (DepEd).
- Career guidance services of schools and PESOs for the youth (LGUs, partner schools) have been strengthened.
- LGUs have been equipped with baseline information on the youth employment profile in their respective localities (LGUs).
- PYEP has helped improve the capability of LGUs for local economic development planning in general and addressing youth employment challenges in particular.
- the leadership capacities of young trade unionists (TUCP, FFW, APL) has been strengthened.
- NGOs dedicated to promotion of youth employment and equal opportunity are now better equipped to better serve their clients (STEAM/Jollibee Foundation, Punla, Consuelo, Let's Go Foundation, etc.).

Apart from transforming scepticism into support, PYEP has facilitated the emergence of champions for youth employment

Stakeholders have acknowledged that PYEP had indeed changed their mindset about youth unemployment as a distinct concern, separate from more general issues related to unemployment, and needing particular focus and attention.

A common question reportedly faced by the project management team from various partners early in the project's inception was "*why focus on just youth employment*"? This reflected a general sentiment and attitude that employment was a broad concern across all age groups. It was pointed out that while this is true, the youth are a special category with specific problems. Stakeholders interviewed acknowledged that their attitude had changed as a result of exposure to the PYEP project. Also, a critical factor in PYEP's legacy is the emergence of youth employment champions within partner institutions in and outside of government where there were none before. This improves the chances for building a stronger policy environment and fostering more deliberate initiatives in support of youth employment among the agencies and institutions concerned.

PESOs are ill-equipped to address effectively youth employment challenges, and PYEP's assistance is just beginning to come on stream

Public Employment Service Offices (PESOs) of the local governments are key entities in local efforts to improve the situation of young workers, and are an important object for PYEP's institutional strengthening efforts. A continuing constraint appears to be the tendency for PESO managers to be more in the nature of political appointees rather than professional officers. PESOs that were observed during this study, often appeared to be under-staffed, poorly equipped, and lacking in access to

⁸ Trainers on Entrepreneurship Service Cooperative.

information resources that would be valuable in fulfilling their mandated functions. Their role tends to be confined to identifying and providing job-seekers with information on available job vacancies. They also tended to deal directly with individual firms, and appeared not to be strongly coordinated either with business organizations or with educational institutions.

PYEP assistance to the PESOs has taken the form of technical support for their career guidance services, through the production of career guidance handbooks, a handbook for young jobseekers, and a series of booklets providing useful information on alternative careers to help young jobseekers make informed choices in their own job search. The PYEP information materials for distribution to the PESOs have come out only relatively recently, and it appears too early to make an assessment of the effectiveness of this form of assistance. Nonetheless, these publications promise to be in great demand, and the anticipated challenge is the need for even more copies of the materials to be reproduced for wide dissemination to all areas in need of them.

5.2.3 Demonstration programmes

The demonstration programmes appear well-grounded and well-conceived

The demonstration programmes undertaken in partnership with selected LGUs were developed consultatively through a process that involved key partners, including local offices of national government departments/agencies, relevant LGU offices, employers, youth representatives, and training institutions.

It was appropriate and useful that a prior profiling study of the youth employment situation in the respective LGU had been conducted, along with multi-sectoral consultations on youth employment issues and challenges in the LGU. This approach permitted the demonstration programmes to be deliberately designed to be responsive to specific circumstances and needs at the particular sites.

The demonstration programmes were able to put into action initiatives that addressed the four 4 E's in various ways and contexts:

- **Employability**: Davao City's programme for training out-of-school-youth (OSY) in skills identified as being "in demand but in short supply" through prior consultation with the business sector, e.g. welding, electrical wiring, hotel and restaurant services.
- **Entrepreneurship**: piloting ILO's Know About Business (KAB) entrepreneurship training modules in 48 high schools in the demonstration sites; training of trainers on GYB/SYB, and actual training for both OSYs and in-school-youth in various sites (e.g. in Guimaras, Tondo).
- **Employment creation**: assistance in local development planning, e.g. Angono arts and tourism-based economic development strategy; tourism development in Concepcion, Iloilo.
- **Equal opportunity**: Jollibee/STEAM Foundation initiative to employ young deaf workers.

Demonstration programmes have had a concrete impact, and yielded valuable insights and lessons to guide future interventions for youth employment

While the demonstration programmes have been limited in scale, they have been concrete in their impact, and are meant to catalyze wider efforts by other partners in their respective areas. It is too early to assess their success in undertaking such a catalytic role, but as indicated above, a clear success attributable to the demonstration programmes is the way they fostered closer inter-agency and multi-sectoral coordination at the local levels. This has made it more likely that the demonstration programmes will bear fruit and be replicated by other entities beyond the life of the project itself.

It is worth noting that these programmes, particularly those that involve training of young workers, have not been confined to tapping or creating only domestic employment opportunities, but have also addressed opportunities for overseas employment. Welders, in particular, have been in great demand overseas, and apart from trainees, welding trainers themselves have been recruited for work abroad.

