

***FINAL DRAFT***

**Mid Term Evaluation – Youth Employment  
Programme (YEP), SAMOA**

**One-United Nations, Samoa**

**In Collaboration with**

**The Ministry of Women, Community and Social  
Development**

**31 OCTOBER 2017**

## Table of Contents

|   |     |
|---|-----|
| ACRONMS.....  | iii |
| EXECUTIVE SUMMARY .....   | iv  |
| 1. Background .....   | 9   |
| 1.1 Overview .....  | 9   |
| 1.2 The One-UN Youth Employment Programme and the Mid-Term Evaluation .....           | 9   |
| 1.3 Objective and Scope of the Evaluation.....  | 10  |
| 1.4 Methodology.....  | 11  |
| 1.4.1 Theory of change.....   | 11  |
| 1.4.2 Assessment by Evaluation Criteria .....   | 11  |
| 1.4.3 Sources of information .....  | 12  |
| 1.5 Data collection and analysis .....  | 12  |
| 1.6 Performance and ethical standards .....   | 13  |
| 2. Summary of Findings.....   | 2   |
| 2.1 Relevance .....   | 2   |
| 2.1.1 Contribution toward higher level development changes.....                       | 2   |
| 2.2 Programme design.....   | 2   |
| 2.3 Implementation/Efficiency .....   | 3   |
| 2.4 Effectiveness .....   | 6   |
| 2.5 Sustainability .....  | 6   |
| 2.6 Gender equality and women empowerment .....                                       | 7   |
| 2.7 Innovation .....  | 7   |
| 2.8 Lessons Learned.....  | 8   |
| 3. Summary of Key Recommendations.....  | 9   |
| 4. Summary of Achievements, Challenges, Opportunities and Recommendations .....       | 13  |
| 5. Conclusions and Recommendations.....   | 18  |
| 5.1 Conclusions.....  | 18  |
| 5.2 Recommendations.....  | 20  |
| BIBLIOGRAGHY .....  | 22  |
| ANNEX 1: TERMS OF REFERENCE .....   | 23  |
| ANNEX 2: ONE-UN YEP EVALUATION CRITERIA CHECKLIST.....                                | 25  |
| ANNEX 3: PERSONS MET AND SCHEDULE OF MEETINGS HELD DURING THE MTE<br>FIELD PHASE..... | 33  |

## ACRONMS

|        |   |
|--------|---|
| AWPs   | Annual Workplans                                    |
| CoC    | Chamber of Commerce and Industry                    |
| CSD    | Community Sector Development                        |
| CSSP   | Civil Society Support Program                       |
| FAO    | Food and Agriculture Organisation                   |
| ILO    | International Labour Organisation                   |
| M & E  | Monitoring and Evaluation                           |
| MCIL   | Ministry of Commerce Industry and Labour            |
| MoF    | Ministry of Finance                                 |
| MTE    | Midterm Evaluation                                  |
| MWCSD  | Ministry of Women, Community and Social Development |
| NGO    | Non Governmental Organisation                       |
| NSC    | National Steering Committee                         |
| NYVS   | National Youth Volunteer Service                    |
| PMU    | Programme Management Unit                           |
| PPP    | Public Private Partnerships                         |
| PSET   | Post School Education Training                      |
| SBEC   | Small Business Enterprise Centre                    |
| SDGs   | Sustainable Development Goals                       |
| SNAP   | National Youth Employment Action Plan               |
| SNYC   | Samoa National Youth Council                        |
| TAT    | Technical Assistance Team                           |
| UNDP   | United Nations Development Programme                |
| UNESCO | United Nations Educational and Scientific Council   |
| UNRC   | United Nations Resident Coordinator                 |
| UNV    | United Nations Volunteers                           |
| WIBDI  | Women in Business Development Incorporated          |
| YEN    | Youth Employment Network                            |
| YEP    | Youth Employment Programme                          |

