

Children and Youth Foundation of the Philippines (CYFP) At Five Years An Analytic Case Study October 1999



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INTRODUCTION

The Children and Youth Foundation of the Philippines (CYFP) was created in September of 1993 through an affiliation agreement between two U.S. based foundations—the Consuelo Zobel Alger Foundation and the International Youth Foundation (IYF). CYFP is a private, non-profit organization “committed to improve the conditions, prospects and quality of life for marginalized Filipino youth.” CYFP became a fully owned subsidiary of the Consuelo Foundation in 1995.

CYFP reflects a blending of the values and practices of its parent organizations. These include: focusing on marginalized youth from age five through twenty, identifying and supporting programs that work in the context of their communities, building capacity and sustainability among its Partners, fostering networks of youth-serving organizations and creating visibility for children’s issues and solutions to their problems.

The purpose of this report, sponsored by the International Youth Foundation, is to determine the key characteristics, accomplishments, strengths, and weaknesses of CYFP since its inception in 1993. Challenges and options for the future are also offered. The overall intent of this evaluative case study is learning. Hopefully, the report will be useful to CYFP and IYF as they seek to better understand how the general principles and practices shaping their efforts have worked and what has been accomplished by CYFP in the Philippines during the five-year period from late 1993 to late 1998.

Report Purpose

The report is organized into the following six sections. **First**, the evaluative case study methodology will be described as part of an overall IYF evaluation plan. This overview will describe: 1) why the case study approach was chosen for the Philippines, 2) the basic data collection plan including the grantee sampling plan, 3) the limitations of the methodology and 4) the appendices that support a more detailed understanding of the methodology. **Second**, key characteristics of the Philippines affecting the Foundation will be identified. Economic, governmental, geographic and cultural aspects of the country will be described. One section describes the situation of children and youth in the mid-1990s. The **Third** section of the report offers an overview of CYFP and its evolution over the last five years. The influence of its two parent organizations on its development will also be identified.

Report Organization

Information for the three sections identified above was developed from various IYF and CYFP documents and relatively unstructured background interviews. The following sections incorporate data from relatively structured interviews conducted in the Philippines in September 1998.

Fourth, CYFP’s major accomplishments and impacts nationally, on its grantees and on the lives of children will be identified. The **fifth**

section describes CYFP's major strategies and activities in more detail. The current importance of these strategies in the minds of staff members and grantees will be described. An assessment of its current performance from the perspectives of national leaders, the staff, grantees, and representatives of the youth-serving non-profit sector over the last five years will be offered. The chapter concludes with six challenges for the future, some options to consider and some points to ponder. These are born from both the interviewees and the evaluator's observations. **Lastly**, the case study is summarized and conclusions about its impact are offered.

EVALUATION METHODOLOGY

The CYFP evaluative case study is part of a comprehensive International Youth Foundation evaluation plan. The plan was developed interactively with many stakeholders and adopted in early 1998. The development of the plan was directed by John A. Seeley, Ph.D. who is president of FERA (Formative Evaluation Research Associates). FERA is an independent evaluation research firm located in Ann Arbor, Michigan with twenty five years of experience evaluating social and educational programs both in the United States and other countries.

The evaluation plan is guided by six evaluation questions. The six evaluation questions are:

1. To what extent and in what ways have children and youth benefited developmentally because of the efforts of IYF and its Partners?
2. To what extent and in what ways are IYF and its Partners effective in their efforts to influence the priority setting process and to influence investment in children and youth?
3. To what extent and in what ways are IYF and its Partners effective in leveraging funds to increase philanthropy, especially WKKF incentive funds?
4. To what extent and in what ways is the Foundation-like organization (FLO) model an effective one, e.g., adds value and is an efficient and sustainable approach for creating positive development outcomes for children and youth?
5. To what extent and in what ways are IYF and its Partners an effective, efficient and sustainable model for creating positive developmental outcomes for children and youth?
6. To what extent is IYF concentrating its resources on its most effective strategies and programs and giving up less productive ones?

Key Questions

The plan also includes four levels. Level 1 provides basic description of IYF and its Partner's activities, products and the quantity and characteristics of youth served. Level 2 is self assessment. Level 3 (independent assessments of IYF's and its Partners' major strategies) was intended as the level through which country case studies would address the major evaluation questions. Level 4 focuses on measuring youth outcomes.

Evaluation Levels

The evaluative case study method (see Appendix 1 for a summary of the method) was chosen because its largely qualitative methods emphasizing the synthesis of information from many data sources fit

the task well. The steps in the design and implementation of the case study are described below.

In addition to the questions above, the case study was guided by IYF's theory of change. The theory suggests that if IYF and its Partners make a strong case for children and youth, if they increase investments for children and youth, if they build networks and support youth serving organizations, and if they strengthen programs serving youth, then youth outcomes will increase and more youth will benefit. This case study examines the ways in which CYFP uses this theory.

The evaluation is guided by theory and the information needs of key stakeholders. In addition to being theory guided, the study is use oriented. In the design phase, Ms. Rixhon articulated clearly how the evaluation could be useful to CYFP. She valued information useful in strategic planning and network development. IYF stakeholders wanted to know how best IYF could serve CYFP in the future. The case study, therefore, is guided by the evaluation questions, IYF's theory of change, and the needs of information users.

The Evaluation Planning and Implementation Process

The key features and steps in the case study planning and implementation process were:

- ❖ In March 1998 Ms. Fely Rixhon, CYFP's Executive Director, offered to have CYFP as the first country case study.
- ❖ The purposes and scope of the case study were defined in collaboration with Ms. Rixhon and Ms. Michaels O'Laughlin at IYF.
- ❖ Relevant IYF and CYFP documents were reviewed by the research team which included Dr. John Seeley and Ms. Gillian Haines from FERA.
- ❖ Detailed planning for the three-week site visit, first intended for June but delayed until September, was conducted. The planning included the identification of national leaders and board members to be interviewed, grantee sites to be visited and network members to be interviewed. (See Appendix 2 for the visit schedule) Synthesis days were included at the researcher's request so interviews could be synthesized and quantitative information summarized.
- ❖ The plan was developed collaboratively by the internal evaluation specialist at the Consuelo Foundation in Manila and

representatives at IYF and FERA. The logistics supporting the plan were handled by the local staff.

- ❖ The site visit occurred from August 30th through September 21, 1998. The first week of the visit included hour-long interviews with board members and other national leaders. The second and third weeks included site visits to interview and observe grantees or interview CYFP's network Partners.
- ❖ The visit was supported by the use of a cultural interpreter for site visits and the use of a car and driver to reach the interviewees and sites in the greater Manila area. The site visit would not have been possible without the gracious support of CYFP staff and their willingness to participate in the case study process.
- ❖ Preliminary findings were shared with Ms. Fely Rixhon as they were summarized and with the entire staff at the end of the visit.
- ❖ Upon returning to the United States, the evaluator shared the preliminary findings with members of the IYF evaluation steering committee.
- ❖ The final step was the development of the draft and final reports with opportunities for dialogue with CYFP's executive director and IYF staff in May-August 1999.

Data Sources and Sampling

The first week included a total of 11 interviews. These included CYFP board members (5) and other national leaders (4) representing key government agencies, NGOs and funders. Two members of the National Program Advisory Panel (NPAP) responsible for deciding which programs could be labeled as effective, and therefore qualify for funding, were also interviewed. At the end of the first week most CYFP staff members were interviewed. Interviewees are identified in Appendix 3.

National Leaders

Eight of the current 50 grantees were identified as a sample for site visits. They represented the diversity of programs, the diversity of locations and the number of years the grantee had been supported by CYFP. In addition to these criteria, location and ease of access also played a part in the sampling process. The number of visits within the time available was maximized.

Program Representatives

Four grantee sites were in greater Manila. Two were in Mindinao in the southern part of the Philippines and another two were about three hours outside of greater Manila. At each site the executive director, staff members, and beneficiaries were interviewed and the main

programming facility was visited. All scheduled interviews were conducted and without exception the evaluator was welcomed and treated graciously. A total of eight executive directors, 20 staff and about 160 beneficiaries participated in an individual or group interview.

Table 1 in Appendix 2 identifies the sites visited. It indicates the location, focus of the project and who was instrumental during each visit. Appendix 3 identifies all the interviewees including board members and other national leaders, staff members, grantees and Partners.

CYFP's Network
Members

Three meetings (group interviews using an instrumented group interview process) with network members were held. One was held in central Luzon about three hours from Manila. Another was held with greater Manila Partners. A third meeting was held in Cebu City with representatives of Partners in the Visayas. A total of 22 network members participated.

Key Characteristics Influencing CYFP

THE PHILIPPINES

Institutions and people are influenced greatly by the contexts in which they operate and live. Ten aspects of the Philippines are, in this author's judgement, worthy of note because of their impact on the Children and Youth Foundation of the Philippines.

Geography

The Philippines is an island nation located just north of the Equator in Southeast Asia. The land area is almost the size of Italy, however its 7,100 islands are dispersed over two million square miles of territorial waters. Some parts of the Philippines are very isolated. The difficulties of access to education and government services imposed by this geographic dispersal are exacerbated by a rugged landscape comprised of mountains and plains, bays and lakes, rivers and waterfalls, valleys and volcanoes. In order to service such a geographically divided country, the Philippines government supports fifteen administrative regions comprising one thousand five hundred and forty two municipalities. The Philippines' location on the Pacific "ring of fire" results in periodic earthquakes and volcanic eruptions. The Philippines' physical characteristics impinge significantly on its government's ability to address the needs of its people and contribute to shaping CYFP policy and operations.

Climate and Weather

The Philippines' tropical climate features annual seasonal monsoons and typhoons. The aftermath of even mild typhoons includes a tragic loss of life and significant damage to infrastructure. More recently, El Nino and La Nina have also taken their toll on economic productivity. The severity of the weather exacerbates the plight of the children and makes operating a foundation with national coverage difficult.

Tribal People

Filipinos comprise a wide range of ethnic groups. The vast majority are the descendents of the islanders conquered by Spain. This majority is consequently more Christian and Western in outlook. In addition, there are significant numbers of minority ethnic groups living in the outer regions of the Philippines that have maintained their tribal heritage. A sizeable Muslim population lives in the Philippines, especially in Mindanao. The existence of tribal people has influenced

CYFP's programming because of an effort to respond to their needs. Access to tribal people living in remote areas is difficult.

Economic Conditions

The Philippine economy is weak. It is characterized by significant foreign debt, a public sector deficit, the import of major food items, high unemployment and underemployment, and a severe decline in real wages. The Philippines' already weak economy is being damaged by the deepening Asian economic crisis.

Rural and urban poverty is a major problem in the Philippines. Firstly, there are structural flaws in the political-economic system. In the agricultural sector, the distribution of income is extremely polarized and many agrarian workers are landless or work as tenants. The resulting poverty contributes to the pervasive use of practices that are not environmentally sustainable. Landless people are forced to migrate to uncultivated forests, resulting in further environmental degradation, or to the cities. Moreover, the government's emphasis of economic development has favored industrialization and urban communities to the neglect of the rural sector. In urban areas unemployment and underemployment are widespread, housing conditions are unhealthy and unsafe for many, and the infrastructure in urban areas is severely taxed. Poverty is further exacerbated by the geographic and climatic characteristics described above. These economic conditions force many members of Filipino families to migrate abroad seeking work and funds to send home.