It was also recognized that instilling appropriate values and attitudes are just as important in the training as training in skills and crafts. In the Davao demonstration programme, for example, the project partner from the local business chamber emphasized the critical importance of a good attitude

and work ethic for the trainees of the programme for them to be readily employable by member firms in the chamber. Thus, they suggested that an even larger portion of total training time be devoted to values formation and attitude development.

A persistent problem that may appear minor but can be critical for some youth in accessing improved employment opportunities is the cost of transport. This surfaced in at least three contexts. Firstly, the cost of transport to the nearest school has kept many young people from attending school at all. Secondly, the cost of transport between the young worker's residence and the site of training programmes may be an impediment to availing of the training opportunity itself (a problem identified in Davao and Guimaras). Thirdly, the cost of transport to prospective employer firms for the requisite job interviews has been known to have prevented certain training graduates from pursuing a job opportunity (identified in Marikina). The latter two factors suggest the desirability of providing transport assistance as part of the package of interventions to address youth employment. Inasmuch as such support can take substantial programme resources when they add up, a more realistic approach would be to provide such transport cost assistance as a loan to be repaid once the trainees are gainfully employed.

As is commonly the case, start-up financing to begin a business, notwithstanding the presence of a viable business plan completed under GYB/SYB training, often becomes the limiting constraint to actual entry into entrepreneurship. This is the gap that the PYBF was meant to fill; however, resources for financing business plans under PYEP have been limited. What is needed are more enduring mechanisms for harnessing and pooling venture capital from general savers towards promising small business ventures arising from the initiatives to train young people on skills and entrepreneurship.

There have been no systematic attempts so far to trace and monitor trainees under the KAB or GYB/SYB modules beyond completion of their training, which precludes a more focused assessment of the impact of various trainings so far. Partner schools and training institutions, including TESCO (the organized group of GYB/SYB trainers formed by the project) would do well to undertake such systematic tracking of their alumni in order to assess their effectiveness. If necessary, separate budgetary resources should be provided for such tracer studies.

Overall, PYEP has managed to provide a model for packaged local-level interventions to enhance decent work opportunities for youth in its partner LGUs. This includes a model survey of youth conditions/attitudes; models for multi-stakeholders consultations and local level coordination; and role models for local leaders, PESOs, business organizations and other stakeholder groups. Once fully documented (as the project has indeed been undertaking), this knowledge base could provide a valuable resource/toolkit to guide other LGUs in addressing the challenges to youth employment in their respective localities.

5.2.4 Research, knowledge management, and advocacy

Knowledge materials generated by the project have been well-received

One of the four key strategies of PYEP was to address the need for wider public information, education and communication on youth employment as a public policy concern. Thus, among the concrete outputs of the project were various studies and papers commissioned with known experts and advocates in the field, which have, in turn, helped to inform the advocacies undertaken by the various PYEP partners in the course of fulfilling their own respective roles in the project.

The feedback on this has been generally positive; the series of policy research activities undertaken through the project have been commonly described as "useful" by those interviewed. Government and non-government partners expressed appreciation for the studies and indicated that these helped them properly contextualize their work towards improving youth employment opportunities. The audience of these knowledge materials may be extended to members and staff of the legislature, if not already done so, as they play an equally crucial role in crafting policies that bear on youth employment.

Meanwhile, the other important component of the knowledge materials to be generated by PYEP is the documentation of various project components, especially the demonstration programmes, as learning

materials for similar initiatives in the future. This remains a continuing activity inasmuch as most of these demonstration programmes have only recently been completed, with some still being finalized.

5.3 Stakeholder buy-in, support, and participation

5.3.1 There appeared to be inadequate “buy in” by concerned national government agencies for the project

Apart from the lack of inter-agency coordination at the national level noted earlier, it was apparent that key national government agencies with important roles to play in youth employment concerns lacked adequate “buy in” into the PYEP project, especially at higher levels. The lack of a policy-level or technical-level inter-agency steering body as noted earlier may have been instrumental in the apparent weak ownership for the project not only by NYC, but also even by DOLE and the other government agency partners involved. Indeed, officials interviewed variously described the project as “donor-driven,” “supply-driven,” or “manager-driven,” reflecting a sentiment that the project configuration had been pre-determined, perhaps because it was part of a wider international initiative by ILO.

As also noted earlier, very few of the project partners interviewed seemed to be aware of PYEP in its overall scope and coverage; most were only familiar with their own specific involvement in the project. Thus, outside of the project management and members of the inter-agency technical working group (i.e. on the DWCP), hardly anyone else involved in the project appeared to know what the entire project was all about.

