

## **ILO Asia-Pacific Working Paper Series**

Local economic development and  
youth employment in the Philippines:  
the case of Guimaras Province

June 2010

Subregional Office for South-East Asia and the Pacific  
Manila

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## Foreword

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

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

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

Linda Wirth-Dominice  
Director, ILO-SRO Manila



## Preface

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

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

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

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

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

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

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

Policy research was undertaken which led to consequent technical discussion and advocacy activities conducted to harness multi-sector support for a policy and action agenda that would complement,

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

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

replicate, disseminate, and scale up the delivery of tried and tested employment support services for youth throughout the country. These policy research papers are integrated into this set of working papers.

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

Knowledge materials were produced to assist both institutional partners and target youth beneficiaries during and after the project period while documentation of the supported demonstration projects helped in disseminating lessons and facilitated replication of good practices by other parties.

Finally and at the local level, ILO-CIDA-PYEP supported research into youth unemployment in each pilot location through a youth employability survey. This was followed by a multi-stakeholder consultation, the outcome of which provided the basis for development of a local youth employment strategy.

Location-specific projects were developed to create immediate and limited scale demonstration effect on jobs, incomes, and decent work status of target youth segments. These were piloted in the eight localities using ILO tools and expertise and generated results favourable to intermediary local institutions and target youth beneficiaries. These demonstration projects were useful for improvement, replication and scaling up. These particularly covered:

1. Angono – five demonstration projects anchored on art tourism including: (i) arts exhibits, (ii) traditional animation and artistic training; (iii) souvenir items development and culinary arts; (iv) souvenir items development using recycled materials; and (v) tour guide training and transport-aided tourism promotion that directly enhanced skills. These were translated into jobs and income opportunities initially for 110 young artistically inclined youth.
2. Concepcion – one project anchored on eco-tourism titled “LGU and Youth Employment Generation Capacity on Tourism Development” that enabled 20 youth direct beneficiaries duly screened and selected, from the different barangays of the town to acquire through structured learning opportunities necessary attitude, exposure and skills to start, grow and sustain in a business-like manner the operations of an LGU tourism services shop, This will indirectly benefit 400 local potential and existing artisans and entrepreneurs. by providing new outlets for their products.
3. Cotabato City – one demonstration project focused on enabling a Muslim youth-run organization to prepare and expand its social enterprise service lines to include blueprinting services on top of established computer and photocopying services; in effect creating additional opportunities for the organization’s target out-of-school-youth; and enabling employed out-of-school-youth to earn incomes sufficient to cover for their needs and for costs in pursuing a short vocational/technical training course of their choice.
4. Davao City – one project involving various stakeholders in enhancing the employability factor of targeted disadvantaged youth in the city such as the out-of-school-youth and the job seeking unemployed youth technically inclined to engage in jobs in the hotel and restaurant industry, building electrical wiring trade and metal arc welding trade. The programme provided for skills training, testing and certification; entrepreneurship orientation, personality

development, post-training employment services, and a mechanism for employers' feedback on programme participants.

5. Dumaguete – one demonstration project involving various stakeholders in enhancing values, industry/trade skills and entrepreneurship base of local unemployed graduates. As an adjunct to this, the city provided two tracks of post-training employment facilities services for the youth. One track is geared towards getting trainees employed in the labour-short but high-paying business process outsourcing-information and communication technologies (BPO-ICT) sector as well as in hospitality and automotives sectors. Another track was geared towards enabling these young people to start-up their own service shops.
6. Guimaras Province – two different projects with the first one supporting employability and actual employment of 50 local youth for housing sector jobs implemented prior to employment strategy planning as an emergency response to the oil spill disaster that affected local livelihoods and incomes of affected communities in the province in 2006 and the second one complementing resources mobilized by the provincial government to implement an integrated set of employment interventions based on identified gaps and action points from the youth employment planning workshop.
7. La Castellana – one demonstration project affording young people and their parents in comprehensive agrarian reform programme (CARP) whose long pending land disputes case have been finally settled and thus ready to respectively invest in the development of their respective lands, with entrepreneurship orientation, training and post-training advisory services.
8. Marikina City – in addition to the survey and youth planning forums, the ILO provided the city with technical (e.g. feasibility studies, trainings, forum facilitation, and advisory services) and brokering (e.g. between BPO firms and Marikina LGU) services to complement the overall efforts of the LGU to organize a fully functioning one-stop-shop labour market center capable of delivering a comprehensive set of employment services for the city with a special focus on the more disadvantaged youth segments.

These projects served as a deciding point for LGUs and stakeholders to mainstream youth employment policy and action points in local development planning, budget, and administration processes.

This second set of papers in this series provides the case studies that highlight how these ILO-sponsored interventions complemented local economic development initiatives in each of these eight areas and the result obtained.

As noted in the independent evaluation report,<sup>3</sup> PYEP is clearly just a beginning. Nevertheless, it has managed to establish momentum that can be carried on by the project partners with or without further project support.

It underscored the challenges facing all the partners involved: the local governments, the partner non-governmental organizations (NGOs), the schools and training institutions, the employer groups, trade unions, national government agencies, and the international development institutions involved (ILO and CIDA), that is to do what is necessary to ensure that such momentum is not dissipated.

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<sup>3</sup> Working Paper No. 7 of the Youth Employability series.

This current series of working papers provides a useful benchmark of the various youth employability outcomes against the backdrop of local economic development strategies. From this, it is possible to assess the longevity and achievements of the various projects undertaken as well as the concepts and lessons that can be carried over into other localities concerned with building youth employability into their development programmes. For more detailed information, readers are referred to the Terminal Report, produced by ILO Manila.

# Table of contents

Foreword .....	iii
Preface .....	v
List of tables.....	xii
List of figures.....	xii
List of boxes.....	xii
List of acronyms .....	xiii
Acknowledgements.....	xv
Glossary of terms .....	xvi
<b>1 Introduction.....</b>	<b>1</b>
1.1 An overview of the province.....	1
1.2 The challenges.....	4
1.2.1 Reducing the incidence of poverty.....	4
1.2.2 Improving on schooling completion rates.....	5
1.2.3 Improving employment rates and income flows across gender .....	5
1.2.4 Developing critical skills to meet local agriculture industries and tourism sector needs.....	5
1.2.5 Developing capacities of local institutions to manage local economy.....	6
1.3 Key responses and cumulative gains.....	6
<b>2 Results of local economic development strategies.....</b>	<b>8</b>
2.1 Antecedents to becoming a regular province .....	8
2.1.1 Guimaras as a parish and a municipality of Iloilo.....	8
2.1.2 Guimaras as a sub-province of Iloilo .....	9
2.1.3 Guimaras as a regular province.....	9
2.2 Developing partnerships for economic development.....	10
2.2.1 Towards a comprehensive development plan for the province.....	10
2.2.2 Reorganization for effective and efficient delivery of services .....	10
2.2.3 Setting-up the Provincial Economic Development Office .....	12
2.2.4 Developing the capacity of the Guimaras Trade and Information Center .....	12
2.2.5 Strengthening linkages for economic undertakings .....	13
2.3 Strategies for managing economic resources.....	13
2.3.1 Developing a land use plan for Guimaras Province.....	13
2.3.2 Investing in on-the-ground efforts to secure and market the Guimaras’ vision.....	13
2.3.3 Crafting of a Local Environment Code.....	14
2.3.4 Crafting of a Local Investment Code.....	16
2.3.5 Contemplating amendments to the Local Revenue Code .....	16
2.4 Towards more and better jobs for Guimarasnons .....	16
2.4.1 Co-managing the Provincial Training and Enterprise Development Center .....	16
2.4.2 Research capacities to establish employment, income, and family living status .....	18
2.4.3 Joint efforts with partner institutions in employment and income generation activities .....	18
<b>3 Mainstreaming youth employment in local plans and programmes.....</b>	<b>18</b>
3.1 An exploratory case study on employment promotion .....	18

3.2	The local youth employability survey.....	18
3.2.1	Employed and self-employed youth .....	19
3.2.2	Youth not in the workforce .....	20
3.2.3	Unemployed job-seekers.....	22
3.2.4	Students.....	22
3.3	A youth-focused employment planning workshop .....	23
3.3.1	An overview of the workshops .....	23
3.3.2	Workshop I: Listing of business and job opportunities .....	25
3.3.3	Workshop II: Action plan for employment creation .....	26
3.3.4	Workshop III: Factors affecting youth employability and employment .....	27
3.3.5	Workshop IV: Action planning.....	28
3.4	The demonstration programmes.....	29
3.4.1	Generate your business and start your business.....	29
3.4.2	Know about business .....	30
3.4.3	Linking local youth to training opportunities in the housing sector .....	30
3.4.4	The Programme for Development of Manpower and Employment Generation.....	31
3.5	Sustaining the youth employment strategies.....	33
4	Integrating youth employment strategies in development policies and plans.....	34
4.1	Factors affecting the development of Guimaras as a province .....	34
4.1.1	The 1991 Local Government Code.....	34
4.1.2	A policy and planning framework for the province anchored on sustainable development .....	34
4.1.3	The quality of LGU leadership .....	36
4.1.4	A multi-stakeholder supported local development agenda and strategies .....	37
4.1.5	Implementing structures and systems responsive to the development agenda .....	38
4.1.6	Motivated and competent civil service staff to support programme implementation .....	38
4.1.7	Effectiveness of programmes, projects, and services.....	39
4.2	Enterprise development activities, tools, and services.....	39
4.2.1	Strategic planning activities for developing economic partnerships.....	39
4.2.2	Enterprise development training programmes .....	39
4.2.3	Clarifying roles within the LGU-PEDO .....	40
4.2.4	Strengthening local cooperatives, enterprises, and private sector organizations .....	40
4.2.5	Towards developing a fully functioning provincial PESO .....	41
4.2.6	The importance of management systems.....	41
4.3	An assessment of the ILO-youth focused employment planning activities .....	42
4.3.1	The LGU undertaking with CIDA-funded ILO pilot activities under the PYEP project.....	42
4.3.2	The tools, facilitators, and resource persons involved being external to Guimaras.....	42
4.3.3	The ILO-TNS youth employment survey tools and results from 500 youth .....	42
4.3.4	The youth-focused employment planning workshop process, tools, and results .....	43