Political History

The contemporary Philippines incorporates elements from various diverse heritages as a result of its historic relations with Asian, European and American nations. The ancient indigenous political systems were developed over hundreds of thousands of years and were based on well organized kingdoms. These kingdoms were influenced by their trading contacts with Indian, Chinese, Japanese and Arabic cultures. More recently, the Philippines was affected by its occupations by Spain and the United States. Spain ruled the Philippines for three centuries from 1565 to 1898 and brought its Catholic religion, language, customs, arts and sciences to the Filipino people. Throughout the occupation Filipino people struggled for freedom and staged over one hundred revolts culminating in the Philippine Revolution (1896-98). The Filipino freedom fighters collaborated with the U.S. in capturing Manila during the Spanish-American War in 1898 and anticipated recognition for their

revolutionary government in return. However, Spain ceded the Philippines to the U.S. as part of the treaty concluding the war. The Filipinos vigorously resisted annexation by the U.S. and established a short-lived Philippines Republic but they were defeated by the United States.

The U.S. used the Philippines for its military purposes and also prepared Filipinos for democratic government. The U.S. restored Philippines independence in 1946.

The Philippines entered World War II in support of the U.S. following the bombing of Pearl Harbor. Shortly thereafter the Japanese invaded and defeated both Filipino and American troops. The Japanese occupation (1942-45) was a difficult time for the Philippines. Its people were treated harshly and its natural resources were plundered. Many Filipinos participated in the resistance movement. Liberation followed Japan's defeat by MacArthur and the dropping of the atomic bomb on Japan.

The war had ravaged the Philippines and successive Filipino governments worked to rebuild the nation. This legacy was continued by President Marcos, following his election in 1965. However, in 1972, Marcos declared martial law and the Philippines' democratic freedoms were denied. When martial law was lifted in 1981, it was not matched by a return to democracy and Marcos continued to rule as dictator. In the presidential election of 1986 Mrs. Cory Aquino was victorious and the Filipino people staged a successful peaceful revolution in support of her election. Two Presidents have been elected since Aquino, demonstrating the Philippines' return to democracy. The current President has focused attention on the poor and has promised educational and economic reforms.

Cultural Tradition in Caring for the Poor and Disadvantaged

The Philippines has a long tradition of caring for the poor and disadvantaged. Filipino culture places a high value on bayanihan (cooperation) and helping other people. During the Spanish period, these charitable inclinations were channeled through the Catholic Church. Later, from the United States voluntary and professional organizations organized local affiliates, and encouraged corporate organizations to become involved in community work. Today, the Filipino religious/spiritual/ humanist tradition of caring provides support for a wide network of non-governmental organizations (NGOs). It also creates a supportive environment in which CYFP can identify and enhance the performance of existing institutions.

The Non-Governmental Sector (NGO Sector)

Non-governmental institutions have existed in the Philippines for many years. A study commissioned by the International Youth Foundation in 1992 suggested that as many as 18,000 NGOs were in existence. Many are oriented toward fulfilling basic human needs and embrace many different social and economic development philosophies. They are sponsored by religious denominations, international relief organizations such as the Red Cross, by business organizations such as the Philippine Businesses for Social Progress or by individuals and families with means. They are formally recognized in Article II of the 1987 Constitution.

The Situation Analysis commissioned by IYF and referred to above identified more than 80 NGO's working to support youth. The programs were primarily rehabilitative in nature and focused on older youth. Areas of programming included enterprise training, non-traditional education, the development of community-based centers, environmental protection, sports and recreation and family rehabilitation. Competition existed among these groups for resources and recognition.

Education as a Means of Economic Development

The Philippines is the most literate nation in South East Asia with a literacy rate of 89%. Education is valued by Filipinos and there is a widespread household commitment to investing in the education of their children.

However, the declaration of the Free Education Act was not accompanied by an allocation of commensurate public resources. Twenty five percent of municipalities are without elementary schools, and 5% of municipalities are without a high school—this figure is as high as 28% in Mindanao. In addition, while schools may exist in some areas, they may not be accessible to all students due to poor roads, transport costs and availability; and often schools suffer overcrowding, under-trained staff and a lack of equipment.

Drop-out rates are also high and increase with age. Ninety five percent of Filipino children commence elementary school, but only 68% graduate, and at the high school level, 34% of children commence but only 75% of these children graduate. Children drop out due to many reasons, especially poverty, because the cost of voluntary contributions, uniforms, books, and bus fares can make even free education expensive. These conditions have shaped CYFP's policies and also provide opportunities to work within existing schools at all levels.

Insurgency

The insurgency that still exists in some parts of the Philippines takes a heavy toll on children. Fifty percent of all the victims of civil strife are children. During the last 20 years, 4.5 million children were/are living in areas of armed conflict. These children are at risk of death, injury, emotional trauma, fear and displacement. At the very least, the delivery of basic services including education, health and the transport of food and other supplies is disrupted.

Urbanization

A pro-urban/industrialization policy in the government's economic development plan fosters a migration to urban areas. The housing backlog of 3.6 million units (1993) forces families to become squatters in environmentally unsafe, high risk areas. Unemployment rates are high and children in urban areas are also more vulnerable to health problems, child labor and economic exploitation.

The Situation of the Children and Youth

Over 65 million people live in the Philippines. Over a third of them are children or youth aged seventeen and under. Many children live in densely populated urban centers, especially in urban Manila.

Statistical surveys indicate that three of five are poor and one in 20 die



before age 5. One in 11 of the youngest (below five years old) is under weight and one in 7 has no access to safe water. Only sixty percent of the

youngest finish elementary school and about 47% of those entering elementary school will finish high school. Many of these graduates will not have obtained livelihood skills and become unemployed or underemployed. Government statistics indicate that the number of child abuse cases are on the rise and many young people work on the streets to support themselves and their families. Some suffer exploitation in the workplace.

While there are pockets of hope and excellence which touch individual lives, the mounting pressures of increasing poverty and increasing population are daunting. An increasing number of children and youth in the Philippines are at risk economically and educationally. Families are fractured, health is precarious and hope for better conditions is often slim.

It is little wonder that those interviewed as part of the situation analysis prepared by Associated Resources for Management and Development (ARMDEV) in 1992 welcomed the idea of The International Youth Foundation coming to the Philippines. IYF was linked to an indigenous foundation and sorely needed external resources, dedicated to youth development, focused on prevention and committed to long-term funding of already existing, effective programs.

The Children and Youth Foundation of the Philippines is the result of a partnership between the Consuelo Foundation and the International Youth Foundation. This chapter describes the basic philosophies of each institution emphasizing IYF, because of the focus of this case study. Then, CYFP's history over the past five years is outlined. The International Youth Foundation and the Children and Youth Foundation of the Philippines created a five-year Partnership to enhance the quality of life for young people in the Philippines. This chapter introduces the key concepts which guide the structure and strategies of this Partnership. It also provides the conceptual framework for the evaluative case study.

The U.S.-based International Youth Foundation (IYF) began informally a decade ago in 1989 under the leadership of Rick Little with the encouragement and financial support of the W. K. Kellogg Foundation. Many leaders from many nations around the globe became involved in dialogues about the situation of children and youth and what was needed to promote their positive development. IYF's vision, mission and strategies evolved from those conversations. IYF's vision is of a world where young people will have access to the time-tested resources they need to develop and prosper. These resources are:

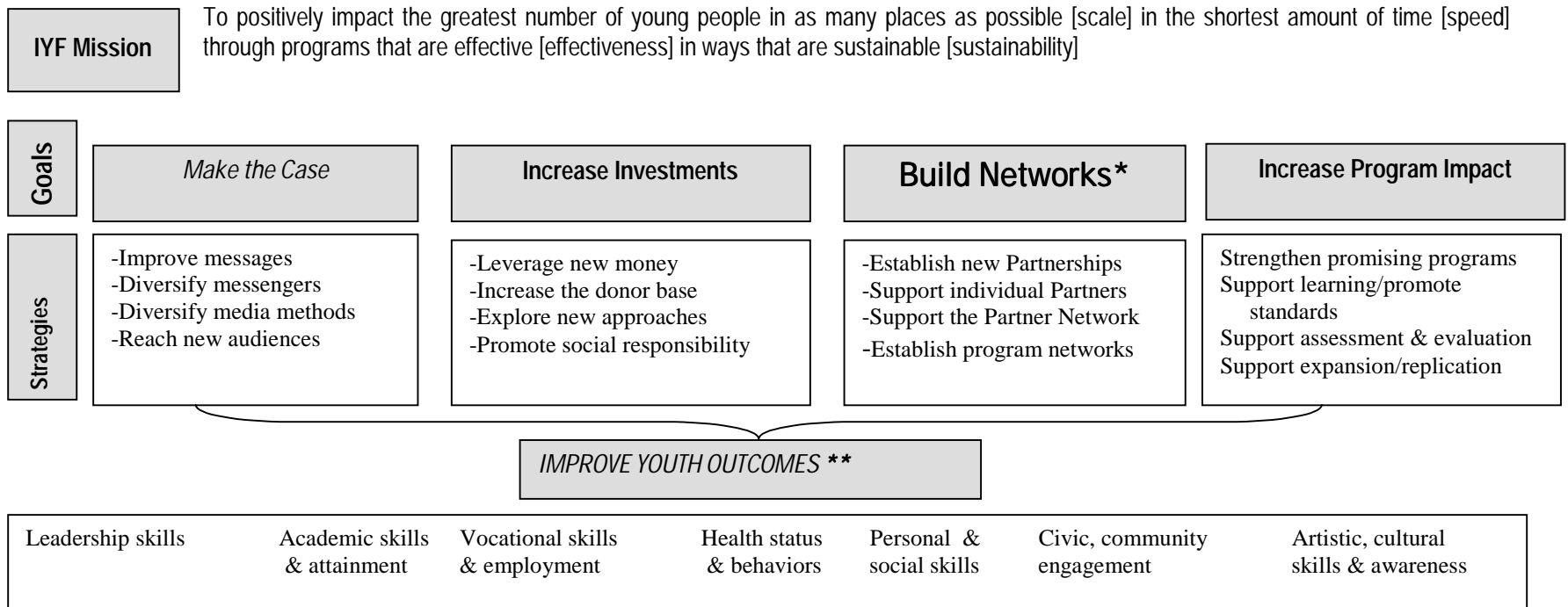
- ❖ A caring adult irrationally committed to their well-being;
- ❖ A safe place for sleeping, playing, learning, working and being;
- ❖ A healthy start and a healthy lifestyle;
- ❖ The chance to serve others; and
- ❖ The opportunity to learn marketable skills for adulthood.

Over the ten years since its inception IYF's interconnected mission, major strategies and commitment to positive youth outcomes have remained constant. Experience, cultural variations and changing global conditions have and will continue to shape the nuances and emphasis of these dimensions but their value has been demonstrated informally in many ways over the last decade. The elements of IYF's theory of change are displayed below in Figure 1.