5.3.2 Despite its mandate, NYC involvement in the project was weak, especially in the latter stages of the project

As mentioned earlier, NYC involvement in PYEP was weak. While it would seem logical to expect a prominent role for the National Youth Commission in the project, NYC’s participation appeared minimal, especially in the latter part of the project’s duration. There may be at least four reasons for this:

1. *Lack of involvement by NYC officials at the policy level.* As discussed earlier, lack of a policy-level inter-agency project steering body may have been instrumental in the apparent weak ownership for the project by NYC, along with other government agency partners involved. To be fair, one of the former commissioners reportedly had a strong involvement in PYEP activities in the early phases of the project. However, the same level of interest and participation appears not to have been sustained to the latter stages of the project, especially after the change in NYC’s leadership (discussed further below).
2. *Youth entrepreneurship vs. employment?* Interviewed NYC officers, while not having been directly involved in the commission’s participation in the project from the outset, opined that the commission’s lack of “buy in” may have been partly due to the fact that NYC had beforehand embarked on youth entrepreneurship as its primary economic strategy for the youth. In their view, PYEP’s thrust for youth *employment* may have been (erroneously) perceived early on to be not completely aligned with NYC’s thrust for youth *entrepreneurship*. This may have led to the commission’s lack of interest in PYEP. Ironically, PYEP in fact leans heavily towards youth entrepreneurship in its project interventions as the way to promote employment of the youth, especially in its training components (i.e. via GYB/SYB and KAB).
3. *Different priorities of NYC (and SK) leaders.* There appeared to be a common sentiment that the SK members and the NYC leaders placed greater emphasis on more concrete, high visibility (and high political payoff!) initiatives, especially projects, and were less interested in policy-oriented work. This is seen as yet another possible reason why interest in PYEP by high NYC officials and SK members was either weak or non-existent.
4. *Change in leadership at NYC.* There was reportedly much stronger interest and involvement in the project from NYC even at the commissioner level in the project’s early stages, and under the previous leadership of the Commission. Unfortunately, the change in leadership that happened midway through the project also led to a significant diminution of the level of involvement, interest, and possibly even of awareness, for the project. The (former) project management team

admits that securing “buy in” from the new NYC leaders via direct representations was not seen to be worth the time and effort required. It was deemed more useful to focus efforts on the tangible initiatives on the ground so as to eventually gain attention and support from the policy level, i.e. take advocacy from the bottom up.

Notwithstanding the above, this is not to say that the project’s approach had been faulty; indeed—and as indicated above—it is this evaluator’s opinion that the four-pronged approach undertaken by PYEP has been quite appropriate and well-conceived. Still, it may have been more successful had high-level officials (if not the principals themselves) of the involved government agencies been given the opportunity to provide guidance as to the shaping of the project at the outset—or at least made to feel they were consulted—in order to secure a stronger sense of ownership of it. This may be a lesson for any future initiatives/projects to be undertaken to follow up on PYEP’s achievements.

5.4 Barriers to successful implementation

Challenges faced by the project in the course of its execution have included the following:

5.4.1 Lack of ownership and accountability for project outcomes

As discussed at length in the previous section, there appeared to be a weak sense of ownership of the project among the various project partners. Most of the partners seemed to regard themselves more as beneficiaries of ILO assistance rather than as accountable partners in the pursuit of project goals and outcomes.

5.4.2 Reassignment of teacher-trainees

In some cases, teachers who had been trained on the KAB modules were no longer teaching the TLE course, having been reassigned to other locations (e.g. as seen in Guimarães) or given other responsibilities (e.g. as seen in Angono). This has undermined the benefits from the training investment made in these teachers, suggesting the need for more careful identification and screening of teacher-trainees. For example, it was admitted by one school officer interviewed that there had been no deliberate or systematic basis for choosing which of their teachers went to which training offered them (including training mandated by the DepEd itself). Instead, this had mainly been determined on the basis of who was available or dispensable at the given time required. This should be addressed in any future programme of this nature.

5.4.3 Changes in political leadership

The problem created by the change in leadership in the NYC has already been discussed above. Similarly, the change in political leadership in the municipalities of Angono and Concepcion had dramatic consequences for the effective execution of the demonstration programmes undertaken in those municipalities. In particular, the new leaders felt no strong ownership of a programme that had been associated with their political predecessor, forcing the municipal planning coordinator to take on the greater burden of seeing the programme through to completion.

5.4.4 Beneficiary attitudes

As reported by some teachers interviewed, the project encountered cases where youth beneficiaries appeared unappreciative or uninterested in entrepreneurship training. There seems to remain a prevalent preference for employment rather than entrepreneurship, as the former is commonly perceived to be more stable and secure, whereas going into business is perceived to be risky and uncertain.

5.4.5 Hurdles to entrepreneurship

The traditional hurdles to small enterprise development—namely access to financing, technology, raw materials, and markets—were the same obstacles faced by young entrepreneurship trainees under the project. These are broader constraints that the PYEP project itself is not equipped to address, but require the necessary policy environment and effective government measures in order to be overcome.

5.4.6 LGUs' lack of interest to promote government incentives to small enterprises

Still another hurdle to wider entrepreneurship has been the basic reluctance of local governments to promote or implement various incentives to small businesses provided by law, especially under the BMBE Law. One local government officer candidly admitted that these fiscal incentives were seen as a revenue loss by the LGU (reflecting a seeming short-sightedness with regard to the offsetting benefits of wider entrepreneurship). On the other hand, another claimed that their reluctance was more due to a concern for adherence to the Minimum Wage Law, exemption from which is among the incentives granted by the law for micro-enterprises (reflecting a debatable bias towards the income of the employed against the welfare of the unemployed). Future interventions to follow up on PYEP's gains may do well to include a component to better "educate" LGUs on addressing these tradeoffs.