	4.3.5	The demonstration programme .....	43
	4.3.6	Gaps and areas for continuing LED and YE interventions .....	43
5		Way forward .....	44
	5.1	Sustaining and broadening the initial gains .....	45
	5.2	Strengthening national links in support of the development needs of the province.....	46
	5.2.1	On establishing and enhancing the basic institutions in the province.....	47
	5.2.2	On strengthening partnerships .....	47
	5.2.3	On working towards attaining the agri-tourism vision of the province .....	47
	5.2.4	On pushing for education and training reforms .....	47
	5.3	New initiatives following enactment of the 2005 Environment Code and the 2006 Investment Code .....	48
	5.3.1	An effective agri-tourism marketing infrastructure for the province.....	48
	5.3.2	Technologies that reduce the cost of improving the road network .....	48
	5.3.3	Continuing the practice of using savings for development purposes.....	49
	5.3.4	Enhancing the potential of new industry products.....	49
	5.3.5	Monitoring and measuring product value accounts and jobs generated .....	49
	5.3.6	Underlying assumptions pertaining to agricultural development .....	49
	5.3.7	Strengthening the internal capabilities of the PEDO .....	50
	5.3.8	Towards instituting PESO services in the province.....	52
	5.3.9	The need for a human resources development strategy for the province.....	52
	5.3.10	Strengthening the self-sustaining capacity of organizations.....	53
6		References.....	53
	6.1	Field interviews and reports .....	53
	6.1.1	Provincial government .....	53
	6.1.2	From component municipal LUGs of the province .....	54
	6.1.3	From national government line agencies .....	54
	6.1.4	From private sector institutions.....	54
	6.1.5	From LGU beneficiary groups.....	55
	6.2	Reference documents from the provincial government .....	55
	6.3	Acknowledgments.....	55
Appendix A: Local industry experiences of job and income generation with lessons for future planning .....			
			57
1.		The Guimaras mango industry .....	57
	1.1	Production factors and capacity status .....	57
	1.2	Product markets, requirements, and local capabilities .....	59
2.		Job and income creation in the mango industry.....	62
	2.1	Identifying factors for success in producing, processing, and marketing mangoes .....	65
	2.2	Plans and programmes (as of September 2007).....	66
	2.3	Progress of activities and outcomes as per POAS plans in 2007 .....	66
	2.4	Factors limiting plans and programmes .....	68
	2.5	Challenges and direction of production and marketing .....	68
3.		The seaweed entrepreneurship project for income enhancement.....	68
	3.1	Hastening recovery from the 2006 oil spill accident .....	70
	3.2	The overall effect of the seaweed industry on municipal level economies.....	70
	3.3	Success factors and lessons learned.....	71

4.	The salt farmers alternative livelihood development project .....	72
5.	The "kasuy" for life development project .....	74
6.	Growth of tourism in the province .....	75

## **List of tables**

Table 1-1:	Growth of population of guimaras province from recent census data.....	3
Table 1-2:	Comparative labour force data—Guimaras and the Philippines .....	5
Table 3-1:	Workshop II: Results—employment action plan .....	26
Table 3-2:	Workshop III: Results .....	27
Table 3-3:	Results of action planning session .....	28
Table A-1:	Total mango area, tree population, production capacity, 2005, 2007, and 2008.....	58
Table A-2a:	Distribution of tree population by municipality, 2005 .....	58
Table A-2b:	Distribution of tree population by municipality, 2008 .....	59
Table A-2c:	Change in distribution of tree population by municipality, 2005 to 2008 .....	59
Table A-3:	Major exporters and market destinations.....	60
Table A-4:	Volume and pricing of mango exports to usa and australia.....	60
Table A-5:	Local mango processors .....	61
Table A-6:	Total mango production exports, labour employed, industry value, 2002–2006 .....	63
Table A-7	Specific objectives and planned intervention activities.....	67

## **List of figures**

Figure 1:	The eight pilot areas .....	xvii
Figure 2:	Guimaras island and province .....	2
Figure 3:	Guimaras registered tourist arrivals, 2000-2009 .....	3
Figure 4:	Guimaras tourism receipts (in peso value), 2000-2009.....	4
Figure A-1:	Total mango production and per cent for export (in series), 2002 to 2009 .....	64
Figure A-2:	Total value of mango industry and value exported (in series), 2002 to 2009 .....	64

## **List of boxes**

Box 1:	The Guimaras Environmental Code.....	15
Box 2:	Product development for enterprise development.....	17

## List of acronyms

BFAR	: Bureau of Food and Agricultural Research
BPO	: Business Process Outsourcing
CDA	: Cooperative Development Authority
CIDA	: Canadian International Development Agency
CIE	: Center for International Entrepreneurship
CUI	: Canadian Urban Institute
DILG	: Department of Interior and Local Government
DOST	: Department of Science and Technology
DSWD	: Department of Social Welfare and Development
EO	: Executive Order
GBA	: Guimaras Builder's Association
GET AHEAD	See Glossary
GMP	: Good Manufacturing Practices
GTZ	: Deutsche Gesellschaft für Technische Zusammenarbeit
GYBi	: Generate Your Business
IPM-FFS	Integrated Pest Management-Farmer Field School
KAB	: Know About Business
LDDW	: Local Development and Decent Work
LEAD	Livelihood Enhancement for Agricultural Development
LED	: Local Economic Development
LGC	: Local Government Code
LGSP	: Local Government Support Programme
LGU	: Local Government Unit
NSCB	: National Statistical Coordination Board
PBSP	: Philippine Business for Social Progress
PEDO	: Provincial Economic Development Office
PESO	: Public Employment Service Office
POAS	: Provincial Office for Agricultural Services
PPDO	: Provincial Planning and Development Office
PRODMEG	: Programme for Development of Manpower and Employment Generation
PTEDC	: Provincial Training and Enterprise Development Center
PYEP	: Promoting Youth Employment in the Philippines
RA	: Republic Act
SEA-K	: Self-Employment Assistance Kaunlaran
SME	: Small and Medium Enterprises

SYB : Start Your Business  
TESDA : Technical Education and Skills Development Authority  
TNS : Taylor Nelson and Sofres  
TWG : Technical Working Group

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Acknowledgement also to all assisting researchers and local stakeholders from the government and the private sector who assisted and contributed in the various stages of developing and updating the case studies for each of the pilot sites, from 2005 to 2009 and to the ILO-PYEP, Employment, and Publication teams for the overall efforts in delivering this knowledge product and especially Ms Maria Asuncion Ortiz who coordinated the research, writing, and compilation of these case studies.

### **A note on spelling and other conventions**

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

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

The Philippine *Youth in Nation Building Act of 1997* defines youth as those within the age group of 15–30 years while the Department of Statistics uses the cohort 15–29 years. Both are used in this group of studies depending on the source of information.

## Glossary of terms

Alter-Plan	:	Alternative Planning Initiatives, an NGO working in the provision of housing
Barangay	:	The smallest administrative district of government in the Philippines; also “barrio” from the Spanish
Career Pathways	:	A DepEd pilot programme integrating trade skills and entrepreneurship instruction in select high schools to be mainstreamed in the secondary education programme
Consuelo Foundation	:	See Consuelo Zobel Alger Foundation
Consuelo Zobel Alger Foundation	:	A private foundation operating under US law and based in Hawaii, founded in 1998 to assist disadvantaged women, children and families in the Philippines and in Hawaii. In July 2002, it was officially renamed the Consuelo Foundation Incorporated
GET AHEAD	:	Gender and Entrepreneurship Together: An ILO training package that promotes enterprise development among women in poverty who want to start or are already engaged in small-scale business. It differs from conventional training materials in that it highlights entrepreneurial skills from a gender perspective, whether applied to starting or improving an individual, family or group business
Habitat for Humanity	:	A non-profit, ecumenical Christian housing organization building simple, decent, affordable housing in partnership with people in need (see <a href="http://www.habitat.org">www.habitat.org</a> )
<i>Negosyanteng estuyante</i>	:	A school-based competition which aims to create an economic opportunity, provide avenue and develop entrepreneurship, teamwork, leadership and business skills of students
<i>Negosyanteng mag-aaral</i>	:	Student entrepreneurs
Plantilla	:	The approved organizational establishment against which individual positions can be filled; from the Spanish meaning <i>template</i>
Poblacion	:	The center of a town or municipality, usually the administrative district
Pueblocitios	:	A small community during Spanish colonial times, from Pueblo – Spanish for village
Sangguniang Panlalawigan	:	The provincial legislature composed of elected and ex-officio members and presided over by the provincial vice-governor
SEA-K	:	A livelihood enhancement facility organized by the DSWD and designed to diversify income sources for indigent groups
Visita	:	An inspection visit made by Spanish colonial officials and without warning

Figure 1: The eight pilot areas





# Local economic development and youth employment in the Philippines: the case of Guimaras Province

## 1 Introduction

This study looks at local economic development and employment strategies being undertaken in Guimaras since it was granted provincial autonomy in 1992. As is the case with other studies we start by profiling the province in terms of area, population and the niche advantages it offers. We then discuss the key challenges that the provincial stakeholders are addressing through their local economic development (LED) strategies, the results attained thus far and an assessment of the future direction being taken. Finally, against this backdrop, we review the employment strategies with specific emphasis on youth employment and the interventions achieved through the ILO-CIDA youth employment project during 2006 and 2007.<sup>4</sup>

### 1.1 An overview of the province

Guimaras is an island province strategically located to the southeast of Panay Island and northwest of Negros Island. It is bounded by the Iloilo Strait in the northwest, by Guimaras Strait in the northeast, and by the Panay Gulf in the south. It is the smallest and youngest of the six provinces constituting Region VI or the Western Visayas region of the Philippines (Figure 2).