BACKGROUND ON CYFP

*IYF's Principles and
Theory of Change*

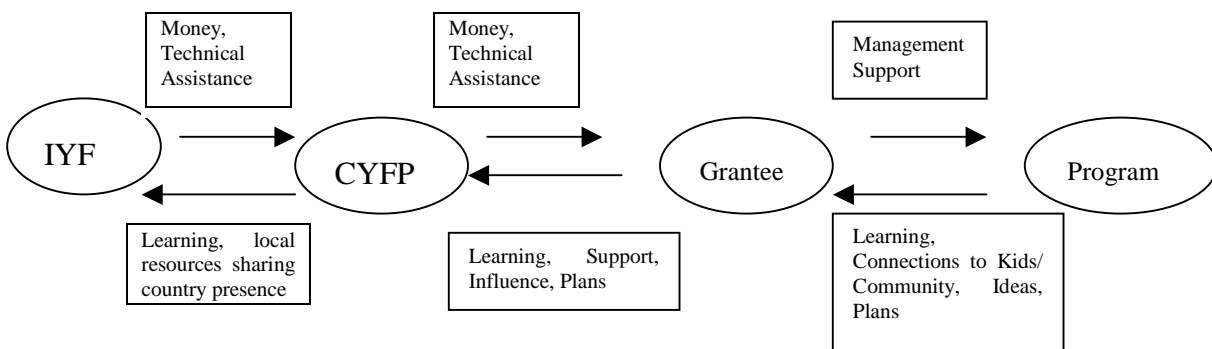
FIGURE 1
Display of IYF's Theory of Change



One of the four key goals in IYF's theory of change is to build networks by creating, identifying and supporting new Partners. This analytic case study attempts to assess how and how successfully CYFP has influenced the well-being of young people by implementing IYF's strategy in the Philippines. IYF helped to create and has supported the Children and Youth Foundation of the Philippines (CYFP) since its inception in 1993.

IYF's approach to change involves a series of institutional hand-offs, interdependencies and supports that eventually lead to positive youth outcomes. This series of relationships is portrayed in Figure 2 below.

Figure 2
Partnership Model



The Consuelo Foundation has played a vital role in the creation and on-going support for CYFP. Its dollar contribution to CYFP is greater than IYF's by approximately 100%. Its values and guiding principles have been instrumental in the work of its subsidiary CYFP. Some of its key characteristics are described below.

The Consuelo Foundation is a values-based and values-driven organization. Its vision, mission and values reflect the deep spiritual commitment of its founder, Consuelo Zobel Alger, to serving the "poorest of the poor." Specifically, the Foundation's mission focuses on community development in Hawaii and the Philippines for children, youth, families and women who are poor, abused, sexually exploited or without hope. The Foundation's resources are used to:

- ❖ Establish decent shelter
- ❖ Develop self-help and income generating skills to encourage self-sufficiency

*The Consuelo Foundation's
Approach*

- ❖ Provide medical, dental and social services
- ❖ Encourage giving back to the community some of what has been received.

In pursuing these aims, Foundation staff is guided by a fundamental belief in:

- ❖ The dignity, worth and self-determination of all human beings
- ❖ Peace and harmony in neighborhoods and communities
- ❖ Harmony of the spiritual and material life of the universe

Consequently, the Foundation is committed to approaches that are:

- ❖ Life giving
- ❖ Culturally and environmentally sensitive
- ❖ Creative and innovative
- ❖ Preventative rather than curative or remedial

The assessment of accomplishments to follow in subsequent chapters suggests benefits to the Philippines in general and to its youth-serving institutions. While the overall assessment makes no attempt to separate the impacts of the parent organizations, the grantees visited were supported either directly or indirectly by IYF.

Hopefully, this assessment will indicate, albeit superficially and at one point in time, both how and how well the set of interdependencies that contribute to IYF’s approach to change is working for one country Partner. Perhaps lessons can be learned that will shape IYF’s and CYFP’s planning and success in the future.

*CYFP’s
Development*

CYFP has developed through the efforts of its two parent organizations. They have combined to provide the spiritual and programmatic basis for its work and the financial resources to launch and sustain it.

“The Children and Youth Foundation of the Philippines is an indigenous, private, non-profit organization committed to improving the conditions, prospects, and quality of life for young persons throughout the Philippines, primarily the marginalized 5-20 year olds.” This statement is CYFP’s mission and reflects the values of CYFP’s parent organizations. In its 1997 annual report, CYFP says it will uphold its mission “through a development paradigm that is holistic, that frees rather than confines; through strategies that are people-centered and participatory; through programs that are preventative; and through programs that strengthen the Foundation’s need for sustainability.”

The visions, missions and guiding strategies of the two Partner organizations, the abiding commitment of their leaders to improving the chances of children and youth ages 5-20, and the substantial

allocation of financial resources provided the affinity and momentum for the rapid start-up of the new foundation. While differences in their underlying approaches were apparent, if subtle, combining their strengths and financial resources for the benefit of young people was compelling. The complete visions, beliefs and major strategy statements of the parent organizations are appended to this document as is CYFP's.

Some of the subtle differences in approach are worth noting because they have played their part in CYFP's development outlined below. The Consuelo Foundation emphasized community development while IYF focused on individual youth development. The Consuelo Foundation included treatment programs in its grant-making while IYF focused on prevention programs. The Consuelo Foundation was willing to fund new ideas and programs while IYF emphasized grant-making to existing programs which had been proven to be effective. One of IYF's major commitments is the development of local philanthropy in support of children and youth. This commitment has not historically been a part of the Consuelo Foundation's approach. While the Consuelo Foundation is committed to helping disadvantaged youth, IYF is committed to helping all youth.

A timeline outlining some of the major stepping stones in CYFP's five-year history is offered below.

*Differences in approach
between CYFP's two
founding organizations*

Fall 1993

- ❖ Consuelo and IYF affiliation agreement created.
- ❖ CYFP registered with Philippine government.
- ❖ Consuelo Foundation commits \$5,000,000 to support CYFP over a five-year period.
- ❖ IYF commits to both provide \$2,500,000 for five years and to make its "best effort" to raise an additional \$2.5 million.
- ❖ CYFP acquired donee status from the Philippine Internal Revenue Bureau.
- ❖ Prominent Filipinos appointed to first CYFP Advisory Board which reports to the Consuelo Foundation Board. Rick Little, IYF President, represents IYF on the Board.

1994

- ❖ National Program Advisory Panel (NPAP) created.
- ❖ Interim Director appointed and five program staff hired.

- ❖ Proven youth development programs in the country's poorest regions in two provinces were selected for funding.
- ❖ CYFP developed and embraced regional programming focus.
- ❖ CYFP 'spun off' from Consuelo Foundation for a short period.
- ❖ Programs approved by the International Program Advisory Panel (IPAP) for inclusion in YouthNet International (YNI).
- ❖ A modest number of programs (8 programs in 2 provinces and 5 cities) funded for a maximum of three years.

*CYFP Leadership
established*

1995

- ❖ CYFP Board Chairman attended the International Youth Foundation Board Meeting in Davos, Switzerland.
- ❖ IYF Partners' Meeting held in Manila.
- ❖ Affiliation Agreement between Alger Foundation and IYF amended.
- ❖ Ms. Felicitas C. Rixhon joined CYFP as its new Executive Director.
- ❖ Thirty six grants are made to organizations with programs throughout the Philippines.
- ❖ CYFP becomes a subsidiary of the Consuelo Foundation.
- ❖ The first annual network meeting of all Partners held in Quezon City.
- ❖ The IYF Board meets in the Philippines and representative programs are visited.
- ❖ CYFP hosted the regular Meeting of the IYF Board of Trustees.
- ❖ Kellogg Consultative Team and Rockefeller Foundation officials visited Manila.
- ❖ Courtesy call on President Fidel V. Ramos by IYF Board.
- ❖ The CYFP Executive Director went to IYF for briefing.

*Annual networking
begins*

1996

- ❖ Alger Foundation Philippine Branch (AFPB) begins to turn over its children and youth projects across the country to CYFP.
- ❖ Staff meet with Doug Franklin, IYF Director of Social Marketing.
- ❖ Release of Levi Strauss grant to Don Bosco Tondo facilitated.

*Grant-making
expands*

- ❖ Thirty seven grants are made to organizations in major regions of the Philippines.
- ❖ Jack Boyson of IYF visit prospective donors.
- ❖ Carol O’Laughlin of IYF consulted on CYFP plans.
- ❖ Staff development: Fund Development & Social marketing Planning (with Jack Boyson and Doug Franklin of IYF).
- ❖ The second annual Partners meeting is held with 44 Partners attending.
- ❖ IYF Partners’ Meeting held in Baltimore, Maryland.
- ❖ The Network expands beyond program Partners to include counselors, teachers, law enforcement officials and other youth-serving professionals.
- ❖ Visit of IYF officers: Doug Franklin, Terry McFarland, and Jack Boyson.

IYF provides technical support

1997

- ❖ CYFP represented by Executive Director in joint meeting of Intentional Program Advisory Panel and YouthNet Info Bank Task Force in Leiden, Holland.
- ❖ CYFP launches a website—www.fillib.org.ph/cyfp.
- ❖ Mr. Nakao Masayuki of IYF-Japan visits CYFP.
- ❖ The third annual Partners meeting is held in Antipolo, Rizal with 50 Partners.
- ❖ 12th meeting of the PNPAP held.
- ❖ Terry McFarland of IYF visits CYFP.
- ❖ IYF Partners’ Meeting held in Bratislava, Slovakia.
- ❖ Meeting with World Bank on possible collaboration for youth development held.
- ❖ CYFP announces and discusses four priority thrusts---**1) preventing child abuse, 2) promoting justice for children and youth, 3) enhancing the economic potential for children and youth and 4) promoting culturally appropriate education for indigenous children.**
- ❖ CYFP commences its second to last year of IYF funding with limited prospects for receiving an additional 2.5 million.
- ❖ Pressures for program sustainability beginning to mount.

Priority thrusts considered

- ❖ CYFP receives a Levi-Strauss grant.
- ❖ CYFP sponsors National Conference on Child Abuse in Manila.
- ❖ Linkages with regional and national organizations are forged.

1998

- ❖ Fifty-one Program Partners are awarded grants.
- ❖ The Child in Philippine Law is published as a readable abstract on the laws and policies affecting Filipino children and youth.
- ❖ IYF staff member Carol Michaels-O'Laughlin visits CYFP regarding strategic planning.
- ❖ A former CYFP staff member returns from receiving Masters degree in U.S. focusing on evaluation and is employed by the Consuelo Foundation.
- ❖ The Consuelo Foundation publishes Guidelines for Organizational Capacity Building and Social Service Delivery as a tool for NGO self-assessment.
- ❖ The CYFP adopted four major program thrusts: 1) prevention of child abuse and exploitation, 2) promotion of justice, 3) enhancement of the economic potential for the disadvantaged child and 4) promoting appropriate education for indigenous children with two secondary thrusts which are assistance for the differently abled and empowerment of rural youth.
- ❖ The CYFP Board accepts new staffing plan for CYFP that reflects new realities. Major work areas include: 1) Program Development, Monitoring and Evaluation, 2) Communication and Resource Development and Management and 3) Internal Support Services. The new plan requires sixteen staff members.
- ❖ An International Forum on Child Welfare is sponsored by CYFP in Manila in November.