5.4.7 Dole-out mentality

The usual problem of low repayment commonly seen in government-sponsored and government-implemented credit programmes has hampered more sustainable assistance to young entrepreneurs through the project. Thus, it is important that whatever seed financing provided to entrepreneurship trainees by the project be coursed through a non-government partner and not be perceived to be coming from the school, the government, or a foreign donor.

5.4.8 Sub-optimal implementation of KAB

As currently implemented in the pilot high schools, KAB is offered merely as one of the electives available to high school juniors or seniors apart from the industry specializations offered under the TLE course. Hence, only a fraction of the high school students actually undergo the KAB training. The KAB module needs to be offered eventually to all high school students by spreading its modules through all four-year levels as an integral component of the TLE course, which was reportedly the original intention. Negotiations must continue with DepEd to optimize the usefulness and impact of KAB on high school students.

5.5 Gender dimension of project components

5.5.1 Sex-disaggregated data is relatively accessible for project initiatives

Data required to support initiatives for youth employment and entrepreneurship are now usually available in a form that makes possible disaggregation by gender, particularly within the policy environment set by the Women in Development and Nation-Building Act (*RA 7192*) since the early 1990s. Government statistical bodies, led by the National Statistical Coordination Board (NSCB), have since been routinely disaggregating relevant data by sex, thereby permitting analysis of the gender dimension in youth employment, among other development concerns.

5.5.2 Access to women has been generally open and equitable for PYEP trainings, meetings, and demonstration projects

The various project activities, ranging from studies, meetings, and consultations, trainings and demonstration projects have been equally accessible to both women and men. There was no evidence observed of any gender bias in the design or execution of various project elements or activities. Even training in traditionally male dominated skills (e.g. welding) has been readily available to women.

5.5.3 Gender integration remains a challenge for PYEP partners

There remains scope for consultants, partners and stakeholders to further understand and apply gender analysis in the conduct of studies, planning of appropriate interventions, and identifying appropriate responses to issues and concerns with a gender dimension. Subtle gender biases continue to come through in discussions and project reports, reflecting the need for more gender consciousness training among project partners. This is a general issue that is by no means confined to the PYEP project, and requires continuing efforts on public education and understanding on gender integration in development work.

5.6 Impact and benefits accrued to the target groups

5.6.1 PYEP's positive impacts on target youth have been evident

The positive impacts of the various elements of the PYEP project on youth beneficiaries that had been targeted for assistance have been palpable, although largely anecdotal. These are manifested in observations such as the following:

- discernible change in attitudes of KAB alumni, i.e. more favourable predisposition towards entrepreneurship;
- KAB students practicing what they are learning, by running and actually earning from a small enterprise within their school (e.g. Sta. Theresa in Guimaras);
- KAB graduates cited by their former teachers as being actually engaged in business;
- higher acceptance rate for call centre jobs among the Marikina PYEP trainees;
- evidence of changed (i.e. more positive) attitudes and values among trained OSYs (Davao City);
- high level of enthusiasm among GYB/SYB trainees in Concepcion, many of whom are actually running their own tourism services business under the Municipal Tourism Office;
- actual placement of skills trainees under the project, including in overseas jobs;
- high level of motivation among KAB teacher-trainees and TESCO members (GYB/SYB corps of trainers); and
- strong demand for the Jollibee/STEAM programme for the employment of hearing-impaired youth.

Given the limited time (two years) and resources that PYEP had been able to harness, the project from the outset could only hope to be catalytic at best. Given the multi-stakeholder partnerships that the project has fostered especially at the local level, follow-on benefits are quite likely as local governments and civil society groups appear committed to take on the responsibility of continuing the initiatives begun under the project.

6 Recommendations

It is strongly urged that ILO seek support for a follow-on project, in order to optimize the achievements already made, to sustain the momentum already achieved among project partners at the national and local levels, and to widen the coverage of the project initiatives to cover other areas of the country with strategic importance in promoting youth employment.

The foregoing discussion has yielded a number of concrete recommendations arising from various findings and observations made in the course of the evaluation. These recommendations are directed at any future initiatives that ILO and/or its PYEP partners may undertake to build on the gains of PYEP:

6.1 Foster stronger ownership among partners in future follow-on initiatives

Project partners need to feel a concrete stake in a project from its inception to its implementation. This is essential to having strong support and accountability from the partners. Deliberate efforts to foster such ownership and “buy-in” must be undertaken in future similar initiatives for youth employment.

6.2 Establish an inter-agency/multi-stakeholder coordinative mechanism

Instrumental to securing stronger ownership or “buy-in” among partners in a project initiative is the establishment of a mechanism that facilitates such buy-in while providing a venue for coordination. Inter-agency and multi-stakeholder coordinative bodies (e.g. a policy-level steering committee and a technical working group) would be useful for the purpose of overseeing project implementation.