A former sub-province of Iloilo, it was proclaimed a fully-fledged province of the country on May 22, 1992 following a plebiscite among the island's inhabitants and those of the original province, which was conducted in conformance with *Section 462 of Republic Act 7160*, otherwise known as the Philippine Local Government Code, introduced that same year.

The island province covers a total land area of 60,457 hectares or 604.57 square kilometers. It has five component municipalities; Jordan (the main gateway and service center of the province), Buenavista (the higher education center), Nueva Valencia (the tourism center), Sibunag, and San Lorenzo (the agriculture centers). Across these municipalities, there are a total of 98 barangays.

According to 2000 census, the population of Guimaras Province totalled 141,450 covering 27,465 households. The population density was measured at 234 persons per sq km with Buenavista being the most densely populated town.

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<sup>4</sup> Based on unpublished ILO reports: (i) linking decentralization of governance, employment promotion, and decent work by Maria Asuncion Ortiz and Yvette Barredo-Sonza in 2005; (ii) ILO-CIDA-PYEP youth employment reports as outlined in the reference section; and (iii) field (2007 and 2009) and phone (2009 and 2010) interviews on linking local economic development and youth employment strategies.

Figure 2: Guimaras island and province



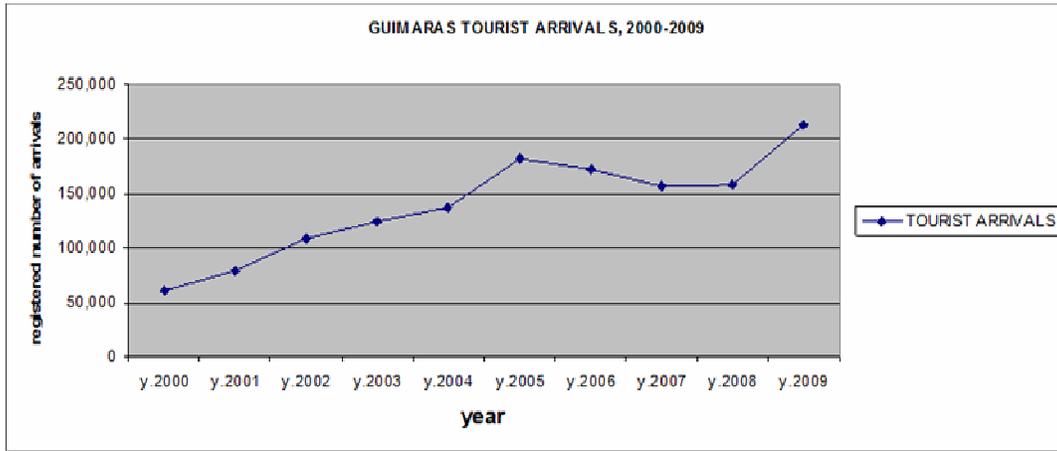
Source: Guimaras Tourism Office

Of the total population:

- 48.6 per cent are female
- 35.8 per cent are children aged 1–14, with:
  - 11 per cent below five years old; and
  - 27.6 per cent are youth in the age range 15–29.
- 63.4 per cent are under 30 years of age of which working age youth made up 52.4 per cent.

Considering the proportion of children and youth to the total, it makes the province very young in terms of age distribution (with a median age of 22 years).

**Figure 3: Guimaras registered tourist arrivals, 2000-2009**



Source: Guimaras PEDO: Tourism Office

The average annual population growth rate between 1995 and 2000 was recorded at 2.4 per cent. By 2007, the population of the province had risen to 151,238 for a population growth rate below 1.0 per cent (Table 1-1).<sup>5</sup>

**Table 1-1: Growth of population of Guimaras Province from recent census data**

Census year	1990	1995	2000	2007
Population	117 990	126 470	141 450	151 238
Annual growth (per cent)		1.5	2.4	0.9

Source: Census data

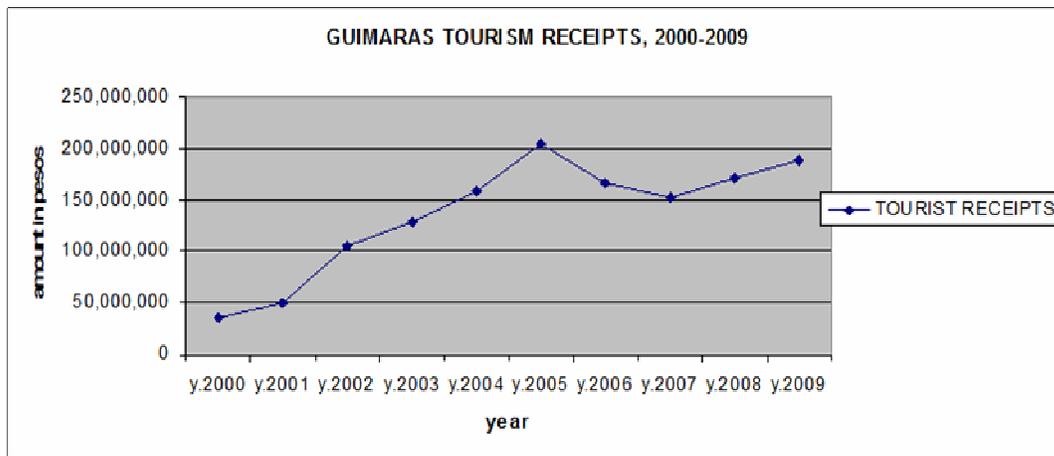
The local economy is primarily based on farming (crops) and fisheries. It is home to the mango industry with 5,107 hectares of mango orchards capable of producing what is widely regarded as the best mango variety in the country: big, very sweet, and certified free of pulp/seed weevil by the U.S. Department of Agriculture. Sixty-seven per cent of the 158,355 mango trees on Guimaras Island are fruit-bearing (Figure 3). Other prevalent crops with good market potential include rice, corn, coconut, cashew, and kalamansi.

The province is also endowed with well-stocked fishing grounds. Around 2,840 fisherfolk inhabiting 55 coastal barangays depend on fishing as a major source of income. A wide variety of fish and seafood are available locally including shrimps, mackerel, moonfish, cavalas, round scad, anchovies, slipmouth, grouper, and sardines. Provide they are properly processed and packaged; they can be sold to higher end markets.

<sup>5</sup> Data taken from officially published figures for Western Visayas; population growth rates shown are slightly different from those that would be obtained by simple interpolation.

The island is an ideal tourism destination. It boasts of unspoiled beaches, waterfalls, historical landmarks, colourful festivals, and farm and eco-tourism experiences that have the potential to add to the province’s income. Annual tourism receipts of the province consistently increased from PhP36.6 M in 2000 to PhP204.3 M in 2005, declined in 2006 due to an oil spill accident, then recovered, moving to a new level of increasing trend of tourism receipts from PhP172 M in 2008 to PhP188.7 M in 2009 (Figure 4).

**Figure 4: Guimaras tourism receipts (peso value), 2000-2009**



Late 2009, there are 26 registered resorts in the province, with 21 actively operational and catering to the needs of both domestic and foreign visitors.

## 1.2 The challenges

Prior and after the passage and enactment of the 1991 Local Government Code, in 1992, Guimaras was faced with three major development challenges on attaining economic growth and social progress.

- Firstly, it had to deal with the logistics of transforming the island from a sub-province into a full-fledged province distinct from the province of Iloilo.
- Secondly, it sought to become a major agriculture player in the region considering the economic potential of its geo-political stature and local resource endowments.
- Thirdly, there was the need to develop local institutional capabilities – financing, staffing, and delivering on the more specific issues and concerns constraining economic growth, employment creation, and incomes improvement.

Specific development issues and challenges facing the province are outlined below.

### 1.2.1 Reducing the incidence of poverty

The incidence of poverty in the province was recorded at 38.1 per cent in 1997 covering a total of 9,398 households. Although the official poverty incidence decreased by 10 percentage points to 28.3 per cent in 2000 (a figure that saw Guimaras de-listed from “Club 20”— the roster of the 20 poorest provinces in the country), lack of local employment and income opportunities remained a problem and does so until the present.

Despite the potential of the province’s agriculture, fisheries, and tourism sectors to create jobs and income opportunities, the provincial government of Guimaras has been constantly facing a financial crisis characterized by lack of adequate income, resources, and capacities to put in place programmes harnessing these sectors earning capabilities and supporting the development needs of the local population.

Population growth has once again slowed in recent years after a spurt in the last decade, and is now less than half that of the Philippines as a whole. The most likely explanation is that some of the working age population of the province are leaving their homes to search for work elsewhere. Within the Western Visayas, Iloilo City, Bacolod City, and Negros Occidental Province showed recent growth rates well above the regional average and may be the destination for a number of those leaving Guimaras in search of work.

### 1.2.2 Improving on schooling completion rates

The 2000 census data also showed that 54 per cent of the household population, five years old and above had no more than an elementary education. Only 27.6 per cent had completed high school while a further 16 per cent were undertaking (or had completed) a post-secondary education. Improving the retention rates of in-school-youth is a major concern of the local government.

### 1.2.3 Improving employment rates and income flows across gender

The unemployment rate in the province was at 9.23 per cent in 2000, a figure comparable to both regional and national unemployment rates. Unemployment was higher among males than among females with rates of 9.5 per cent and 8.7 per cent, respectively.

Locally employed persons were largely found in basic agriculture sector (55.9 per cent); a further 32.2 per cent were employed in trading and services sector, and 10.2 per cent in agri-based manufacturing activities. Among the employed, many were presumably receiving low incomes considering the high poverty incidence rate in the province and the seasonality of agriculture activities.

In recent years the unemployment rate has improved slightly (Table 1-2), although underemployment in the province has consistently been above the national average and in 2005 was recorded at 35 per cent.