New programming thrusts and staffing plan approved

CYFP Gains International Visibility

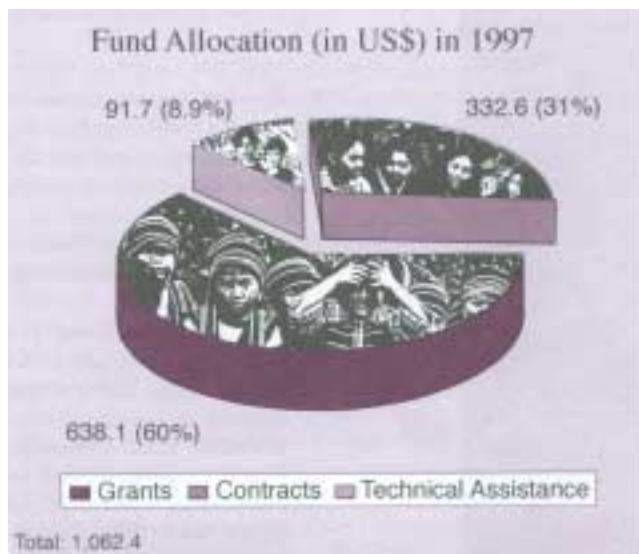
Some of CYFP's growth and programmatic emphasis can be best understood by reviewing the figures below. The growth in funds received by CYFP from all sources from 1994 through 1997 is presented in Figure 3 below. The distribution of funds in 1997 for grants, contracts and technical assistance is reflected in Figure 4. Figures 5 and 6 reflect the allocation of funds to programmatic areas, also in 1997.

Figure 3
Growth in Funds

Year	Amount in US \$
1994	330,269.68
1995	844,564.12
1996	1,042,491.96
1997	1,062,391.77

Growth in Funds

Figure 4
Distribution of Funds



Distribution of Funds

Figure 5
Grants in 1997 Per Program Focus



Grants by Program Focus

Figure 6
Contracts in 1997 per Program Focus

*Contracts by
Program Focus*



The development of CYFP described above has been implemented largely with the strategies described below. IYF has been influential because of promoting these. Primary among them are:

- ❖ Making the case for children and youth through advocacy
- ❖ Identifying individual organizations for inclusion in the network
- ❖ Grant-making to programs known to be effective
- ❖ Facilitating the replication of successful programs
- ❖ Mobilizing resources for the sustainability of programs
- ❖ Developing a network of youth serving organizations
- ❖ Building institutional capacity among network members and grantees
- ❖ Building bridges among private (business, government and nonprofit sectors)

The chapters to follow describe the operation and results of CYFP's major strategies especially as they are reflected in their grantmaking efforts. CYFP's work with a sample of grantees and a larger sample of network members form the basis for most of the assessment to follow.

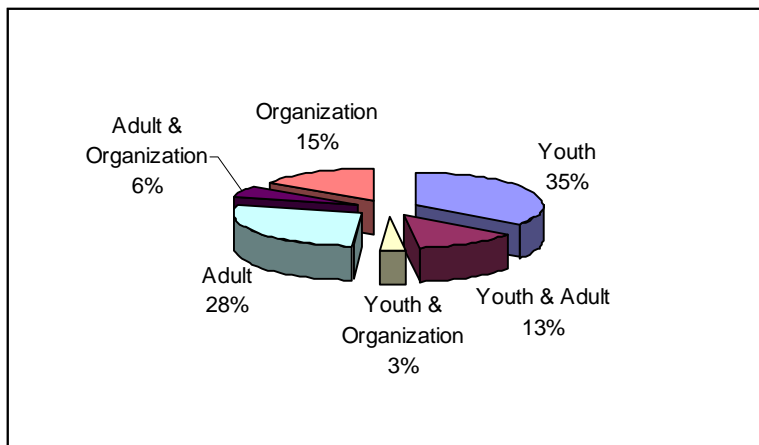
CYFP has existed for five years. What are its major accomplishments? Based on the interviews conducted in the Philippines and a review of many documents, accomplishments at three distinct levels are apparent. These results have occurred at the national, regional, and local levels and include both individual and organizational outcomes.

Both institutions and individuals have benefited from CYFP. Grant information reveals the types and numbers of beneficiaries as portrayed below in figure 7. It also reveals CYFP's multi-dimensional and holistic approach to strengthening the youth-serving sector. Conservatively, for the four years from 1994-1997, CYFP has touched the lives of over 1,000,000 individuals. The range of these beneficiaries is reflected in the figure below. It includes young people, their parents and those that serve them in a great variety of ways as teachers and other types of youth workers.

CYFP'S ACCOMPLISHMENTS

A million lives touched

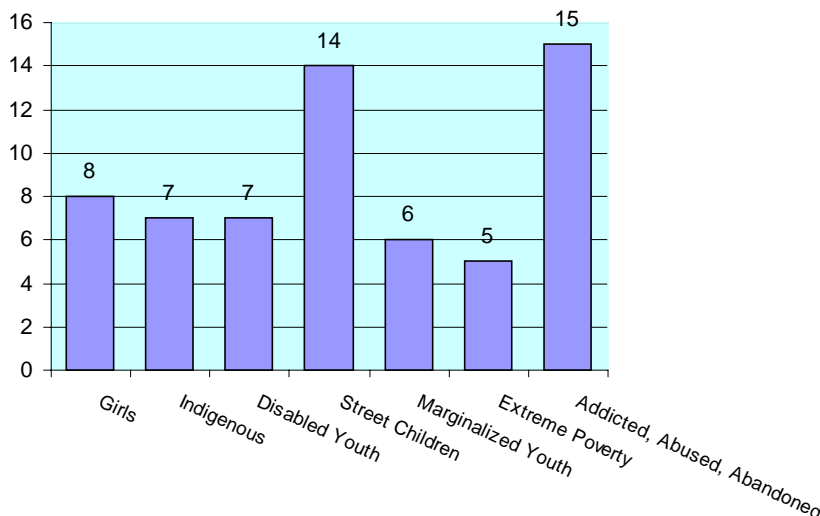
Figure 7
Type of Grant Beneficiaries 1994-1997*
N=1,017,796



Many of the individuals served by CYFP represent youth from special populations of marginalized youth in the Philippines. These special populations and the number of grants supporting their positive youth development is indicated in Figure 8 below.

* This is from an internal document of the IYF from "Tracing Positive Youth Outcomes: A Preliminary Analysis of Grant Making of the Children and Youth Foundation of the Philippines," 1998.

Figure 8
1994-1997 Grants to Special Populations*



Major Institutional Accomplishments at the National Level

In only five years, CYFP has become a highly visible, key leader

A Unique, Respected and Neutral Presence Has Been Established.

As one national leader said, “CYFP is the only organization (of its type) focused exclusively on youth”. Another mentioned that, “It is viewed as neutral with no program or self-interest.” The creators of CYFP had a highly strategic and significant choice to make. They could have sought to enhance the work of an existing youth-serving organization building upon whatever reputation and network it already had in the Philippines or they could have sought to create a new one. They chose the latter course to promote neutrality and create an opportunity to freely position the organization. By all accounts CYFP is viewed positively. As one leader said, “ It is a big accomplishment , in a short time, to become a key leader in the country.” The excellent reputations and visibility of Board members, the competence of the staff, plus the affiliation with a respected international organization (IYF) were credited with this result.

Youth Issues Have Been Highlighted. CYFP has helped to draw attention to youth and youth issues. It sponsored both a national conference on child abuse in 1997 just four years after its inception and an international conference in 1998 on Child Welfare. CYFP has an emerging publications program publishing The Child in Philippine

* This is from an IYF internal document.

Law in 1998 with plans to develop a comprehensive resource center. The Center will commission and house information on youth, youth programming and other resources for youth and youth workers.

Effective Programs Have Been Identified and Selected. This was one of the first tasks of CYFP staff in 1994. They visited many communities in many areas throughout the country talking to people in the NGO, government and church sectors seeking suggestions for effective programs. Identified programs were then systematically reviewed using seventeen standards established by IYF and known to be contributors to effectiveness. This work was done by a committee of Philippine experts on youth development known as NPAP (National Program Advisory Panel). They were also aware of the Consuelo Foundation's commitment to female youth and individuals who are economically marginalized. The concept of program review by a National Program Advisory Panel using the 17 standards is part of IYF's approach to identifying and funding programs that work. All CYFP programs were also accepted by the International Program Advisory Panel enabling them to be part of YouthNet International (YNI). YNI is a directory of youth programs in many parts of the world which have been reviewed successfully for their effectiveness. CYFP currently supports 51 Partners through grants and contracts in all island areas of the Philippines. Thirty-two are included in YouthNet International

CYFP identified, assessed and selected over 32 effective programs to receive grants

A Network of Youth Serving Organizations Has Been Built. Many of those interviewed mentioned the creation of a network of youth-serving organizations at both the national and regional levels as a major accomplishment. These networks will be described and analyzed in more detail below. The key finding is that before CYFP many of the programs felt isolated and unsupported. They lacked resources and prestige. By being identified as an exemplary program, by receiving program operating money, staff training, and the opportunity to gather both regionally and nationally their circumstances have changed. Participants report increases in knowledge, skills and professional self-worth as a result of being part of the network.

CYFP built a network of youth-serving organizations

A Youth-Oriented, Grant-making Organization Has Been Established. CYFP has developed and enhanced its own capacity to identify programs, make grants, organize trainings and conferences, publish documents and administer and account for grants all over the Philippines since its inception over the five years ago. Where there were no systems, now they are in place. Routines have been established to carry out the work of a grant making institution. The

CYFP fashioned a proactive organization with the momentum to effect change

capacity can now be leveraged into more and more varied projects in the future.

Major Institutional Accomplishments at the Local Level

Overview

*CYFP Network
prompts institutional
& staff development*

The Executive Directors and staff members (N=50) interviewed as part of the site visits and the network meetings were highly appreciative of the many benefits derived from their on-going relationship with CYFP. They reported that their organizations were stronger and that they, as staff members, were more knowledgeable, had increased their skills, felt less isolated and were prouder of their work because of their CYFP grants and participation in the network.

A major impact on the grantees is, of course, the influx of financial support to maintain and/or expand their programs. The grant is most frequently structured for a total of three years with annual reporting, planning and funding as part of the grant cycle. Program officers make site visits and meet grantees in various venues throughout the year. This is especially true for grantees in the Manila area. This on-going communication facilitates program development. Grantees reported that their programs evolved with CYFP's help as new needs were discovered, e.g., a parents' component was added in one program and a livelihood program in another. A new site as part of an expansion effort was developed in yet another program visited. The process of program development appeared organic and evolutionary based on on-going communication rather than being dependent on formal grant-making cycles. Sometimes the program was expanded to involve "the community" in recognition that youth development resulted from a concert of mutually supportive opportunities and interventions.