## EXECUTIVE SUMMARY

### A. Summary of Findings

#### Relevance

##### Contribution toward higher level development changes

A.1 Despite existence of challenges, the One UN YEP is a good example of UN collaboration, with opportunities for scaling up joint planning, monitoring and implementation of prioritized interventions. The UN has correctly identified the components of the Youth Employment Programme which are highly relevant to national development and transformation and in line with Samoan national development priorities. The YEP is aligned to the National Youth Policy (2011 – 2015) and National Youth Employment Action Plan (SNAP); and the draft follow up National Youth Policy (2016 – 2020). The YEP is relevant to the UN-wide development focus and SDG 8: *'Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all'*; and also fully aligned to the overall UN goals and feeds into the United Nations Development Framework at national and regional level. The active support and leadership of the UN Resident Coordinator was pivotal in demonstrating an effective response to the request of the Government to the United Nations system for greater joint programme delivery to address youth unemployment.

#### Programme design

A.2. The outcomes, outputs and targets in the logframe are clearly defined but somewhat ambitious for the short duration of the YEP implementation. The YEP is ambitious in the plans to achieve the specified outputs and outcomes in the 2 year timeframe provided for in the technical and administrative provisions of the programme, even with optimal implementation context in place. The outputs and outcomes require at least 5 years to achieve, in view of the complexity of the challenges being tackled.

A.3 Programme design has also not reflected the changes that have occurred through the restructuring of the MWCSD, which 'put on hold' the National Youth Policy process, in favour of the Community Sector Development Plan. YEP was still heavily anchored on the original programme design though changes to implementation modalities have occurred, with the restructuring of the MWCSD, which made youth employment, gender equality and disability cross-cutting issues. The Evaluation notes that the CSSP which was supposed to meet funding requirements for the YEP was unable to meet that undertaking. The reason for this inability has to do with challenges encountered within the CSSP institutional set up. The constraints faced retarded progress for youth employment initiatives which were planned in the AWP. This development was not favourable to the sustainability of the YEP in the medium to long term.

In the design, there is also need for an evidence based M & E to track achievement of key results, with stronger linkages with other key policy development processes, advocacy and legislative reforms required to move youth employment forward.

#### Implementation/Efficiency

A.4 Implementation progressed at a slower pace than was planned in AWP, with YEP being over 15 months behind, though activities have been fast-tracked during the last 12 months up to September 2017. This has resulted in the emergence of opportunities as well as challenges, or problems. Because of delays in YEP implementation, in some cases processes

requiring more time to consult stakeholders have been short-circuited, affecting the quality of the outcomes.

**A5 Special youth internship training and decent job placement:** The YEP has made commendable progress in mounting the youth internship and decent job placement. A fair gender balance has been achieved in ensuring a good balance between young women and men for the Internship scheme. At least 30 out of the 51 (59 percent) who graduated the internship programme, are employed on full-time basis, in hotels, restaurants, catering, tourism industry, and much less in other sectors, including agri-business value chains, where a less than desirable number of youth were identified and supported.

#### **Savaii Cocoa – Climate Change and Disaster Resilience**

**A6** Reasonable progress has been achieved, with capacity building of half a dozen youth, through a local PPP, and provision of equipment for the value chain. More synergised approach between YEP stakeholders, namely, UNDP and FAO inputs to the value chain development is foreseen, with the involvement of other local private sector champions and promoters, as appropriate.

#### **Post-school education training (PSET)**

**A7** Having identified career establishment gaps for the youth, the YEP sought to strengthen career development services for post secondary school, technical vocational education training (TVET) and out of school youths. The YEP plans were to place 40 secondary/PSET beneficiaries and 60 unemployed youth under the internship programme in the public and private sectors in the 2016/17 AWP. During the reference period, 69 unemployed youth (49 percent of the target for the period) were placed under the internship programme, in both Upolu and Savaii. Out of these, 24 young men and 45 young women were placed under the internship scheme.