**Table 1-2: Comparative labour force data—Guimaras and the Philippines**

Index	Philippines			Western Visayas		
	2007	2006	2005	2007	2006	2005
Total population aged 15 and above	56 845	55 638	54 363	4 649	4 498	4 391
Labour force participation rate (per cent)	63.2	63.8	64.7	63.5	63.3	66.6
Employment rate (per cent)	93.7	92.6	92.5	94.0	93.8	95.1
Unemployment rate (per cent)	6.3	7.4	7.5	6.0	6.2	4.9
Underemployment rate (per cent)	18.1	20.3	21.1	22.0	26.0	35.1

Source: Labour Force Survey data October rounds

### 1.2.4 Developing critical skills to meet local agriculture industries and tourism sector needs

The number of registered businesses in the province has continued to grow from 289 as of 2003 to 1,558 as of 2007. These included non-local investors with well-established production facilities in the

province but which have had to bring in workers from elsewhere to meet the skills demand of local operations since the required skills were not available locally.

The only local state college established in the province has failed to meet the demand of local industries but responds instead to the demands of other provinces in the region.<sup>6</sup> This only reinforces the tendency for local graduates to leave the island and seek jobs in Iloilo City, elsewhere in the country or abroad. Development of courses specific to local needs appears to be a neglected opportunity.

### **1.2.5 Developing capacities of local institutions to manage local economy**

In view of these challenges to the development of Guimaras Province and considering the potential opportunities opened up with the passage of RA 7160 and other relevant national policies and programmes, the concerns facing the provincial government of Guimaras may be broadly articulated in the following three goals:

- Building and strengthening the basic local institutions to address local challenges on economic growth, employment creation, and income enhancement.
- Setting and pursuing a development vision and a roadmap for the province obtaining support and cooperation of a wider range of local development stakeholders.
- Effecting complementation of plans, programmes, resources, and implementing mechanisms of local institutions across tiers and line functions of government offices, private, and public sectors.

How these goals are translated into actual achievements on the ground is the topic of the following sections.

## **1.3 Key responses and cumulative gains**

Thus far and recognizing the contributions of the prior political administrations of the province, Guimaras under the nine-year administration of Governor Joaquin Carlos Rahman Nava M.D. has cumulatively achieved the following:

- Successfully developed the US and Australian markets for quality mangoes building on the reputation of Guimaras as the place with the ‘sweetest mangoes in the world’. Also recently the province has made inroads into new markets, including Japan, Korea, and Singapore (1990–present) although it has since decided to concentrate on markets in the Western Visayas first.
- Encouraged relevant public and private sector actors to adopt a more participatory approach to assessing local development resources, capacities, and potential and jointly formulating development plans, policies, and programmes addressing local poverty and the unemployment situation to encourage broad “ownership” of them (1998–present).
- Began working on the reorganization of the provincial government for more effective and efficient delivery of general welfare services for the provincial constituents—physical infrastructure, human capital, business, and employment support services. In effect, mandates

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<sup>6</sup> Interviews with former PEDO Head Ruben Corpuz (November 10, 2005); Guimaras State College Administrator Domingo G. Umani, Jr., PhD; Lilian Diana B. Parreño, College Researcher, (November 11, 2005).

of local institutional players have been clarified and delineated; functions of certain provincial government offices scaled down and/or subsumed in another office, institutional gaps addressed by creation of new line units (2001–2003).

- Trimmed the functions of the Provincial Planning and Development Office (PPDO) as one result of a reorganized provincial government administration. That office has been relieved of the function of direct implementation of programmes and projects and is now focused on research-based planning, monitoring, and evaluation of a full range of development interventions in the province (2004).
- Created and activated the Provincial Economic Development Office (PEDO), as another result of the reorganization of the provincial government. This new office is tasked with coordinating and implementing economic initiatives of the province including promotion of trade, investment, tourism, and employment; strengthening of local cooperatives and enterprises; identification of local human resource needs and generation of jobs for local people (2004).
- Arrived at an agreement among provincial and municipal level stakeholders, following several consultation meetings, to develop a comprehensive and complementary land use planning scheme for the province. The province boasts of its capacities, experiences, and lessons taking a participatory approach to horizontal and vertical integration of plans and programmes which can be instructive to other developing small island provinces in the country (2005).<sup>7</sup>
- Reached agreement among a large majority of the provincial and municipal level stakeholders that Guimaras will concentrate on agri-tourism to leap-frog its provincial economy (2005).
- Effected measures to mobilize policy and administrative support from relevant provincial government offices in partnership with national government line agencies, industry groups and training institutions in promoting the local tourism sector, the mango agricultural sub-sector as well as other agricultural sub-sectors assessed as capable of driving up the attainment of the province's vision to become a major agri-tourism center in the region (2005–present).
- Invested and gradually institutionalized the use of a Geographical Information System facility in the province providing for an aerial and orthogonal-photos of the geography of the province in aid of a more accurate and accessible payment of real property taxes, enhanced fiscal management and expanded local budget allocation for public services (2005–present).
- Crafted and enacted an environment code prior to crafting an investment code for the province to aid in attracting, hosting, and sustaining economic investments that adhere to sustainable development principles even while it pursue its vision of becoming an agri-tourism center in the region (2005).

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<sup>7</sup> A more recent update, the province already has these development vision, goals, and agri-fishery-tourism spatial strategies in place following a thorough and participatory process. The Provincial Physical Framework Plan (PPFP) was approved by HLRB (Housing and Land Use Regulatory Board) on Dec.10, 2007. The PD 933 and EO 648, S. of 1981 as amended provides HLRB functions - to review, evaluate, and approve, or disapprove land use plans of cities and municipalities in the county. See <http://www3.hlurb.gov.ph/yabbse/attachments/EO72.pdf>.

- Crafted and enacted a local investment code containing provisions friendly to domestic and foreign investors alike and to local labour and material resource endowments in line with the province’s vision of becoming an agri-tourism center in the region (2006).
- Delivered a year-on-year increase in tourism receipts, between 2000 and 2005. Although the positive trend in the sector was temporarily interrupted by the oil spill tragedy in August 2006, the same sector along with agriculture, fisheries, and other related services have incrementally recovered and capitalized on lessons learned from being met with crisis-induced losses (2000–present).
- Demonstrated the capacity of local government units to forge partnerships with national government line agencies, private sector, and donor communities that delivered results in terms of new enterprises, jobs and incomes created for targeted economic growth sectors, and vulnerable social sectors of the province.
- Strengthened existing youth employability and employment initiatives strategies by combining the LGU’s own as well as externally tapped technical and financial resources such as that provided by the ILO-CIDA-PYEP project and other facilities.

## **2 Results of local economic development strategies**

This second section of this case study report provides more detailed insights into:

- the history of Guimaras and its development towards provincial status so as to understand the pace and kind of development strategies pursued in the recent years (Section 2.1); and
- the starting point and progress so far achieved in implementing strategies for partnerships (Subsection 2.2.1), for managing economic resources (Subsection 2.2.2), and for effecting employment creation (Subsection 2.2.3).

The latter section of the study however is limited to the strategies pursued and being undertaken during the incumbency of two governors in succession from 1998 to the present.

### **2.1 Antecedents to becoming a regular province**

Guimaras only became an autonomous province in 1992. Prior to that it had the status firstly of a parish, then a municipality and then as a sub-province of Iloilo.

#### **2.1.1 Guimaras as a parish and a municipality of Iloilo**

The christianization of the people of Guimaras started almost simultaneously with that of Iloilo. For this purpose, the Spaniards began to organize the *pueblocitos* or villages in Iloilo and these small villages formed a “*visita*” of Oton, Iloilo. The governor at that time, General Dasmariñas reported to the King of Spain on June 20, 1551 that one of the two friars of Oton has been assigned to Guimaras and who made his visits from time to time.

In 1742, the island was under the religious jurisdiction of Dumangas, another “*visita*” in Iloilo province. Then by 1755, the island was organized into a regular parish. Finally, when the population had increased considerably, the island was given municipal status with its seat of government at Tilad, now Buenavista—the province center for higher education—and known to most Guimarasnons as the “old Poblacion”.

The U.S. administration of the Philippines (1898–1946) brought a new political dimension to the island<sup>8</sup> and in 1908, for the first time, the people of Guimaras were given the right to elect their municipal president. Manuel Garganera was their first elected. During the American period, a U.S. army corps of engineers came to Iloilo to engage in the construction of a number of roads as well as the Sto. Rosario Wharf.<sup>9</sup> The American serviceman who led that corps later became well-known as General Douglas MacArthur. The roads constructed by his group are still in use today.

### **2.1.2 Guimaras as a sub-province of Iloilo**

Despite its proximity to Iloilo City, Guimaras' municipalities have lagged in development when compared to others of Iloilo province.

On June 18, 1966 by virtue of RA 4667, Guimaras was created as a sub-province of the province of Iloilo intended to prepare its inhabitants and its leaders for eventual autonomy in governing the local economy. Once this capacity had been achieved, Guimaras was expected to graduate to becoming a regular province of the country.

The Nueva Valencia Vice Mayor Antonio G. Ortiz was appointed as chief executive of the sub-province with the title of "Lieutenant Governor". Three years later, by RA 5682, the position was changed to that of "Governor". This governor continued to serve the province until his death in 1984.<sup>10</sup> He was eventually succeeded by an appointee of Malacañang in the person of Leopoldo Locsin who served the province until October 23, 1986. By this time, the country was under the leadership of a new president.

Dr Catalino G. Nava was designated by Minister Aquilino Pimentel<sup>11</sup> (Ministry of Interior and Local Government) as the governor but on November 3, 1986, a new OIC governor was again designated in the person of Abelardo D. Javellana, former Buenavista mayor who served Guimaras until February 1, 1988.

National and local elections were eventually held in 1988. Governor Catalino Nava, became the second (and last) elected Governor of Guimaras while it was still a sub-province. Under his leadership, the Guimarasnons worked towards attaining provincial status, and this was made easier with the enactment of the Local Government Code of 1991 (approved and implemented in 1992) and which spelt out the means by which a sub-province could graduate to become a full province.