6.3 Strengthen training on values and attitude development

Training in skills must be complemented with values formation and attitude development to enhance both the employability and potential for successful entrepreneurship among youth trainees. This component of training deserves a substantial share of total training time, and should not be regarded merely as an auxiliary component of the training programme.

6.4 Strengthen the identification and screening of teachers to be trained on KAB

While it is the prerogative of pilot schools to designate the teachers who undergo training in KAB (as well as GYB/SYB) it may be useful to inquire into their criteria and procedure for selection. The objective is to minimize—if not avoid entirely—situations wherein trained teachers are reassigned to other duties and taken away from teaching the TLE course, within which the KAB modules were applied.

6.5 Move towards optimizing the use and application of KAB in high schools

To maximize their usefulness, the KAB modules would best be offered in phases to all high school students starting from first year to the fourth, and not as a mere elective within the TLE course at the third or fourth year. The modules that range from fostering entrepreneurship appreciation to building entrepreneurship skills and tools are designed to be offered in a logical sequence spanning all four years in high school, integrated within the TLE course. The key to effecting this change is the cooperation of the DepEd.

6.6 Build in tracer/monitoring studies on beneficiaries in future projects

Stronger assessment of the effectiveness of interventions for youth employment requires a systematic tracking and monitoring of beneficiaries (i.e. trainees). To this end, tracer studies on former beneficiaries of training programmes could be built into the budget of future similar project interventions.

6.7 Consider providing transport assistance to trainees up to job application stage

Where transport costs become an impediment to availment of training opportunities and/or to pursuing career opportunities after capacity-building interventions, a mechanism may need to be worked out to include support to youth beneficiaries to defray such transport costs. This may best be provided as a loan to be repaid once gainfully employed rather than as an outright grant, given the likely magnitude of resources needed for such support.

6.8 Course any seed financing assistance through non-government partners

Where provision of some loan financing assistance to youth entrepreneurship trainees is considered desirable, it is best to minimize the likelihood that such assistance would be perceived as a dole-out and hence lead to non-repayment. Coursing such financing assistance through a non-government partner (e.g. PYBF) rather than through the local government or the school would minimize the likelihood of such a perception.

6.9 “Educate” LGUs on the implications of the BMBE Law

The old “Kalakalan 20” Law⁹ and the more recent BMBE Law, both intended to promote micro-enterprises at the local level, have both been beset with the same difficulty of weak support from LGUs. There appears to be a need for stronger advocacy for LGU support to implement the incentives offered to qualified enterprises. Such support would complement PYEP-type interventions to enhance youth entrepreneurship and employment.

⁹ RA 6810 of December 1989 also known as the Magna Carta for Countryside ad Barangay Business Enterprises.

6.10 Align NYEAP with MTPDP 2005–2010 and PMTYDP 2005–2010

Finally, as work continues under DOLE’s leadership to formulate a National Youth Employment Action Plan (NYEAP), there must be a conscious effort to ensure alignment and consistency with both the MTPDP 2005–2010 in general and the PMTYDP in particular. There remains a need to tie together all government and non-government initiatives already identified in these plan documents, in a way that maximizes complementarities and synergies among the various partners involved.

7 Conclusions

For all its professed objectives, the PYEP project proceeded on a relatively modest budget and with a limited timeframe. As such, it was never meant to do more than undertake initial steps towards achieving the project goals, without expecting to fully attain them within the project’s life span. The work set out was clearly a challenging array of macro and micro interventions all geared to providing a conducive environment for expanding and improving youth employment in the Philippines, and making tangible contributions to such expansion.

After two years, it is fair to say that the project accomplished a great deal of what it had set out to do, notwithstanding some limitations and shortcomings. It has brought the importance of youth employment into the consciousness of key stakeholders, particularly relevant government agencies at the national and local levels, employer groups, trade unions, academe, and other civil society organizations. In so doing, it has fostered the emergence of champions for youth employment within its partner organizations and institutions. It has improved understanding of the issues and policy imperatives concerning youth employment among the key stakeholders. It has fostered improved communication across national government agencies concerned with youth employment, and has forged closer inter-agency and multi-stakeholder coordination at the local levels. At the same time, it has helped strengthen the capacity of project partners to undertake their respective roles in contributing to improved youth employment.

On the ground, it has helped provide opportunities for a number of youth beneficiaries to become better equipped for employment or entrepreneurship, and had indeed provided some of them with actual jobs and livelihoods. For most, if not all of them, the beneficiaries have been given a legacy for a lifetime whose benefits are likely to extend beyond themselves and on to their families.

The project’s accomplishments have been varied and somewhat disparate, but have been concrete and palpable. What the PYEP experience has demonstrated is that in the quest for a balanced top down-bottom up approach to the challenge of youth employment, efforts on the bottom-up approach can be more productive and rewarding when the challenges and constraints to the top-down approach are formidable. Indeed, in the end, the bottom-up initiatives may well prove to be the best way to achieve changes at the top.