**A8 Micro and small enterprise development; small business incubator:** The preparatory phase was completed but remained somewhat over-ambitious in terms of time allocated to complete key tasks to achieve specific outputs. The SBI roll-out phase hinged on successful fundraising efforts. Progress in the preparatory phase was curtailed due to a lack of decisive leadership in moving processes forward through the use of agreed implementation modalities and existing government resources at the time. Specifically, the inability to mobilise funding through the CSSP posed a major set-back to financial mobilisation and deployment for the YEP. Furthermore, the unforeseen reform process in the MWCSO did impact on progress by scaling down progress which could otherwise have been achieved during the YEP implementation period.

**A9 Resource allocation and timeliness of provision of inputs:** Partly due to the challenges associated with the restructuring encountered at the MWCSO, the Programme Management Unit staff was not fully constituted with only the Programme Manager in place for much of the implementation period, with no M & E officer, no Economic Empowerment Officer. Although the rate of utilisation of funds was relatively high overall, above 70 percent, between 2016 – 2017, there was need for more strategic deployment of the financial resources, overall, with a more established PMU. This resulted in some processes being unable to observe due diligence at implementation and monitoring levels, creating some gaps.

**A10** The role of the Samoan National Youth Council has been below expectation, with the need for rapid turnaround of the SNYC to take more ownership and leadership of the youth development agenda. There was organisational ineptitude at the SNYC, which resulted in

organisational under-performance, a situation which also contributed to the under-achievement of the technical support team placed there by the UNDP.

### **Effectiveness**

A11 The involvement of a large number of partners, Government, UN Agencies, MWCSD, MCIL, SBEC, CoC, SNYC and others, reflects the wide variety of stakeholders required to take the youth employment development agenda forward. Policy advocacy, legislative reforms, dialogue, on youth employment, transformation of the informal sector, sector level, macro level reforms, including issues of financial inclusion, are key to employment creation and had not been fully factored in the YEP development and implementation mechanism. This created some policy development gaps in a key outcome area of the YEP.

### **Sustainability**

A12 The Midterm Evaluation notes that the National Youth Policy (2016 – 2020) was still in draft form, remaining an unfinished business due to the SNYC not being fully functional. The SNYC was dogged by human resources capacity gaps and organisational challenges in the implementation arrangements; making the organisation largely ineffective to achieve its mandate.

A13 The alignment of the National Youth Development Agenda, SNYC, SNAP, CSP was not adequate due to the absence of a coherent financial resource mobilisation strategy and implementation arrangements which were linked effectively to delivery of the outcomes. Linkages between the YEP and National Youth Service Volunteer Scheme, Youth Employment Fund, stated in the programme document had not been articulated well, posing a sustainability constraint, especially in the post-YEP phase. In view of the challenges encountered with the lack of funding from the Civil Society Support Programme, which had been promised, a renewed thrust to pursue funding from the CSSP for the start-up of the Youth Employment Fund can incorporate Public Private Partnerships (PPPs), contributions from willing development partners and a search for more innovative strategies than has been the case during the implementation of the YEP.

A14 The facilitation of policy dialogue, development of legislative instruments for a truly empowered process, technical capacity development, organisational development had not been fully articulated since these were not prioritised in the YEP implementation because of emphasis on downstream project activities.

### **Gender equality and women empowerment**

A15 The key components and sub-components of the YEP demonstrated a fair degree of measures to tackle gender equality issues and women empowerment. There is, however, room for improvement to enable implementation and development of a monitoring and evaluation system that is truly results based, with a view to setting in motion a mechanism that is pro-active on gender equality, giving guidance in dealing more effectively with gender issues.

### **Innovation**

A16 The youth employment programme has various components, from the E-Youth Hub, which required substantial skills and capacity development of the youth on ICT; the internship programme, targeting PSET and out-of-school youth, organic farming and cocoa export, training of young chefs and technicians, arts and crafts, etc. The internship programme involved 10 weeks of on-the job attachment in different work environments and sectors, as well as the small business incubator without walls support initiative. The YEP has a solid innovative thrust, with a high potential to influence the creation of sustainable jobs for the