### **2.1.3 Guimaras as a regular province**

Guimaras was eventually proclaimed a regular province on May 22, 1992 after a plebiscite was conducted for the purpose pursuant to Section 462 of RA 7160. Shortly after it acquired its new status, Malacañang under a new president appointed Emily Relucio-Lopez as its first provincial governor.

In 1995, by virtue of RA 7896 and RA 7897, the municipalities of Sibunag and San Lorenzo were created. These two new municipalities acquired their municipal status after the May 8, 1995 plebiscite held simultaneously with the local election.

In the May 1995 election, Governor Emily R. Lopez won as provincial governor with a clean sweep for her teammates including municipal mayors. Dr Catalino G. Nava won election as the first

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<sup>8</sup> Minus the war years.

<sup>9</sup> Presently named McArthur's Wharf.

<sup>10</sup> As the country had been under martial law democratic elections were suspended during this period.

<sup>11</sup> He would later author and sponsor the 1991 Local Government Code of the Philippines.

representative of the lone district of Guimaras in Congress. Unfortunately, he died shortly afterward on December 3, 1995.

In the May 11, 1998 elections, Emily R. Lopez won as representative for the Province and Dr Joaquin Carlos Rahman A. Nava run and won as governor. He was re-elected then in May 10, 2004 elections with Atty Edgar T. Espinosa as the representative of the province in Congress.

In the last 2007 elections, Governor Joaquin Nava won as the new representative of the lone congressional district of Guimaras with Mayor Felipe Hilan A. Nava M.D., a three term mayor of the Municipality of Jordan, as the new Governor of the Province of Guimaras.

## **2.2 Developing partnerships for economic development**

This subsection discusses those processes involved, and how concerned stakeholders of the province participated and reached in developing and effecting local economic development strategies for the province.

### **2.2.1 Towards a comprehensive development plan for the province**

The provincial administration has invested in an intensive and extensive consultation process with different development stakeholders of the province in order to ensure that the needs and concerns of a broad base of local constituents are well represented, articulated, and addressed in the province's comprehensive development plan. As part of the process, the (then) governor ensured that the needed policies and programmes to execute the plan were supported by the *Sanggunian Panlalawigan* (Provincial Legislative Board); as well as ensuring that approved policies and programmes are translated into adequately budgeted, staffed, and coordinated operating work plans, programmes, and day-to-day services.

Instituting a participatory approach to development was consistent to both the letter and spirit of the provisions contained in RA 7160 on the role of the Provincial Governor in relation to the functions of the Provincial Development Council and the *Sangguniang Panlalawigan*.

The practice of engaging stakeholders in the development planning process and consequently in the administration of agreed plans has been strengthened and manifested in organized forums. This is evident in the observed camaraderie shown among institutional players in the province and key people in local offices and institutions aware of each other's mandate, resources, capacities, and actual contributions to local development. This same cooperative spirit is manifest whether these are forums and programmes initiated by the provincial government, the private sector, or national government line agencies.

### **2.2.2 Reorganization for effective and efficient delivery of services**

The same provincial chief executive had to wait towards the end of his second three-year term (2001–2004) to muster a majority support from the *Sanggunian Panlalawigan* to implement an agreed development agenda in the areas of :

- socio-economic development, agricultural productivity, sound environment, and tourism;
- health, education, and livelihood programmes;
- peace and order; and
- infrastructure development and administrative support.

This latter objective was achieved by embarking on a programme of reorganizing the provincial government towards effective and cost efficient delivery of government services.

The context of the delay is worth noting. During the governor's first term (1998–2001), the *Sanggunian Panlalawigan* was dominated by members of the opposition party. Efforts to get the legislators to support proposals of the executive department despite having gone through a dialogue process went nowhere. Eventually, the governor succeeded during his second term on having the *Sanggunian Panlalawigan* constituted by a majority of members from his own political party which enabled the passage of a provincial resolution supporting the government reorganization programme.

Other than the legislative challenge, which was just at the tip of the iceberg, there was the greater challenge of tackling the resistance of people in various offices to changing mindsets and behavioural norms. Each line office appeared to struggle to hold on to their respective turf and this slowed down the progress of the administration's development agenda.

The reasons for this were explained directly to the writers by the chief executive himself. From the very outset of his term, the key people from component offices of the LGU and line agencies were used to being invited and represented in almost every kind of council meetings where they presented their positions on almost every concern; every agency had to be involved in everything; their mandates, efforts and resources were spread widely, diminishing the quality of their office or institutional deliverables.

After much struggle and resistance to change, eventually the reorganization was enacted in 2004. Reengineering the bureaucracy (according to the provincial chief) was designed to provide a more efficient interface between programmes of the various offices in order to avoid duplication of efforts and expenditure. It was meant to fill the functional gaps and with the resources at hand build and deliver the much needed services to component municipalities and private sector partners to the level expected.

The re-engineering process clarified the mandate and role of each LGU office and national government line agencies present in the province; dissolving certain redundant line offices and integrating their residual functions into another office. Where needed, new line units were created. Another aspect of the process was to have all offices and line agencies physically housed in the Provincial Government Complex to aid in reducing transaction times, costs and thereby increasing the overall efficiency of the provincial government.

These efforts resulted in an office dedicated to delivering local economic and social statistics. The PPDO focused on performing research-based planning, monitoring, evaluation, and reporting functions which cut across various areas of concern and which was relieved from the day-to-day task of direct implementation of programmes and projects. This met the need of the provincial government to put together one office capable of implementing all economic programmes and projects under one office and which spearheaded the administration's economic agenda. It had a well defined role clearly delineated from those of other provincial government offices.

It was a tedious process for all concerned and seriously affected many but it was achieved due in part to the technical and tactical advice of the Canadian Urban Institute (CUI), a Canada-Philippine partnership organization. The CUI flagship programme known as the "Partnership for Economic Development" provided services on strategy development, structure enhancement, and project management. It extended coaching, mentoring, and facilitation services to local governments and addressing identified needs including technical and tactical assistance.

### **2.2.3 Setting-up the Provincial Economic Development Office**

The Provincial Economic Development Office (PEDO) was one outcome of several stakeholder consultation meetings directed towards the reorganization of the provincial government. The provincial chief executive with his team realized that while they talked about local economic development there was no office that could singularly handle and coordinate the economic concerns of the province and translate these into actual results on the ground.

Established in February 2004 through a legislative resolution on reorganizing the provincial government to address these concerns, the PEDO provides key support to the provincial government in spearheading, solidifying and advancing the provincial economic agenda in a more comprehensive, integrated, and focused manner. Its creation has enabled the provincial government to work with:

- the component municipalities in the province (Jordan, Nueva Valencia, Buenavista, Sibunag, and San Lorenzo);
- the LGU-based economic offices of the provincial government unit (agriculture, veterinary, environment, cooperative, and tourism) with the cooperative and tourism offices subsumed under the PEDO along with the newly created trade and investment unit;
- the national government line agencies, such as Department of Trade and Industry (DTI), Department of Science and Technology (DOST), and TESDA with established offices and presence in the province; and
- private sector associations including those of the producers, traders and ancillary industries operating in the agriculture, fisheries, and tourism sectors of the province.

The PEDO under the supervision of an officer equivalent to a department head was originally intended to have four interrelated functional units to deliver needed economic services for the province focused in the following areas of concern: (i) local skills formation and employment generation; (ii) sustainability and strengthening of cooperatives and other economic entities; (iii) tourism sector development and promotion; and (iv) trade, investment, and employment promotion. It was initially provided with 10 regular personnel and 30 casual employees.

In the course of its activation until the present, given the limited human resources assigned to the office, PEDO operates in three functional units including: (i) tourism promotion; (ii) trade and investment promotion; and (iii) cooperative and enterprise development. Local labour skills formation and employment creation is a cross-cutting concern of all three units.

According to CUI Regional Manager Francis Gentoral (interviewed in 2005), the creation of PEDO was an outcome of the agri-fishery and tourism development sessions that CUI helped facilitate. It was clear to the Institute that this approach to economic development was the preferred choice of Guimaras. He attributed the success of the project to the provincial government's participatory process which resulted in a sense of ownership for all stakeholders.

He believes, based on CUI's partnership experience with Guimaras, that even with a change of leadership, PEDO with its initial undertakings can continue to operate effectively.

### **2.2.4 Developing the capacity of the Guimaras Trade and Information Center**

Critical to fostering good intra-locality and external relationship building for economic undertakings is the need to upgrade and sustain the operations of the Guimaras Trade and Information Center (GTIC). It functions as a showroom of all Guimaras products and simultaneously provides a one-stop-

shop information center for tourists, investors, existing businesses, and business associations. It is also working with site selectors to promote new investment into the province.

### **2.2.5 Strengthening linkages for economic undertakings**

Following its creation, the PEDO was expected to strengthen linkages and develop economic partnerships with existing national government line agencies and private sector support organizations in developing assessed growth sectors and sub-sectors of the province.

Some of these offices, agencies and institutions that the provincial government has worked with for economic undertakings have some stories to share on how such have created employment and income opportunities to target sectors. These are presented in Appendix A to this report.

## **2.3 Strategies for managing economic resources**

### **2.3.1 Developing a land use plan for Guimaras Province**

Reaching agreement in 2005 on a feasible land use plan for Guimaras was a major achievement, although the governor at the time tempered his enthusiasm by saying that ideally it should have happened a long time ago and immediately following the implementation of the Local Government Code of 1991. The context of the statement was that each municipality naturally had its own identified economic growth area to develop, protect, and gain from and much time was spent in trying to harmonize competing agendas. The exercise would have been much easier to accomplish had these consultations taken place at an earlier time.

The starting points of the agreement were to:

- cover the common areas of the provincial government plus those under the jurisdiction of the five municipalities;
- recognize the resource advantages and interests of each municipality; and
- ensure the process and the conclusion reached would not give rise to interest disputes among the municipalities.