PYEP is clearly just a beginning. It has managed to create a momentum that can be carried on by the project partners, with or without further project support. The challenge facing all the partners involved—the local governments, the partner NGOs, the schools and training institutions, the employer groups, trade unions, national government agencies, and the international development institutions involved (ILO and CIDA)—is to do what is necessary to ensure that this momentum will not be dissipated.

8 Appendices

8.1 Appendix 1: Evaluation questions

A set of guide questions was used as basis for interviews and focused group discussions with both Manila-based project partners and those in the demonstration project sites. These questions, grouped according to the four key result areas of the project, are as follows:

On the policy environment

- Has the project adequately identified policy bottlenecks/constraints that have impeded employment generation especially for the youth?

- How has the project facilitated national agency collaboration on youth employment concerns and programmes?
- Are mechanisms in place for information sharing, dissemination and networking for youth employment?
- What is the extent of involvement of social partners in the implementation and monitoring of the project?
- Is there an enhanced strategy or policy framework for implementing a national action agenda for youth employment?
- What were the lessons learned?

On institutional strengthening

- Have there been changes on how public, private and youth organizations work in terms of policy decision making and coordination of youth employment programmes?
- Are there changes in the way employers' organizations and trade unions deal with youth employment issues?
- Have local governments (especially in the pilot areas) taken any steps to more deliberately address youth employment concerns?
- Analyze the public employment service offices mechanisms in facilitating employment services for young people.
- Analyze the extent of involvement of the National Youth Commission and youth organizations in the implementation and monitoring of the project.
- What were the lessons learned?

On the demonstration programmes

- How were the demonstration programmes designed? Are they likely to be effectively replicated for maximum impact? Were youth groups/representatives consulted on the design of the sub-programmes?
- What is the strategy in implementing the demonstration programmes?
- What is the impact of the demonstration programmes in terms of skills and entrepreneurship development of young people; youth empowerment; and promoting decent work for young women and men?
- Were gender concerns well-captured in the demonstration programmes?
- What were the lessons learned?

On research, knowledge management, and advocacy

- Are gender-sensitive indicators for youth employment development and integrated in national development plans, UNDAF and national action plan for decent work?
- Does the project have a knowledge management strategy for its research outputs?
- Does the project have a youth employment communications strategy?
- Has the project been effective in advocating for and causing actual changes in the way key stakeholders (esp. government and business sectors) work?

Other relevant questions

- What are the other activities undertaken by the project aside from those indicated in the project outline? What is the value-added of these additional activities and their impact to achieving the project's objectives?
- What is the level of interaction between the Youth Employment Project and other SRO-Manila projects such as the IPEC programme, Mindanao projects, etc?

8.2 Appendix 2: List of persons interviewed for PYEP final evaluation

Date/Day	Name
05 Oct. 2007 (Friday)	<p>ILO Subregional Office Manila Maria Asuncion Ortiz, Ma. Teresa Cruz, and Margarita Simon PYEP Project Team</p>
09 Oct. (Tuesday)	<p>Davao City Demo Project Partners Conrado T. Hernaez Jr. Executive Director, Davao City Chamber of Commerce and Industry</p> <p>Mario Luis J. Jacinto, Crescencia del a Victoria, Loraida Fabro, and Gregorio Deligero Davao City Local Government Unit - Planning and Development Office</p> <p>Jaime G. Adalin and Mario S. Moit Davao City LGU - Cooperative Development Office</p> <p>Marilyn D. Agonia, Astred A. Cajés, and Jerry Sicat Davao City LGU - Social Welfare and Development Office</p> <p>Lilibeth D. Pantinopla Davao City LGU - Public Employment Service Office</p> <p>Araceli R. Guazon Davao del Sur Provincial Technical Education and Skills Development Authority</p> <p>Edna S. Pagasian, Roda Jane Abayata, Lester S. Parba, Dexter Hollanes, and Cristituto N. Lariosa, Youth Training Programme Scholars / Beneficiaries</p>
11 Oct. (Thursday)	<p>Department of Labor and Employment (DOLE) Ma. Theresa Soriano, DOLE Assistant Secretary</p> <p>Chita Cilindro, Director, Bureau of Women and Young Workers</p> <p>Helen Romero, Evelyn Dacumos, and Milbeth Cortez Officers, Bureau of Local Employment</p> <p>Training on Entrepreneurship Services Cooperative (TESCO) Harry Francisco and Mildred Agulo Members, Board of Directors</p> <p>Punla sa Tao Foundation Tina Galvez, Programme Officer</p> <p>Technical Education and Skills Development Authority (TESDA) Janet Abasolo (Officer In-Charge) and Jette Meneses TESDA - ECTSDD</p>
11 Oct. (Thursday)	<p>Trade Unions (TUs) Alexander Aguilar Asst. Sec. Gen., Trade Union Congress of the Philippines (TUCP)</p> <p>Allan Montaña President, Federation of Free Workers (FFW)</p> <p>Julius Cainglet Information and Training Officer and National Youth Conference Coordinator, FFW</p>