*Collaborative
relationships promote
ongoing program
improvement*

Only one of the executive directors interviewed, representing an established program, mentioned that his organization's relationship to CYFP was viewed primarily as that of a funding Partner. Most often those interviewed described their relationship with CYFP as collaborative. As one executive director said, "They want the program to succeed. They are open to the needs of staff. They are here, we can go back and forth with each other." This interactive process lead to many benefits in the eyes of program staff members interviewed.

CYFP's grant-making also creates some dependency. Executive directors mentioned time and again the challenges of sustaining their programs when the CYFP funding was over.

Benefits for Partners

One executive director said, “CYFP is the sole provider of technical training.” He went on to comment on the value of: 1) the financial management training because his emphasis was on the programming, 2) the training on family counseling, and 3) the value of the exchange visits when individuals or delegations from other programs would come to visit his program and exchange ideas. He also mentioned the value of the visits from the program officers saying, “the visits were helpful, they have good ears and give an immediate answer.”

CYFP staff visits, training & exchange programs are effective in transferring skills & good ideas to program staff

The major benefits to the network members’ organizations as mentioned by the staff include the following:

New Knowledge/Skills

- ❖ An increased understanding of the value of youth participation
- ❖ A deeper understanding of children’s growth and development
- ❖ Increased understanding of the corporate world
- ❖ More data for programming
- ❖ Awareness of techniques to address children and youth needs
- ❖ Ability to improve our practices

Self-Confidence/Pride

- ❖ Pride and organizational identity
- ❖ Understanding/acknowledgement from outside of the church

Connections

- ❖ Connections to other programs for ideas and support

Sustainability

- ❖ Help in marketing products
- ❖ Linkages to additional funding sources

Program Improvement

- ❖ Feedback on programs and services
- ❖ Able to refine our program model

Benefits for Youth

A young woman sketched the story of her involvement with a street children’s program. At seven she was selling plastic, vegetables and cigarettes on the street. She became involved in the program because of her brother. Her involvement over many years in the street children’s program gave her much to be thankful for. “I was angry with my parents about being poor. I didn’t understand why we were so poor, now I understand. Now, we are still poor financially, but I am rich in knowledge and skills.” Her involvement in the program gave her the resources, money for books and school supplies, the role models and the motivation to stay in school and graduate from high

A marginalized child gains knowledge and hope



school. She acted out less because she understood her situation better and while she still worked in the street to contribute to the livelihood of her family she developed hope for a brighter future.

160 sixty beneficiaries and 28 staff were interviewed about youth outcomes for beneficiaries. Results are suggestive of wider impact

In an effort to understand the impact or types of benefits (outcomes) which accrue to those who receive services directly, interviews with beneficiaries (+/- 160) were a part of each of the eight site visits. Sometimes data was collected through a private, one to one interview, other times in a group setting, sometimes with a translator and sometimes in English. Executive directors and staff (8 and 20) were also asked to identify the benefits they observed in the participants in their programs.

While the information below was not systematically collected through program evaluation designs, ** it is suggestive of the benefits which are available to young people and, when relevant, their parents. Naturally, the benefits from a street children's program, a vocational education program or a school based nutrition or basic education program will be

** The Consuelo Foundation has provided funding for up to eight outcomes studies of grantees' programs.

different depending on program objectives, length of involvement and the youth's age at the time of involvement.

The benefits are impressive but are not surprising. It should be remembered that each program visited was established and had some level of evidence that it was effective before it received a CYFP grant with monies supplied by IYF. The benefits range across the five resources and four competencies suggested in IYF's models of youth development. While consistent with those ideas the interviewees did not use the language associated with them. Rather the description of benefits was born from the experience of the local program designers and youth workers often with many years of experience working with marginalized children and youth and their parents.

All the programs were offered in a safe place. Usually in a special facility or a school. They were safe havens from violence and abuse. Some involved age-appropriate opportunities to give back through peer teaching or youth leadership opportunities. Several were designed to develop an age-appropriate marketable skill and one provided an earning component for elementary school children. Most involved some combination health/safety/nutrition education and, if not a one-to-one mentor, role models and staff who genuinely cared and cared deeply about the development of the young person.

Program outcomes vary but are consistent with IYF models

A safe haven and staff who care deeply about youth are core program elements

Inventory of Youth Outcomes

Physical Health Related

- ❖ Improved nutritional status because of a healthy meal served consistently as part of the program
- ❖ Increased knowledge of health and safety
- ❖ Increased knowledge about diseases and how to recognize and treat them
- ❖ Where to go for medical help

Mental Health Related

- ❖ Hope
- ❖ Higher aspirations
- ❖ Ability for self-expression
- ❖ Increased sense of security
- ❖ Self awareness
- ❖ Self-confidence as learner and/or worker

School/Work Related

- ❖ Technical skills
- ❖ Desire for learning and recognition of what I don't know
- ❖ Ability to stay in school because of increased earning power and/or money to pay fees and related expenses
- ❖ Basic literacy

- ❖ Ability to accept authority
- ❖ Good work habits and attitudes, e.g., punctuality, dress, responsibility
- ❖ Increased earning potential

Community Related

- ❖ Social awareness and consciousness
- ❖ Sense of community
- ❖ Increased understanding of my own situation and culture
- ❖ Sense of service to church and community
- ❖ Sense of the value of service
- ❖ Involvement in community service

Relationship Related

- ❖ Ability to get along with others
- ❖ Improved family relationships

The benefits described above translate in many ways into the lives of the youth and adults directly served and often their parents and siblings. The examples below offer that translation.

An abandoned child enters one program and emerges years later as a mechanic



One young man was interviewed who had been abandoned by his parents many years before. He was sheltered permanently in a boys' home and cared for in one of the programs visited. He was linked to schooling and job training opportunities, was supported in many other

ways by staff members who cared about his well-being and was about ready to enter the workplace as a mechanic. He admitted that he was scared about leaving the shelter and really didn't want to leave. He commented with a smile on his face in response to the question, "How have you changed?" "I am taller now. I am ok now, feelin' happy. I am not fighting so much and I have learned to love him." pointing to a picture

of Jesus on the wall in the hallway.

Parent involvement and education a part of many programs

Parents' outcomes were consistent with many of those in the outcomes inventory above. Health, safety and nutrition education for parents were prominent in several of the programs. For example, the mothers in one program prepared the meal for their elementary school students.

First, they learned what the formula was for a nutritionally sound meal. This knowledge led to buying and growing food that was nutritionally sound. In another program parents learned how to track the progress of their children in school, how to stay involved with them and advocate on their behalf. They learned about the “rights of the child” and were truly impressed with entitlements they never knew existed. Some were inspired to continue with their own education.

The Network

A key CYFP strategy and accomplishment is the development and maintenance of a network of youth-serving organizations. This section describes the CYFP network in the Philippines and assesses its utility from the viewpoint of some of its members. Information for this section was obtained from three group interviews when network members from Northern and Central Luzon, Cebu City and Metro Manila gathered in three separate meetings. They completed a brief survey and then engaged in a lively discussion regarding the issues raised by the survey.

Membership in the network is comprised primarily, but not exclusively, of CYFP grantees. In addition to grantees, executive directors of promising programs are included. Members meet periodically on a regional basis and all network members meet annually in a structured meeting that is designed to facilitate sharing from CYFP to the Partners and among the Partners. It is intended, as well, to promote professional development. The CYFP network is new, however some executive directors indicated they were members of other types of networks before CYFP existed.

The most commonly mentioned purposes of the network were the sharing of information and learnings, the coordination or complementation of services and the prospect of identifying issues of concern to children and youth and advocating on their behalf. The benefits members reported are consistent with these purposes. Examples are:

- ❖ New knowledge about issues and techniques
- ❖ Feedback on their programs
- ❖ Increased awareness about funding sources
- ❖ Collegial support
- ❖ Decreased isolation

Some people mentioned the professional self-worth and recognition they felt because of being evaluated successfully against the 17 IYF standards and being selected for inclusion in YouthNet International (YNI). Few respondents mentioned barriers to participation with network, but those that did, mentioned the great distances and expense

required to get together, the lack of understanding of the network’s core purposes and the lack of communication facilities.

The network’s effectiveness and CYFP’s role in supporting it were rated highly. Members were very appreciative of the opportunities the network provided their programs and them personally. The figures below portray their assessments of the network and CYFP’s role in supporting it.

Figure 9
Network’s Effectiveness in Accomplishing Objectives
N=18

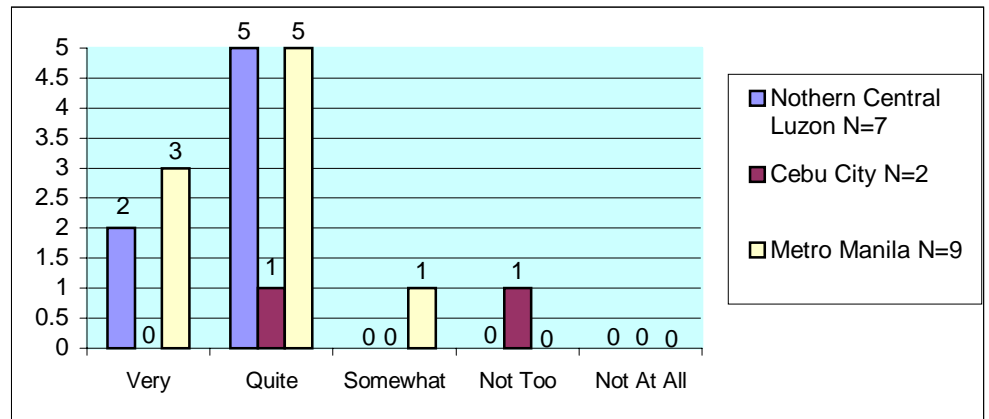
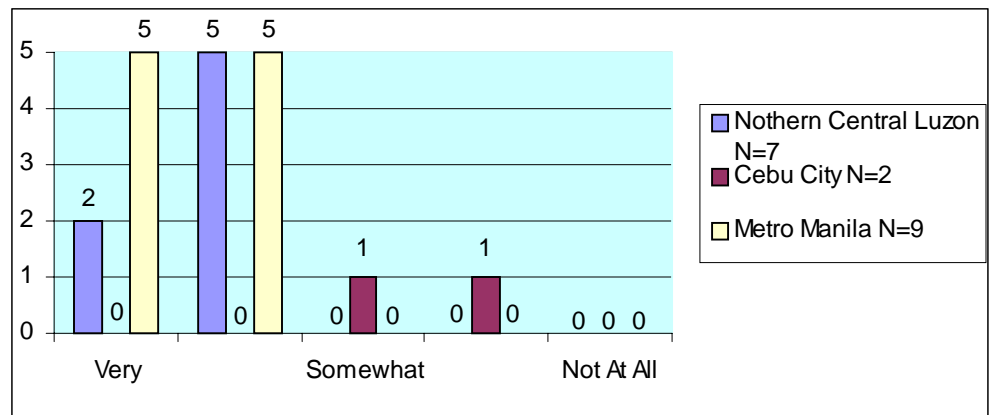


Figure 10
Effectiveness of CYFP’s Support for Network
N=19



When asked how CYFP could best serve the network, the following ideas were mentioned. The major theme running through all the conversations was the need for CYFP to take an active leadership role in developing the network.