To reach this point entailed a series of provincial government dialogue sessions, bilaterally and multilaterally, with the local chief executives and planning officers of all component municipal governments as well as with concerned line agencies and private sector groups in the province. The governor himself presided over these meetings wherever possible with the technical backstopping of the PEDO staff.

The resulting framework agreement made use of a complementary approach to land use planning and optimizing what each component municipality could bring to the table and complementing this with the offerings from the other component municipalities. This eclectic approach was considered to be more viable than adopting a uniform 'one size fits all' plan across all municipalities and which may not have been suitable for some. It was in this same dialogue series that a majority of the provincial stakeholders agreed that Guimaras should focus on agri-tourism to leap-frog its provincial economy.

### **2.3.2 Investing in on-the-ground efforts to secure and market the Guimaras' vision**

The vision that Guimaras could become the *Agri-Tourism Capital* of the Western Visayas Region is the main advocacy of the provincial government requiring substantial investments in continuing sensitization efforts initially directed at provincial, municipal, and barangay level development players. It was intended to pull together and synergize the efforts of various government and non-

government stakeholders in the province in addressing local poverty, unemployment, and low income situations by capitalizing on the development and appropriate use of the island's resource endowments.

Strategic to attaining the vision is developing the province's two key industries, mango and tourism, assessed by the provincial government to be worth at least half a billion pesos in 2005 and capable of propelling the local economy towards achieving its vision.

Hence, the provincial government invested in developing and promoting the mango and the tourism sectors complemented by investments into support industries and infrastructure so that the vision of the province is translated into tangible results. Investments in this regard include, among others:

- Allocating from the provincial government's development fund an initial amount of PhP11 M intended for institutional and marketing support to the local agriculture sector largely anchored on the mango and tourism sectors of the province.
- Developing in cooperation with the National Statistical Coordination Board (NSCB) and external academic experts, the province's capacities to design, plan, and administer socio-economic research surveys; generate, process, package, and use local statistical data; establish provincial economic outlooks; and report on progress made against set targets using local baseline and monitoring data on status of in-focus industries, areas, and social sectors.
- Stepping up the technical capacities of the Provincial Office for Agricultural Services (POAS) to deliver on export quality mango production.
- Stepping up the marketing function, strategies, and activities of the local tourism office in cooperation with the local chamber, local resorts association, agricultural producers association, internal and external markets, travel agencies, transporters group, etc.
- Pushing and supporting educational and training system reforms particularly in relation to the TESDA and the Guimaras State College to align their curricular programmes in order to produce local graduates able to competently work in and manage priority growth industries of the province.
- Providing services and counterpart resources to locally implemented projects designed to add value to local agriculture based economic activities and anticipated to trigger the creation of more job and income opportunities for local people operating across different sub-sectors related to mango and tourism.

### **2.3.3 Crafting of a Local Environment Code**

Prior to crafting a local investment code, it was considered necessary to develop a local environmental code to ensure investments promote environment responsibility. This environment code was the first of its kind in the region (Box 1).

The Code is a 75-page document that constitutes the provincial government's initial series of policies which serve as basis for sound investments in the island. It was approved in December 2005, intentionally preceding the crafting and approval of the province's local investment code passed and enacted in 2006.

The logic for this action, according to the governor, was to ensure local LGU's were able to screen, forestall, control, or disapprove of investors in the area of agriculture, fisheries, and tourism who

might be inclined simply to profit from Guimaras by using technology or practices contrary to the sustainable economic development principles that the province has adopted.

### **Box 1: The Guimaras Environmental Code**

The Ordinance is known as the **2005 Environment Code of the Province of Guimaras**. The enactment of this Code is pursuant to Section 9 of Article II of the Philippine Constitution and the provisions of Republic Act 7160 particularly those that provide authority to the Local Chief Executives to protect the environment and impose penalties for acts that endanger it.

The Provincial Government of Guimaras declares it as its policy to push for the attainment of sustainable development goals through institution of appropriate measures and reforms that will enable every citizen to provide for their needs without jeopardizing the future generations' capacity to meet their own. Lastly, the ultimate goal of the provincial government is the attainment of a better quality of life in the context of ecological, social, and economic security for its constituency.

The Code is anchored on the following principles:

#### **1. The principle of sustainable development**

In applying this principle, the province envisions the equitable and judicious utilization of natural resources to meet the needs of the present generation without compromising the needs of future generations.

#### **2. The principle of people's participation**

The strategy towards sustainable development shall be democratic, participatory and in partnership with the private sector, non-governmental organizations (NGOs), people organizations (POs), and other stakeholders group(s) that maybe affected by the decision-making processes and programs. The people must be informed and consulted and shall participate in planning, implementation, and other decision-making and share the responsibility for transparency and accountability.

#### **3. The principle of integration**

This Code ultimately integrates national, provincial, municipal, and barangay policies, plans, and programmes into local development initiatives.

#### **4. Development of legislative principle**

This principle is the enactment and enforcement of laws that meet the needs of every Guimarasnon in a holistic manner. It takes into consideration the impact of rules and policies on the lives of the disadvantaged sectors, the environment and health of its inhabitants and likewise safeguard resources for the needs of the future generation.

#### **5. The polluter's pay principle**

The earth's resources being finite and development being inevitable, the polluter's pay principle is adopted to compensate for the external cost of pollution affecting the community and the environment.

#### **6. The user's fee principle**

To ensure sustainability of resource base and proper management for the maintenance of ecological balance, this principle calls for the levying of appropriate fees and charges to all users of natural wealth of the Province subject to the provisions of existing applicable laws, rules, and regulations.

Source: GENRO: The 2005 Environment Code of the Province of Guimaras (provided through PPDO)

Further, learning from the experience of Boracay, a popular tourist destination in the region that suffered from 'overdevelopment' and which resulted to a number of environmental and health problems for its inhabitants, Guimaras would not want to suffer the same fate. It was felt that this could be avoided by having clear environmental regulations in force before inviting in outside investors.

The strategy adopted effectively ruled out and forestalled any form of economic activity in any of the province's component municipalities that would pose and create hazards and risks to human health,

environmental stability and compromise future generations' local source of jobs, livelihood, and incomes.

The policy statement explaining the principles behind the local environment code is to be found in Section 3 and states:

*It is hereby declared by the Provincial Government of Guimaras to push for the attainment of sustainable development goals through institution of appropriate measures and reforms that will enable every citizen to provide for their needs without jeopardizing the future generations' capacity to meet their own. Lastly, the ultimate goal of the provincial government is the attainment of a better quality of life in the context of ecological, social, and economic security for its constituency.*

A list of national laws, statutes, and policies supporting the implementation of the code is found in Section 5 of the Code.

### **2.3.4 Crafting of a Local Investment Code**

In 2006, the provincial government officially declared and enforced the policy of promoting and encouraging domestic and foreign investments into Guimaras in a manner considered supportive of both local labour and the local environment. The local policy statements pertaining to investment and clearly stipulated in the local environment code include:

- To encourage local and foreign investment or joint ventures to develop industries that utilize substantial local inputs to production, enhance value-addition, and provide opportunities for local employment.
- To attract and encourage investments in priority areas that will contribute to the socio-economic development of the province through optimal utilization of natural resources as embodied in the Provincial Environment Code of 2005.
- To promote Guimaras Province as a favourable investment destination with adequate infrastructure support facilities and services.
- To encourage active public-private sectors partnerships.

### **2.3.5 Contemplating amendments to the Local Revenue Code**

After having crafted the Environment Code and the Investment Code, the provincial government looked at the Local Revenue Code of the province as the next logical policy instrument to review and possibly amend. The provincial LGU wanted to be able to enforce a scheme, via a system of incentives and disincentives that would encourage local real property owners to develop idle lands according to the nationally approved physical framework plan and to discourage developments that are inconsistent with the plan.

## **2.4 Towards more and better jobs for Guimarasnons**

### **2.4.1 Co-managing the Provincial Training and Enterprise Development Center**

In promoting and coordinating a comprehensive set of employment policies and programmes in line with its vision for the province, the provincial government has entered into a partnership with the provincial office of a national government line agency, the TESDA.

TESDA at the provincial level, similar to its national office, is governed by a policy board composed of representatives drawn from public and private sector institutions including various business establishments and schools.

The provincial government and the TESDA have agreed to jointly manage the PTEDC so as to enable Guimarasnons to gain access to and ownership of the resources of the province and manage these effectively. Hence, PTEDC delivers:

- center-based programmes offering basic skills training for any local resident of the province;
- community-based programmes (mainly livelihood programmes) for particular organized indigents in the community;
- enterprise-based programmes customized for the needs of particular client firms so as to support expansion of the local skills base;
- competency assessment and certification, a service administered to TVET graduates and workers who have been long employed and requiring certification for their experience; and
- an entrepreneurship development programme which combines training on basic functional skills, product development, entrepreneurship and participation in the mango trade fair.

The PTEDC also provides technical assistance to the Guimaras Builders Association and manages programmes such as the Adopt-a-Scholar Programme and services such as graduate tracer studies.

A unique strength of PTEDC is its capacity to design, fabricate, and sell agricultural devices. These are produced by electrical welding students trained by an in-house trainer, Engr Joel J. Lopez, a Guimarasnon who has worked abroad for many years and who chose to return to Guimaras to serve the province.

Engr Lopez, together with the Guimaras PEDO personnel spearheaded the initiative, known as Product Development for Enterprise Development and which is a continuing undertaking (Box 2).

### **Box 2: Product development for enterprise development**

**Implementer** : PTEDC

**Start-up year** : 2001

**Start-up budget** : PhP250,000 – PLGU 20 per cent Development Fund, PhP100,000 – TESDA

#### **Objectives**

- Develop prototypes of farm implements for fabrication at the center
- Equip trainees with technology and skills in fabrication of farm implements
- Address the needs of local farmers and processors
- Cause the establishment and enhancement of enterprises utilizing the technology and products developed

#### **Description**

The practice is a continuous process of research and development involving concerned agencies/ institutions/ persons. These covers consultation with key informants as to farm implements needed in the locality, research for existing models, study its operations and determine areas for improvement.