<p>19 Oct. (Friday)</p>	<p>ILO Subregional Office Manila Tugschimeg Sanchir Employers' Activities Specialist</p> <p>Employers Organizations Aniano G. Bagabaldo Vice President, Employers Confederation of the Philippines (ECOP) Chair, Employment Committee</p> <p>Francisco R. Floro Governor, Employers Confederation of the Philippines Board Member, Philippine Chamber of Commerce and Industry (PCCI) ECOP and PCCI Chair for Entrepreneurship and SME Development Committee</p> <p>Romeo Garcia, Jason Soriano, and Erwin Gile Research and Advocacy</p>
<p>22 Oct. (Monday)</p>	<p>Partners in Promoting Equal Opportunity Employment for Deaf Youth Cromwell Umali, (President), Rose Vergara (Executive Director), and Ojie Vergara STEAM Foundation</p> <p>Gisela T. Velasco, Executive Director, Jollibee Foundation</p> <p>Ricky Aguirre, Jollibee Foods Corporation</p> <p>Partners in Promoting Entrepreneurship amongst In/Out-of-School-Youth Carlo Calimon, Programme Manager, Let's Go Foundation</p> <p>John Baybay, Executive Director, Philippine Youth for Business Foundation</p> <p>Angono Demo-Project Partners Nancy Unidad, Angono Municipal LGU - Planning and Development Coordinator Angono LGU - Public Employment Service Office Staff</p>
<p>23 Oct. (Tuesday)</p>	<p>Marikina City Demo Project Partners Julie Borje, Marikina City LGU - Executive Director, Center for Excellence</p> <p>Thomas Aguilar, Jr., Marikina City LGU - City Planning and Development Coordinator,</p> <p>Gil Munar, LGU PESO Manager and Workers Affairs Office Head School and Private Sector Partners</p>
<p>24 Oct, (Wednesday)</p>	<p>ILO Subregional Office Manila Linda Wirth, Director</p>
	<p>CIDA –Manila Joseph Goodings, 2nd Secretary</p>
<p>29 Oct. (Monday)</p>	<p>Concepcion Municipality Demo Project Partners Rene Sobremonte, Concepcion Municipal LGU – Planning and Development Coordinator</p> <p>Mary A. Depalobos, Municipal Social Welfare and Development Office</p> <p>Wellet del Castillo and Jandie M. Fecudo, Local High School Principals, Department of Education</p> <p>Magelyn Balsamo and John Louie Mesias, Local KAB Teachers/ Facilitators, Loong National High School</p> <p>Beth Ferrarin (Executive Officer) and Luna Bela-oy (Finance Officer) Northern Iloilo Alliance for Coastal Development (NIACDEV)</p> <p>Romeo Lanciola and Gilbert Francisco Members, LGU Sanggunian Board/Legislature</p> <p>Susan Balsamo, Department of Interior and Local Government (DILG) – Local Operations Officer</p> <p>Guillermo Joefry, Jojie Balaga, Jelle Posadas, and Rejard Nabuan Youth/Students</p> <p>Israel Pasingalim, Pedjen Grace Arellano, Katherine Anne Ortilano, Jeraldine Eseller, and Florence Onate, Demo-Project Animators</p>

	<p>Emelinda Alona and Nelson S. Andrade Municipal Agricultural Office</p> <p>Tomas S. Callos and Dodo J. Sicad</p> <p>Agustin Garilva, Local Entrepreneur, Former Sanggunian Board Member</p>
30 Oct. (Tuesday)	<p>Province of Guimaras Partners</p> <p>Jaime G. Sequio, President, Guimaras Chamber of Commerce and Industry</p> <p>Rebecca C. Tubongbanga, Guimaras Food Processors Association</p> <p>Ruben B. Corpuz, Former Chief, Provincial Economic Development Office President, Rotary of Guimaras, Certified GYB/SYB</p> <p>Amalia B. Gabion, Provincial LGU – PEDO – Trade and Investment Promotion Certified Trainer for GYB/SYB and GET AHEAD</p> <p>Lennie Gonzaga, Provincial LGU – PEDO – Trade and Investment Promotion</p> <p>Maria Elena Medina and Marcelino Talagon Provincial LGU – PEDO – Manpower Development and Employment Generation</p> <p>Nino Herrera, Shimy T. Gabutin, and Beulah Lynn Garlan Provincial LGU - Social Welfare and Development Office, LGU - PESO</p> <p>Jimmy S. Baban (Coordinator) and J. Bola Provincial Planning and Development Office</p> <p>Gualberto C. Galia, Guimaras Environment and Natural Resource Office</p> <p>Emma Lagros, Provincial Office - Department of Trade and Industry (DTI)</p> <p>Luzvi Sumayo, Provincial Office - Technical Education and Skills Development Authority (TESDA)</p> <p>Ma. Luz S. Limbaga, Provincial Office - Department of Science and Technology (DOST)</p> <p>N. Garanga</p>

Note: ILO officials formerly assigned at SRO-Manila (Mr Aurelio Parisotto) and the Project (Mr Camilo Casals) gave their feedback on the project through written/emailed comments and telephone interview.