Ideas for network development and activities and CYFP's role included:

- ❖ Helping with self-sufficiency and resource mobilization
- ❖ Developing a collective voice and advocating for children and youth
- ❖ Facilitating horizontal communication
- ❖ Becoming an independent legal entity so that they could remain in the network after CYFP funds cease
- ❖ Capacity building

Summary

This chapter highlights CYFP's major accomplishments in its first five years. Interviews with many leaders, program staff and beneficiaries indicate that CYFP is a highly valued, energizing force in the NGO sector in the Philippines. Its style of working with grantees encourages professional and program development enhancing the program's impact and reach. Young people report very meaningful and potentially long lasting results because of their association with programs funded by CYFP. Members of the CYFP network were proud of their affiliation and valued greatly CYFP support.

ORGANIZATIONAL ASSESSMENT

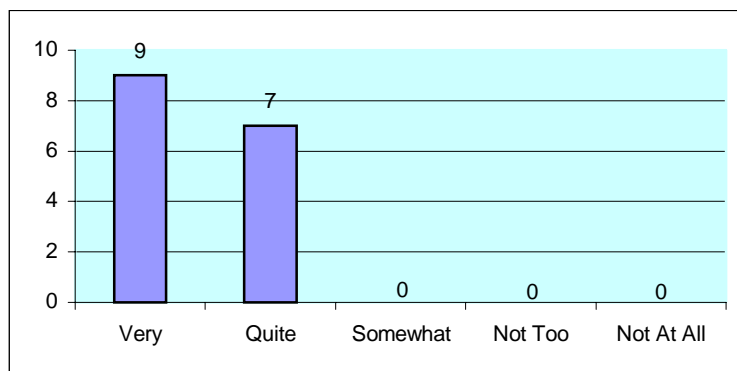
This chapter examines aspects of the roles and performance of the International Youth Foundation, the Children and Youth Foundation of the Philippines and a sample of grantees. The analysis led to six key challenges reported at the end of the chapter. The roles and performance of each of the key Partners in the set of relationships identified earlier in figure 2, page 15, and displayed again below in figure 11 are explored.

Perceived Value of IYF in CYFP’s Development

IYF especially important in the early years

Leaders and staff, with varying opinions about the reasons for IYF’s importance, all affirmed the underlying significance of IYF in CYFP’s development, especially in the early years. (See figure 11 below)

Figure 11
IYF’s Importance in CYFP’s Development
N=16 (Leaders & Staff)



This high level of importance was attributed to:

- ❖ Providing the energy and leadership that helped establish CYFP in collaboration with others at the Consuelo Foundation in the Philippines
- ❖ Providing the core values and strategies about youth development and impacting change that helped launch CYFP, e.g., emphasis on prevention, not treatment; making the case, going to scale, increasing the resources available for children and youth
- ❖ Providing dollars (with the caveat from some of the board members that not all the expected money was received or generated)

- ❖ Providing the idea of funding programs that work and the use of the 17 standards in identifying effective programs
- ❖ Providing access to a global network of programs, people and ideas with regular contact among peer institutions
- ❖ Providing technical assistance from IYF staff

The effectiveness of the technical assistance provided by IYF was rated by six CYFP staff. The average score on a 5 point scale (where 5 was very effective) was 3.9. This indicates that the technical assistance, overall, was viewed as quite effective. However, the range of opinion was great. One person rated it as very effective, three as quite effective and two as somewhat effective. The chronology of CYFP's development beginning on Page 17 suggests the number and nature of technical assistance visits.

CYFP's Assessment of IYF's Key Strategies

One of IYF's major contributions noted above was suggesting to CYFP key strategies to use as part of its approach to change. In an effort to understand how important specific strategies were perceived to be in the context of the Philippines, staff members were asked to rate the importance of nine strategies. Background interviews with staff and leaders familiar with CYFP's history suggest that the importance of these strategies has changed over time. For example, selecting programs that worked was especially important at the outset, other strategies are of greater importance now that programs have been selected. The frame of reference for the assessments described below was the current importance of the strategies. Staff were also asked to assess the effectiveness of these strategies. Importance and effectiveness information is reported below in Figures 12a and 12b. The strategies are presented in descending order of importance with the most important strategy, identifying organizations for network inclusion, on the left in Figure 12a. The 5 point rating scale is presented on the left-hand column.

The most important strategies are:

1. identifying individual Partners for inclusion in the network,
2. building bridges among the private, government and the non-profit sectors and
3. making the case for children and youth.

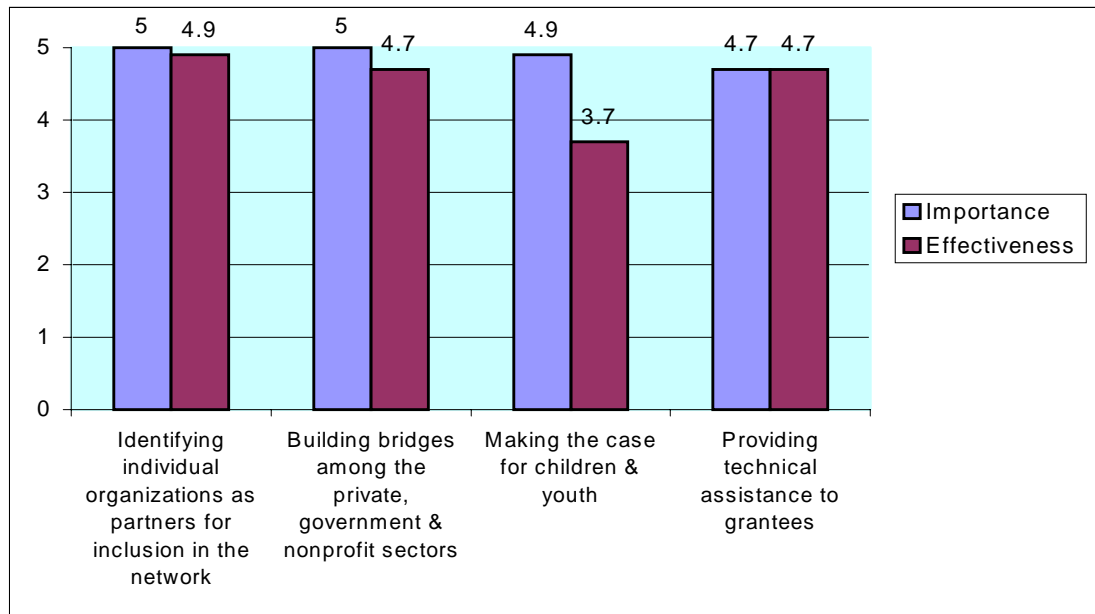
Of almost equal importance are:

1. providing technical assistance to grantees,
2. providing technical assistance to network members
3. developing a network of youth-serving organizations
4. mobilizing resources for the sustainability of programs.

Of slightly less current importance are the two strategies of:

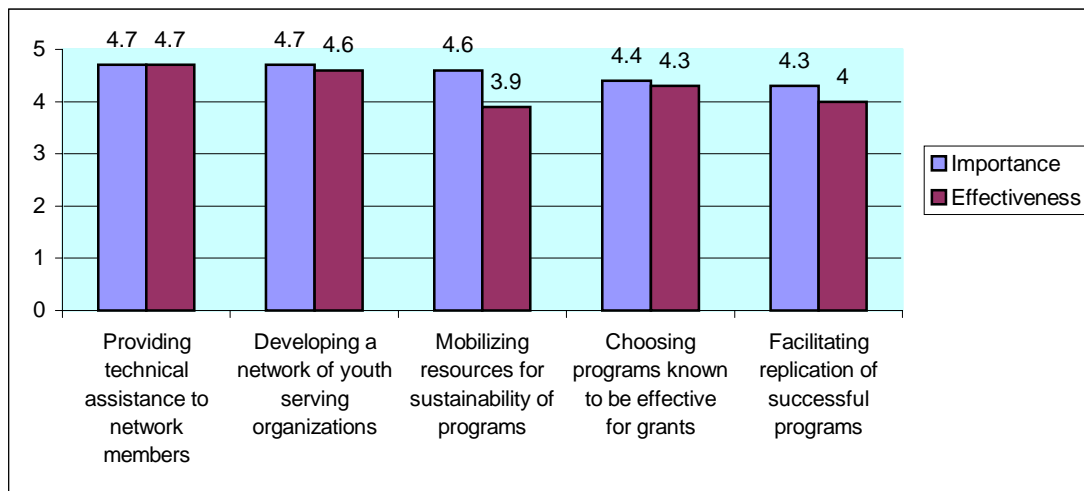
1. choosing programs known to be effective for grants and
2. facilitating replication of successful programs.

Figure 12a
Strategy Importance and Effectiveness Ratings
Staff Data Ranked by Importance Means
N=7



Scale on the left in 12a and b: 5= very important/effective, 1=not at all important/effective

Figure 12b
Strategy Importance and Effectiveness Ratings



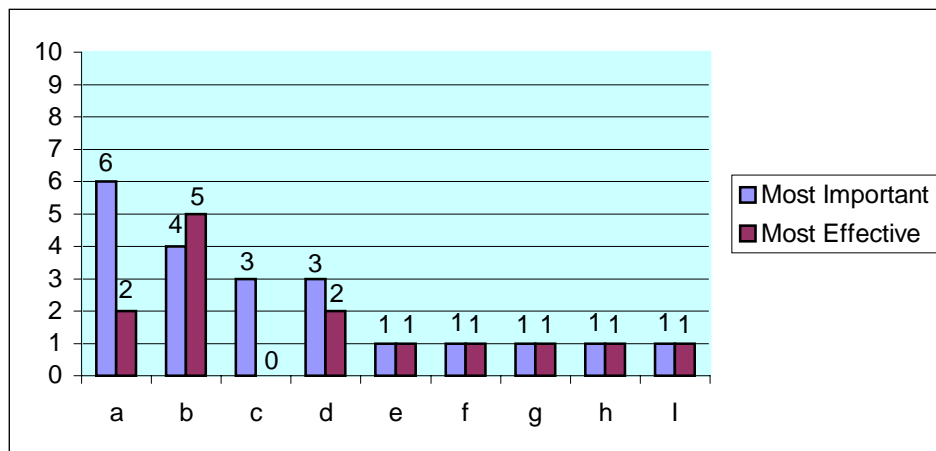
Actual practice has indicated that **all nine** strategies are viewed as important and that, not surprisingly, effectiveness varies considerably across these nine important strategies. CYFP staff view the organization as most effective at its most important strategies with the exception of making the case for children and youth. This strategy was rated the least effective of the nine strategies. The second least effective strategy was mobilizing resources for the sustainability of programs

These importance and effectiveness ratings indicate that IYF's theory of change is viewed as important by its Partner in the Philippines and that it is being implemented effectively as perceived by the staff.