#### **2.4.2 Research capacities to establish employment, income, and family living status**

The former governor noted that Guimaras has achieved some progress and this is widely recognized. Yet, such progress is difficult to quantify due to the lack of baseline data from which to measure achievements. Thus, the provincial government embarked on a research capacity building programme. This was directed mainly at the PEDO staff but opened to participants from the planning and other line offices from the provincial government as well as from partner non-government organizations.

This was intended to: (i) promote a common stakeholder understanding of research concept, design of survey questionnaire and administration of survey processes; and (ii) hands on experience in developing research proposals.

#### **2.4.3 Joint efforts with partner institutions in employment and income generation activities**

As an outcome of the reorganization of the provincial government, a clarification of mandates and delineation of roles of each institution. This encouraged collaboration amongst public and private sector support agencies in pooling in their resources and efforts to enable them to better service the development needs of particular industries and communities located in particular municipalities of the province.

### **3 Mainstreaming youth employment in local plans and programmes**

Guimaras was selected as one of the pilot localities of the CIDA funded *ILO Promoting Youth Employment in the Philippines: Policy and Action Project*. It was selected on the basis of its being a reference locality in ILO's process of developing a Local Development and Decent Work Toolkit and subsequently on the basis of openness of the LGU leadership to work with ILO on pilot testing youth employment approaches and tools to demonstrate how local stakeholders can jointly plan and execute interventions along the four E's of youth employment. These are: (i) employability; (ii) equal opportunity; (iii) entrepreneurship; and (iv) employment creation. The process of addressing youth unemployment problems focused on a number of initiatives as outlined below.

#### **3.1 An exploratory case study on employment promotion**

An exploratory case study on local governance and employment promotion initiatives in Guimaras was developed in 2005.<sup>12</sup> This case study offered information on the positive linkages between decentralization of governance, local economic development, and decent employment strategies in the particular context of the province and which indicated, among others, the extent of readiness of the province to engage with local stakeholders in youth employment initiatives and mobilize in the resources needed to address issues on youth unemployment and underemployment.

#### **3.2 The local youth employability survey**

A local youth employability survey for Guimaras was conducted by TNS in 2006<sup>13</sup> with a sample size of 500 drawn from across its five component municipalities. This survey established the profiles of four different youth segments in the province — students, employed, unemployed, and those not in the workforce. The survey results indicated the need for a range of interventions as it pinpointed each

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<sup>12</sup> ILO: M.A.A. Ortiz and Yvette Barredo Souza.

<sup>13</sup> ILO-TNS: Youth Employability Survey Report for Guimaras by Shiela Gonzales et.al, 2007.

and every segment's distinct circumstances, problems, challenges, levels of success and perceived prospects in seeking, landing, and keeping a decent job.

These were the findings for the 500 female and male youth in Guimaras:

- 61 per cent of total surveyed belonged to income class D, 37 per cent to income class E and only two per cent to income class C.
- 61 per cent were from the age group 15–24 (the sum of 35 per cent from age group 15–19; and 34 per cent from age group 25–30); and 31 per cent from age group 20–24.
- 64 per cent were single or never married, 35 per cent were married or living with a partner and one per cent separated or divorced.
- 8 per cent had some years in, or had completed, elementary school, 52 per cent had some years in or had completed high school, and 15 per cent had some years in or had completed a vocational programme, and 25 per cent had some or had completed college.
- 83 per cent were non-recipient of Overseas Filipino Workers (OFW) remittances while 17 per cent were recipients of OFW remittances.
- 23 per cent were employed or self-employed. Of this youth segment, 51 per cent were underemployed and either seeking more hours of work in their present job or additional or alternative work with sufficient hours and incomes; 28 per cent were students, 40 per cent were youth not in the labour force or not actively seeking work. The remaining 9 per cent were unemployed job-seekers.
- 48 per cent defined 'good', 'decent', or 'quality' job in terms of the amount of wage or compensation received, 38 per cent in terms of nature of job and 32 per cent in terms of financial security gained and 3 per cent in terms of company reputation (in multiple responses).

Note that as was the case of youth in other surveyed localities more urban-based youths who are unemployed and not in the labour force associate the concept of a decent job with a permanent or regular job while students associate the concept with salary and financial security.

### **1.2.1 Employed and self-employed youth**

Among the employed and self-employed (23 per cent or 115 of 500 surveyed youth):

- 49 per cent belong to income class E, 48 per cent to Class D and 3 per cent to classes A, B, and C combined.
- 64 per cent were male and 36 per cent female, 52 per cent were of the age group 15–24 and 45 per cent of the age group 25–30; 55 per cent were single or never married and 45 per cent were married or living with a partner.
- The majority from the province (as was the case in other localities):
  - claimed their level of education or training was vital to successfully getting their current jobs;
  - needed additional training, since most youth respondents had only a high school education; and

- expressed contentment in their present jobs or businesses since it addressed their immediate need for cash but, given a choice, they would still look for better paying, more productive or more secure jobs or business.
- Since most of them came from class D and E (where security of cash flow is a clear and immediate need), most of them were looking for additional or better paying hours of work.
- 24 per cent were contractual workers while 43 per cent had regular status. The remainder did not indicate their status.
- 54 per cent identified relatives as their sources of information in their job search and 45 per cent had friends as sources; 1 per cent cited newspapers as their information sources.

Note that most of the youth respondents in the province as was the case of other surveyed localities sought the assistance of relatives and friends in finding a job. Consistently, most learned of job vacancies or lucrative business ideas came through these sources as well. This may be due to one or other of a number of reasons:

- Most of them lack money to pay for essential expenses (transportation, food, other requirements, etc.) when job hunting.
- They lack skills, confidence, and work experience.
- Free employment services are not accessible or are unknown to them.
- As to standards in accepting jobs: 29 per cent of those employed or self-employed said they would accept jobs no matter the conditions; 30 per cent said they would only accept jobs that were stable, well-paid, and fitted their level of qualifications.
- As to inclination to work abroad, 43 per cent of them were inclined to work abroad for higher pay (than obtainable in the Philippines) considered much higher than PhP2,000 per month.
- With regard to the employment conditions of their present job, 9 per cent of them have written contracts, 21 per cent with benefits aside from salary; 7 per cent received training on their present job; 71 per cent have a sense of security for their present job or business.
- About 52 per cent of them believed men and women must have equal opportunities at work.
- As to union membership (where there were multiple answers), 8 per cent of were union members. For those who had not joined a union, the reasons for not joining included: (i) 46 per cent were not aware of any union in the workplace or were never approached as claimed by 3 per cent (probably has something to do with work status); (ii) 25 per cent claimed they were not interested in public affairs; (iii) 5 per cent had never considered joining; (iv) 14 per cent claimed they did not have the time; and (v) 4 per cent deemed it messy and complicated to take part in a union.

### **1.2.2 Youth not in the workforce**

Youth not in the workforce represented 40 per cent (200 out of 500 surveyed youth). This group represented a higher in percentage than the youth in the employed and self-employed group. This segment represent youths who will not actively seek jobs for an indefinite period of time often associated to give priority to family responsibilities.

In the case of Guimaras, as in the case of other surveyed localities meeting family obligations, particularly taking care of their own children or very young siblings, were the stated main reasons why youth not in the labour force chose not to look for jobs. Nationally this is most common among women:

- Who believe that as women (mother of older sister), they are expected to be at home to care for the family.
- Who feel guilty about pursuing a career especially those brought up by full time mothers.
- Whose concept of self are defined by their mother or care giving role.
- Who see themselves actively looking for work when all children are already old enough to care for themselves (already in high school). They however worry about finding one given their age at that time.
- Who believe that if ever they do gain work, their monthly salary will just be used for the salary of the house helper of “yaya” so they express not seeing the logic behind it.

A number of participants from this group also have plans to go back to school but their parents cannot support their schooling due to pressing financial constraints generally, they belong to big families. Within this youth segment:

- 57 per cent were female and within the 15–24 age group; 66 per cent were within the 15–24 age group; and 58 per cent were single or never married;
  - 33 per cent of those within the group indicated they were not looking for work because of the need to take care of children or siblings (probably a child or a sick sibling). This is related to the above presented youth concern on family obligation; and
  - 78 per cent of them have plans to work in the future and 55 per cent of these claimed they will work after 12 months or within a few more years while the rest had no response. Compared to other survey localities the plans of this youth segment (certainty with regard to timing as to when to find work) indicates a higher level of aspiration to work by the youth of Guimaras.
- Only 34 per cent of respondents in this segment mentioned their inclination to seek employment for wage or salary while 63 per cent of them were inclined to run their own business. With regard to businesses, most of them intended to run a sari-sari store (37 per cent) or a grocery (6 per cent) as well and buy-and-sell of ready to wear clothes (*uki uki*). Often such business types are the more popular choices but not necessarily the most feasible ones because of the capital outlay.

As to skills and knowledge qualifications needed to get a business or job they wanted:

- 41 per cent of them believe they need knowledge in business/entrepreneurship.
- 23 per cent claimed they needed business/entrepreneurship know-how.
- 14 per cent needed capital.
- 12 per cent needed vocational/technical skills.
- 8 per cent needed communication skills.

- 5 per cent needed IT or information technology skill.
- 44 per cent of them are inclined to work abroad.

Generally, for youth in the province and other localities:

- With regard to those who had plans to work in the future, ‘future’ for them meant when their children or siblings were already old enough for them to leave.
- Their idea of decent wage employment was predominantly in the area of care-giving or office work.
- Those who would like to start their own business prefer something they can do close to home, so they can still attend to family duties. Their preference to start their own business explains why most of them are in need of capital.

The foregoing statements are true not only for the Province of Guimaras but across the surveyed localities.