8.3 Appendix 3: List of invitees/participants for PYEP evaluation workshop

12 November 2007

AIM Conference Center, Makati City

CIDA

Mr Joseph Goodings, 2nd Secretary, CIDA

Government

Asst Secretary Ma. Teresa Soriano, DOLE
Ms Chita Cilindro, Director, DOLE-BWYW
Ms Ahmma Charisma L. Satumba, DOLE-ILS
Ms Milbeth Cortez, DOLE-BLE
Mr Donald Abear, DOLE-BLE
Dr Ricardo de Lumen, Department of Education
Ms Violeta Esguerra, TESDA
Ms Jette Meneses, TESDA
Ms Grace Buasen
Mr Abdulkani Lakibul, National Commission of Indigenous Peoples

Local Government Units

Engr Rene Sobremonte, MPDO, Municipality of Concepcion, Iloilo
Engr Jimmy Baban, PPDC, Province of Guimaras
Ms Amalia Gabion, PEDO, Province of Guimaras
Engr Ruben Corpuz, Rotary, Province of Guimaras
Ms Julie Borje, CENTEX, Marikina City LGU
Mr Gil Munar, PESO, Marikina City LGU
Engr Josephine Antonio, CPDO, City Government of Dumaguete
Ms Rosemary Gonzales, City Government of Dumaguete
Ms Nancy Unidad, MPDO, Municipality of Angono
Ms Helen Fernandez, Municipality of Angono
Ms Merdeka Mongcal, Municipality of La Castellana
Ms Cresencia dela Victoria, City Government of Davao
Ms Loraida Fabro, City Government of Davao

Employers

Atty Vicente Leogardo, Jr., ECOP
Atty Aniano Bagabaldo, ECOP
Mr Francisco Floro, ECOP
Mr Erwin Gile, ECOP
Mr John Walter S. Baybay, Executive Director, PYBF
Ms Grace Morella, PCCI

Labour

Ms Gillian Dopa, TUCP
Mr Antonio Asper, Exec. Asst. on External Affairs to the FFW President
Mr Julius Cainglet, FFW

Implementing Partners and OYH

Ms Sarah Redoblado, ALTERPLAN
Ms Ma. Theresa Jotie, AVP/Human Resources Development, Jollibee Foods Corporation
Ms Gisela Velasco, Jollibee Foundation
Mr Cromwell Umali, STEAMDP Foundation, Inc.
Ms Rose Vergara, STEAMDP Foundation, Inc.
Mr Ojie Vergara, STEAMDP Foundation, Inc.
Ms Emsie Reyes, Voice of the Youth

International Organizations

Mr Ricardo Casco, International Organization for Migration
Ms Evangeline Arcilla-Ang, UNAP/UNIC

External Service Providers

Dr Fernando Aldaba
Dr Rene Ofreneo
Dir Jude Esguerra
Prof Jay Bernardo
Mr Carlo Calimon
Mr Alexis Ledesma
Mr Camilo Casals
Mr Eugene Gonzales
Dr Cielito Habito, External Evaluator
Ms Ella Antonio, External Evaluator's Associate

International Labour Organization

Director Linda Wirth
Deputy Director Keiko Niimi
Ms Uma Sarkar, Evaluation Manager
Ms Chingee Sanchir, Employers Activities Specialist
Ms Ma. Concepcion Sardana
Ms Lourdes Kathleen S. Cacho
Ms. Maria Asuncion Ortiz, NPC
Ms Ma. Teresa Cruz
Ms Marge Simon
Ms Gloria Fabian
Ms Maila Fuellas
Ms Gwen Fabros

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)
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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)

Promoting youth employment in the Philippines: policy and action project. A final independent evaluation report

This independent evaluation report examines the conduct of the promoting youth employment in the Philippines (PYEP) project over its two year time frame based on a number of key focal points: the validity of the project assumptions, achievement of objectives, stakeholder buy-in and support, barriers encountered to project implementation, the gender dimension and the impact as well as benefits that had accrued to the target group.

The evaluation concludes that the general approach was both valid and well-conceived but that the two-year life of the project was too short to achieve all the expected outcomes. While PYEP succeeded in focusing on youth employment as a separate issue from that of the adult population, and in doing so developed champions for youth employability in key agencies. The report notes that inter-agency and multisectoral coordination was much more successful at the local rather than at the national level. A problem that reared up time and again was the “handout” mentality rather than that of “empowerment” that informed attitudes of many participants. Support from the traditional tripartite partners of ILO was inadequate and despite its mandate for addressing youth concerns, involvement by the National Youth Council was weak, especially after a change in NYC leadership.

Despite a number of shortcomings, the positive impact of the PYEP project on youth beneficiaries targeted for assistance was palpable. One major achievement was the commitment of local government leaders and civil society groups which both appear committed to take forward the initiatives begun under PYEP. The evaluation ends with a set of recommendations for further work in this area.

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