In an effort to provide information useful for planning, staff members were asked to identify their **three** most important strategies and their **three** most effective ones. Figure 12 presents this information. These data suggest that the two interrelated strategies of making the case and mobilizing resources may need special attention at this point in CYFP's evolution. This certainly makes good sense. The financial pressures on CYFP and its grantees are substantial. IYF's five year financial grant-giving commitment is over and funding for CYFP's initial grantees is ending. The information also indicates that CYFP believes it is especially effective at network development and grantee support.

*IYF's strategies viewed
as important.
Implementation
effectiveness varies.*

Figure 13
Focused Strategy Assessment
N-7



- a = mobilizing resources for sustainability
- b = developing a network
- c = making the case
- d = choosing effective programs
- e = facilitating replication
- f = providing TA to the network
- g = identifying individual organizations as partners
- h = building cross-sector bridges
- i = providing TA to grantees

*IYF's 17 standards
 very useful but
 sometimes
 problematic.*

A key characteristic of IYF's approach to change is identifying and funding programs that work. The underlying notion in support of IYF's mission is that the problems of children and youth are so pressing that the best way to impact the greatest number of young people the fastest is to strengthen and expand existing, effective programs. Most of IYF's financial support to CYFP has been spent on making grants to organizations selected by applying the 17 standards of program effectiveness. Because of the significance of the criteria as part of IYF's approach to change, staff members were asked how the criteria were used and the extent to which they were used. Consistently, staff members noted that they were used a lot in selecting programs and in identifying programs for inclusion in the network. Documentation of grant awards reviewed by the author in anticipation of site visits indicates that programs were assessed using each of the criteria. They were also used, but not as extensively, in guiding technical assistance for the grantees and other members of the network. Background interviewees indicated that the actual application of the 17 standards was sometimes problematic and inconsistent. While developing consistent indicators for use by each NPAP committee member was a challenge, they were still viewed as very

valuable guides for decision-making. They may have contributed to depoliticizing the selection process.

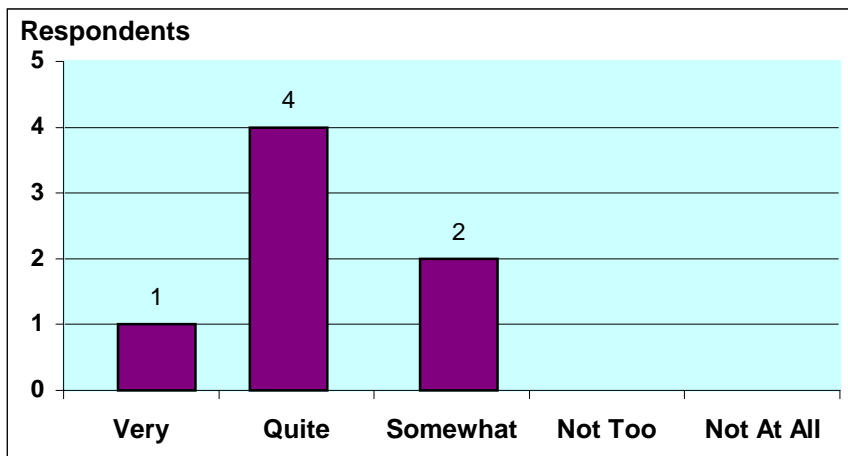
The major organizational challenge for CYFP as viewed by the staff was to continue to refine its priorities and sharpen its focus. They viewed CYFP's recent history as one of rapid and significant expansion. They noted how thinly they were spread both across the country and across their responsibilities. Their responsibilities involving extended travel made communication difficult.

The effort to refine priorities and sharpen focus began in 1996-7 and resulted in efforts to impact two types of potential beneficiaries. These are youth at risk, e.g., school leavers, abused children and youth leaders and adults serving or parenting youth. In an effort to focus its energies CYFP also decided to become more strategic in its approach. The Foundation chose to focus its grant making in four areas: prevention of child abuse and exploitation, protection of justice for children and youth, enhancement of the economic potential of disadvantaged children and the promotion of appropriate education for indigenous children. These strategic decisions were based on a variety of needs assessments. Staff noted that CYFP's new emphasis on issues rather than regions, suggested new staffing patterns and staff development.

Overall Sense of Accomplishment

Staff members were asked to rate how well, in general, CYFP accomplished its purposes. Their responses are displayed below.

Figure 14
Accomplishment of Purposes
N=7



Staff report that CYFP has accomplished much, but can improve

This information suggests that while staff members believe they are making progress on accomplishing CYFP's purposes after five years, they believe there is room for improvement given the challenges facing children and youth in the Philippines.

Grantees' Performance from Staff and Grantee Perspectives

The next link, and the critical link, in the chain leading from IYF to positive youth outcomes is the grantee. These youth-serving organizations provide the services which lead to positive youth outcomes. All grantees supported by CYFP with IYF funds are members of YNI. This means they have met the 17 standards in the judgement of both the PNPAP (Philippines National Program Advisory Panel) and the IPAP (International Program Advisory Panel). They are experienced organizations having been in existence for at least three years prior to selection for funding. While the focus of who they serve, their purposes and the nature of their programming vary they all seek to enhance the lives of children and youth.

Grantee Use of 17 Standards

Data Collection Approach

In school and out of school youth programs were visited. As part of the case study, eight grantees were visited. Three of the programs involved street children, two focused on elementary school youth and one was a vocational education program for older youth. The programs tended to be holistic in their approach to youth development and, where possible, involved the parents and community. The visits varied in length from several hours to approximately ninety minutes. In each case the executive director or program manager was interviewed as were staff and beneficiaries. The evaluator was accompanied by a CYFP staff member who served as a cultural interpreter of the program. The staff member was not included in the formal interview with the director, staff or beneficiaries.

In five of these cases, the circumstances were such that the executive directors could complete an assessment of the importance of the 17 standards and in four cases their organization's effectiveness in implementing each of them. The intent of this assessment was to determine if the criteria were valued and actually a part of the life of the program.

IYF's 17 standards viewed as significant

The results are certainly not definitive but they do suggest that the executive directors were aware of the standards and believed them to be very important in their work. Without exception each criterion (see Appendix 5 for a list of the 17 standards) was rated as very important

(5.0 on a 5 pt scale). As they reviewed the criteria, they tended to want to offer comments on why they were important.

Also, the executive directors thought some areas of their program were strong and others were modestly weaker. On a 5.0 effectiveness scale (with 5 equaling very effective) the average score across all criteria was a 4.5. Areas of relative strength included involving youth and cost-effectiveness (5.0 ratings). Three areas among the 17 standards received lower ratings (4.0 or quite effective) which still indicate considerable strength in the opinion of the executive directors. The areas focused on holistic youth development (which may have been difficult to interpret as the question was worded) and financial management/technical capacity.

Staff members were asked about the extent to which the grantees, in general, embraced certain aspects of the 17 standards. Their opinions are reported below. The stars indicate the number of respondents.

Figure 15
Staff Assessment of Grantees Use of Four of the 17 Standards
Number of Respondents = *

	A lot	some	a little	none
Positive youth development	*****	*		
Youth participation	****	***		
Evaluating their programs	**	*****		
Measuring youth outcomes	**	****	*	

The grantees that participated in the site visit were asked to assess several dimensions of CYFP’s contributions to their work. The assessment focused on what value may have been added by CYFP in addition to the funds necessary to operate and expand their programs. First, we asked the grantees if CYFP had provided assistance to them as a grantee. Seven of the seven executive directors responding to the question said that CYFP had provided them with assistance. Assistance took many forms. In reviewing the executive directors’ responses to a question asking for information on the types of assistance provided, a pattern of grantee assistance based on individual grantee needs and negotiated on an on-going basis emerges. Examples of the types of assistance mentioned were:

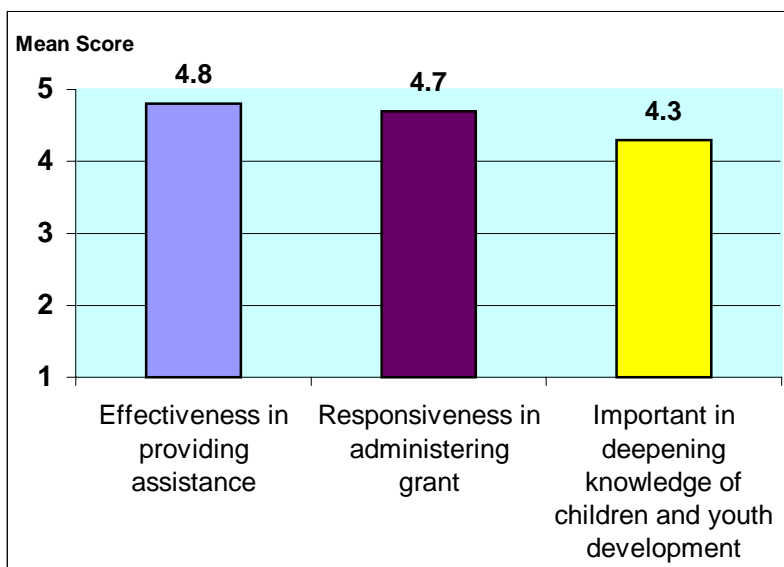
- ❖ Technical training
- ❖ Encouragement to expand into new program areas

*CYFP adds value to
 Grantee’s efforts*

- ❖ Start-up money for a sustainability project
- ❖ One-shot deals e.g. an exchange visit with another similar program and providing a facilitator for strategic planning
- ❖ Money to upgrade tools and equipment

Several dimensions of CYFP’s contributions to the grantees were explored. These dimensions were: 1) effectiveness in providing assistance, 2) responsiveness in administering the grant and 3) importance in deepening grantee’s understanding of children and youth development. Grantees’ responses are summarized below. While the number of respondents is very limited, representing only about ten percent of CYFP’s grantees, the data suggest that CYFP has worked effectively with the grantees in adding value to the programming.

Figure 16
CYFP’s Performance and Contribution
N= 7



Scale: 5=highest, 1=lowest

Expansion and Replication

Expansion. Two key parts of IYF’s and CYFP’s approach to change are program expansion and program replication. Both of these possibilities were explored in the interview. All executive directors who answered the question (5), Do you foresee expanding your program? said yes and four of those indicated that they currently had expansion plans. All indicated that the demand existed for their services. Some of the plans involved offering the same services in different, but existing, facilities, additional schools for example. One

Expansion plans exist for grantees

involved building a new educational center and another involved hiring more staff to more fully utilize an existing facility. Expansion hopes in some cases were tempered by the need to sustain the existing programs. In other cases funding for expansion was dependent on sources of funds which had not yet been committed.

Replication. The seven executive directors who answered this question all believed that replication of their programs was both desirable and possible. They indicated that the need for programs like theirs was present in other communities, but that there were factors that would influence replication. These factors were: 1) the local political situation e.g. there was support in their communities for what they were doing and this might not exist in other communities where sufficient peace and order might not be present 2) local leadership and the desire to create such a program, 3) funding. Two of the directors indicated that their programs were already being replicated.

Replication limited

On balance, CYFP appears to provide more funding for the maintenance of existing high quality programs rather than program expansion or replication. However, exchanges or visits among some network members had been supported by CYFP or were planned to explore replication of one program in other areas of the Philippines.

Looking Ahead

The Children and Youth Foundation of the Philippines faces some key challenges as it moves into its second five years of existence without direct funding support from the International Youth Foundation. The challenges and possible remedies identified below are the result of the interviews with leaders, staff and executive directors plus the author's observations during the site visit to the Philippines in September, 1998. Since then some of the challenges may have been met or changed in their nature or scope.

Challenge #1: How best to attract attention and resources in the face of the worsening conditions and the mounting needs of children and youth.

Challenge #1

Asia in general and the Philippines in particular are in the midst of an economic crisis. When poverty worsens, more families and children are marginalized as a result. Population increases and reported declines in funds allocated for children compound the economic crisis. Many of those interviewed viewed these circumstances as the major challenge facing CYFP. The need to focus attention on children and youth and to attract resources to CYFP and the non-profit organizations serving them, was a key issue.

Responses to this challenge covered a wide range of possibilities. They included:

- ❖ Accepting the situation and being thankful for the on-going monies, especially from the Consuelo Foundation, and the attention that was available.
- ❖ Staffing CYFP and the Board to be proactive in seeking attention (making the case) and attracting funds (mobilizing resources).
- ❖ Actively lobbying at the Board, the staff and the network levels on behalf of children and youth.
- ❖ Developing and maintaining an active role in the global networks of fundors, e.g., IYF, World Bank.

Challenge #2

Challenge #2: How best to position and organize CYFP in response to the situation of children and youth.

Positioning CYFP in its community is a significant challenge. The foundation faces the need to attract resources, make the case for children and youth, convene the network, build capacity, make grants, focus attention on national and international issues, develop publications, and become an even more active Partner in global networks. These various roles send differing and potentially confusing messages about CYFP’s role in the community. As one respondent put it, “CYFP has to develop a special, non-competitive niche in the community.” Developing the niche results from organizational clarity about mission, role and strategies and intentional communication e.g. public relations, about that niche. Based on the site visit interviews, there was also some confusion about CYFP’s relationship to the Consuelo Foundation. Clarifying and communicating the nature of the relationship could prove helpful.

In its first five years, CYFP has established itself as a leader, grant-maker and valued provider of professional development in the field of children and youth development. In that period of time it has increasingly focused its programmatic interests into four primary thrusts: 1) prevention of child abuse and exploitation, 2) enhancement of the economic potential for disadvantaged children, 3) promotion of justice for children and youth and 4) promotion of appropriate education for indigenous children. With these thrusts and interests in mind, CYFP will need to reconsider board membership, staffing patterns, budget requirements and space requirements.

Challenge #3: How best to learn from the accumulating experience with children and youth programming and related strategies.

Challenge #3

CYFP now has five years of experience with children and youth issues and programming. IYF funding was contingent upon making grants to “proven” programs. CYFP has held two major conferences, conducted numerous meetings and workshops and attempted to establish active relationships with private and public sector institutions. The time may be right for serious stock taking regarding this initial wave of experience.

Stocktaking can take place at many levels and in various ways. CYFP has an emerging formal quasi-independent evaluation capacity through the Consuelo Foundation. It also is used to on-going informal evaluation and planning sessions. The challenge is to develop the learning process as fully as possible from defining the focus e.g. topic/program/strategy/unit/event through developing the questions, collecting information, analyzing and interpreting it, reporting and disseminating it in user-friendly ways.

Challenge #4: How best to: build the existing network of programs, develop new networks and/or engage in existing domestic and global networks that support CYFP’s mission.

Challenge #4

CYFP has proven its capacity to build a valued programmatic network. The participants interviewed greatly valued their participation and wanted CYFP to take an even more active leadership role in further building the network. Needless to say, the availability of funds to support the programs and build the network was a key ingredient in CYFP’s success. There may be lessons in this experience that can be learned and applied to building networks of organizations other than existing programs, e.g., social entrepreneurs, grant-makers/ fundors, policy makers, cross sector roundtables etc. Network development, maintenance and involvement are key, but energy-consuming, strategies. How best to spend resources on this strategy is a significant challenge.

Challenge #5: How best to focus and structure grants strategically.

Challenge #5

CYFP is guided by the grantmaking values and practices of its parent organizations and influenced by the current economic conditions in the Philippines. It has begun to focus its attention on identifiable segments of the “children and youth” population and on four issue areas. However, other strategic issues remain. For example, what balance in grantmaking is appropriate for supporting program

maintenance, increasing effectiveness, stimulating expansion, supporting replication and encouraging sustainability? How can the length of the grant commitment be linked to the purposes of the grant and not be confined to the normal three-year horizon?

Challenge #6

Challenge #6: Now that the formal five-year commitment between CYFP and IYF is over, how best to structure a partnership that is mutually rewarding to both institutions.

Interviews revealed that CYFP values IYF's international connections, its many links to resources and its visibility. It also values being part of a global network of organizations sharing similar values and practices. IYF cannot accomplish its work without local partners supporting effective programs. Therefore, IYF can support CYFP's work and honor its financial commitment by continuing to channel grant opportunities to CYFP. However, grant preparation is often time consuming and rushed so each opportunity needs to be assessed against strategic directions and in light of possible results. Because both institutions value learning, a mutually beneficial learning agenda could also be created whereby both institutions, in concert with other interested partners, could generate and share useful information. Active use of the IYF website could also facilitate the learning process. IYF might consider soliciting unrestricted funds that could be granted or re-granted to CYFP and other partners in support of their missions.

The six challenges mentioned above are not new to those interviewed as part of the case study. Many of them were being addressed when this author left the Philippines in September 1998 and have been engaged in the months since. Hopefully, they represent a useful and forward looking set of points for Board Members and staff to consider.

Purposes. This analytic case study of one of the International Youth Foundation's (IYF's) early partners, the Children and Youth Foundation of the Philippines (CYFP), has attempted to describe CYFP's evolution as part of IYF's and the Consuelo Foundation's commitment to children and youth, to assess its performance and to identify key challenges for the future. The evaluation methodology has been described and key characteristics of the Philippines affecting both CYFP's mission and performance have been identified.

Philippine Conditions. Eleven key characteristics of the Philippines, have in this author's assessment influenced the shape and pace of CYFP's development. They include: geography; climate and weather; the existence of indigenous people; economic conditions; political history; the tradition of caring for the poor and disadvantaged; the existence of non-governmental organizations; the belief in formal education as a ladder toward economic success, insurgency in some parts of the country; urbanization and the special situation of the children of the Philippines.

CYFP's Development. CYFP has been in existence for a little over five years. It began grant-making in 1994. The missions and basic strategies of its co-founding organizations, The Consuelo Foundation and the International Youth Foundation have guided its development. Both organizations provided generous but different amounts of funds over the five years (5.0 and 2.5 million respectively) to be used for both operations and grant-making. The importance of IYF's role in helping to guide the foundation's initial development was acknowledged. The commitment of the Consuelo Foundation to improving the quality of life for marginalized young people and IYF's four-point theory of change were identified as key starting points as CYFP focused its mission and implemented its strategies.

CYFP's Approach. CYFP's underlying approach to improving the quality of life for children and youth involves the following major strategies: 1) making grants through organizations to specific programs that serve children 5-20, are aimed at youth development and the prevention of problems that have been in existence for at least three years and that have proven their effectiveness; 2) developing the organizational and programmatic capacity of both their grantees and other promising youth-serving programs through networking and other strategies; 3) making a compelling case among the public, policy makers and funders for the needs of youth; and 4) mobilizing funds from domestic and international sources to support positive youth

SUMMARY AND CONCLUSION

*Conditions make
operating a national
foundation difficult*

*Consuelo Foundation
and International Youth
Foundation responsible
for rapid development*

*IYF significant as a
contributor to key
strategies*

*Accomplishments
significant, especially for a
young organization*

*CYFP's performance
lauded but challenges
and room for
improvement remains*

development. CYFP's growth has been consistent with these four areas.

CYFP's Accomplishments. During its short five year history, CYFP has achieved several significant things. They include:

- ❖ Establishing a unique, respected and neutral funding resource focused on children and youth in the Philippines
- ❖ Identifying, selecting and funding over 31 programs that have proven their effectiveness and met IYF's 17 standards for inclusion in YouthNet International
- ❖ Touching the lives of over 1,000,000 young people in diverse and significant ways
- ❖ Focusing the attention of government officials, business organizations and representatives of the NGO sector on key issues affecting children and youth
- ❖ Developing a network of youth-serving organizations reducing their isolation and providing much-valued technical assistance to them
- ❖ Establishing themselves as part of a global network of youth-serving organizations around the world.

CYFP's Performance. CYFP'S performance was assessed by staff, by grantees and by members of its network. The grantees and network members were especially appreciative of the funding, technical assistance and opportunities for growth both programmatically and professionally that CYFP afforded them. Staff members noted that their greatest challenges lay ahead in the areas of:

- ❖ making the case for children and youth in the face of declining attention and resources,
- ❖ mobilizing new resources to sustain their existing grantees and to make grants to new ones, and
- ❖ consolidating their efforts and implementing their mission more fully through the four areas of programmatic thrust and new staffing arrangements.

CYFP's Challenges. Six challenges were identified by the interviewees and author. They are stated as questions which CYFP's leadership are encouraged to address. They are:

- ❖ Challenge #1: How best to attract attention and resources in the face of the worsening conditions and the mounting needs of children and youth.
- ❖ Challenge #2: How best to position and organize CYFP in response to the situation of children and youth.
- ❖ Challenge #3: How best to learn from the accumulating experience with children and youth programming and related strategies.

- ❖ Challenge #4: How best to: build the existing network of programs, develop new networks and/or engage in existing domestic and global networks that support CYFP's mission.
- ❖ Challenge #5: How best to focus and structure grants strategically.
- ❖ Challenge #6: Now that the formal five-year commitment between CYFP and IYF is over, how best to structure a partnership that is mutually rewarding to both institutions.

Benefits for Children and Youth. Based on interviews with 50 staff members and over 160 beneficiaries, meaningful benefits to the participants were mentioned again and again. The following categories of benefits summarize the effects of the eight programs visited. The benefits were: 1) physical health related, 2) mental health related, 3) school or work related, 4) community related, and 5) relationship related. Youth reported improved health because of nutrition and recreation programs and the security of being off the street. They reported increased skills for employment and knowledge to help them stay in school and learn the basics. Many reported that their programs and the people working with them, caring about them, offered them hope and role models for their futures.

Benefits for young people are many and occur for youth ages 5-20.



APPENDIX 1

The Case Study Method

APPENDIX 2

The Itinerary and Sites Visited

APPENDIX 3

List of Interviewees

APPENDIX 4

IYF Vision, Mission and Strategies and
Consuelo Foundation Vision and Mission Statement

APPENDIX 5

IYF 17 Standards

APPENDIX 6

Executive Directors' Assessment of the 17 Standards

APPENDIX 7

CYFP Across the Country Map

APPENDIX 8

Interview Forms