### **1.2.3 Unemployed job-seekers**

For the unemployed job-seekers (9 per cent or 45 out of 500 surveyed youth):

- 65 per cent of the unemployed job-seekers were from income class D, 35 per cent from income class E. Like youth segments in other localities many of those who belonged to low-income households cited lack of money to pay for job-hunting essentials such as transportation, food, securing job application requirements including medical clearance.
- 61 per cent of these unemployed job-seekers are male and 39 per cent female; 60 per cent were within the 15–24 age range and 40 per cent ages 25–30; 80 per cent were single or never married and 20 per cent were married or living in (suggesting young people delay marriage or living in for lack of stable jobs and income sources).
- Like other youth segments across different localities, the unemployed youth in the province of Guimaras generally belong to the lower income groups. Their sources of information in the job search process were friends (69 per cent), relatives (23 per cent), newspaper (7 per cent), and internet (2 per cent).
- Like the employed/self-employed youth segments, a considerable number of these unemployed youth (34 per cent) in Guimaras are willing to accept any job no matter the conditions due to one or a combination of the following reasons:
  - they need to experience/acquire skills/confidence in preparation for the job they really want;
  - they lack confidence/skills and work experience usually required by companies; and
  - they don’t have the luxury of choosing or getting the job they want.
- 16 per cent said they would accept any job provided it was stable, well-paid, and fitted their level of qualification.
- 35 per cent of this youth segment mentioned that they needed to finish college in order to get the job/business they wanted; 26 per cent mentioned the need for specific vocational/technical skills, 13 per cent needed improved communication skills, and 11 per cent needed IT skills.

Note that most youth in this segment indicated that they were looking for employment as salespersons, factory workers, construction workers and secondarily as teachers, office workers and service crew. 11 per cent of the youth were undecided as to what kind of job they were looking for. Their aspirations as to which jobs they should apply for was influenced by their perceived capabilities and educational credentials.

### **3.2.4 Students**

Students represented 28 per cent (140 of the 500 surveyed youth):

- 65 per cent of students belonged to income class D households, 34 per cent were from income class E and two per cent were from income groups A, B, and C combined.
- 52 per cent of the surveyed youth were male and 48 per cent female.
- 61 per cent belonged to the 15–24 age bracket and the rest were in the 25–30 age bracket.
- 98 per cent were single or never married and 2 per cent were married or living with a partner.
- 80 per cent of the students had plans to complete their studies and work in the future; 24 per cent of them had plans to start and manage their own businesses.
- 46 per cent of the students wanted to work abroad.

Generally, across the seven survey locations, the reasons given by different youth for not being able to continue with their schooling or find jobs included:

- financial constraints lacking in cash to spend for essentials when job hunting—food, transportation, documentary requirements, medical, etc;
- stiff competition with too many people vying for the same jobs;
- lack of one or more of skills, confidence and work experience; and
- high cost of food, transportation and education.

The results for Guimaras province survey were broadly in line with the national findings.

## **3.3 A youth-focused employment planning workshop**

A youth-focused local employment strategy planning workshop was conducted in Guimaras in February 2007. The PEDO headed by Ruben Corpuz was the local anchor and stakeholder mobilizer and the ILO composite team (Camilo Casals, Jose Sescon, Alexis Ledesma, Ma. Teresa Cruz, and M.A.A. Ortiz) facilitated and documented the local employment planning workshop. At the outset, it validated the results of the earlier studies undertaken in the province as well as the global and country challenges to youth employment.

### **1.3.1 An overview of the workshops**

The workshop proper was intended for provincial stakeholders and was designed to demonstrate capacities to jointly: (i) validate results of studies and further assess local youth and labour market situation towards unbundling the obstacles faced by the Guimaras youth segment to obtaining gainful employment within the province; (ii) identify and prioritize policy and practical action points focused on the 4Es<sup>14</sup> of youth employment; and (iii) commit to undertake post-workshop activities towards fine-tuning and packaging of identified action points into a medium term youth employment strategy

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<sup>14</sup> Employability, entrepreneurship, employment creation, and equal opportunity (youth empowerment and environmental sustainability are the 5<sup>th</sup> and 6<sup>th</sup> Es).

and mainstreaming that strategy into LGU and other local stakeholder institutional development plans, policies, budget, work programmes, day-to-day services and performance reports.

The workshop engaged a wide range of local stakeholders representing: (i) barangay, municipal, and provincial government offices including those in charge of local planning, administration/HR, social welfare, public employment, economic development, and cooperative development; (ii) private groups including the local chamber of commerce and those representing the resorts operators, drivers, and transport (land and inter-island) operators, agricultural producers, food manufacturers; (iii) national government line agencies respectively charged with providing services related to trade and industry, science and technology, basic education, skills development, labour and employment, and social welfare; and (iv) representatives of youth.

The workshop started with the former PEDO chief providing a synopsis of local economic trends and challenges prevailing at the time of this workshop. The main points of this presentation included the following.

1. There had been a steady increase in tourists arrivals and passengers from 2000–2005:
  - An estimated amount of PhP159 M was spent by tourists in the province in 2004, and PhP204 M in 2005. (Figure 3 and Figure 4 for tourist arrivals and tourism receipts).
  - A 5 per cent reduction (approx.) of local tourism receipts in 2006 due to the oil spill sea accident (involving a passing oil tanker) that occurred that year.
  - Losses from tourism quoted above do not account for undocumented losses of the sea transport operators and other economic entities in the province associated with the oil spill.
2. Concurrently there had been increased demand for economic activities in those services that cater to the tourism industry.
3. There had been an increase in the number of passengers using Iloilo-Guimaras-Iloilo motorized boats.
4. The province had noted increasing sales of products produce by local industry and community organizations marketed through the provincial government showroom.
5. There were many registered cooperatives in Guimaras but only 28 of some 100 were in active operation.
6. The provincial government had a total loan exposure of PhP 5.7 M to cooperatives but so far only PhP2.7 M had been repaid.

The foregoing statement was part of the challenge for the province through PEDO to strengthen basic organizational and entrepreneurial capacities of cooperatives and enterprises towards generation of jobs and income opportunities for locals in the province.

The purpose of the workshop was explained to participants in the terms outlined below:

- The strategy planning workshop was an employment planning exercise, with a special focus on the youth.

- Considering the youth as the focus and end beneficiaries of the planning, results of a survey on youth were to be shared to validate, substantiate and create a clearer understanding of the situation. This would enable appropriate responses to the circumstances of each youth segment to be formulated.
- The workshop was also meant to benefit the industry and the community with an employment agenda mainstreamed in local institutional plans.

The process was guided by seeking answers to three basic questions: (i) Where will the jobs be in Guimaras five years from now?; (ii) Will the young people be ready to take the job opportunities that are available?; and (iii) How do we get them ready and connected to opportunities?

The morning workshops dealt with youth employment creation (the demand side), while the afternoon sessions focused on employability and youth readiness (the supply side).

Both the process and results of the series of workshop activities are presented in the sub-sections below.

### **1.3.2 Workshop I: Listing of business and job opportunities**

The key questions asked and the results obtained are summarized below.

#### **Key questions**

1. Where are the job opportunities likely to occur within the next five years?
2. List as many as you can:
  - by business type? Or sector?
  - by job title or description if possible?
  - Indicate an approximate range for the number of jobs likely to be created (few, some, or many).

#### **Results**

A total of 19 opportunity areas were identified:

1. Wellness and health spas
2. Fastcraft (30 jobs)
3. Pharmaceutical laboratory (300 horses for the production of anti-rabies vaccine) to generate about 75 jobs
4. Resort expansion (scaling up business)
5. Business expansion
6. Production of native delicacies (bakers or about 30 jobs now hiring)
7. Livestock and poultry
8. Mango (fruiting, harvesting, processing) medium demand
9. Cashew (planting, harvesting, processing/husking) – labourers
10. Fishpond (owner, caretaker – few, labourer)
11. Salt (processing: entrepreneur – few, labourers – some)
12. Coco oil industry (labourers, technicians, drivers, salesmen)
13. Seaweed (business start up, labourers)
14. Cocoshell handicrafts, bamboo, bamboo stick (suppliers, gatherers, workers, weavers – some to many need of employment)
15. Mango – small business start up

16. Lime (owner, worker, staff, labourer)
17. Internet café (owner, staff, some need)
18. Tourism – hotel, restaurants (owner, workers)
19. Overseas and other jobs outside of Guimaras

### 1.3.3 Workshop II: Action plan for employment creation

#### Key questions

1. What are the obstacles and threats to the identified sectors/job opportunities?
2. What are the factors that will help the sector grow so it will create more employment opportunities?
3. What are the recommended action points?

#### Results

The results of this workshop are presented in Table 3-1.

**Table 3-1: Workshop II: Results—employment action plan**

Obstacles	Helping factors	Action points
Capital/start-up capital	Beautiful beaches	Training and technology transfer
Processing of business permit is laborious	Abundance of raw materials in terms of lime	Tapping financial institutions (FIs)
Lack of entrepreneurial skills/capabilities	PEDO	Start up financing programs of financial institutions
Lack of access to financing institutions	Growing popularity of Guimaras as tourist destination	Modern methods of pest control
Effect of oil spill incident	Availability of entrepreneur and other skills training	Methods on preparation against natural calamity
High real estate prices	Institutions—TESDA, PTEDC, schools	Strengthening of industry leaders
Cashew—pests, small number of planting materials	Sustained marketing	Financing for handicrafts
Lack of raw materials for handicrafts	Programme strategies in place	Seek capital/loan
Negative attitude	Existing loan offerings	FIs to offer loans
Lack of managerial skills in cooperatives	Skills training	Offer and hold skills training
Coco oil – crude technology, additional capital, need for modern equipment	Support from LGUs, assistance in preparing business development plans	Mango business start up (linkaging, networking, relevant and appropriate training, cooperation and support
	Abundance of labour	Infrastructure support to boost tourism and transportation in the province
		Need more working capital for resorts
		More exposure of Guimaras
		Modern technology for processing
		Skills training in handicraft and gift items production
		Transparency/openness

A presentation of the highlights of youth survey results (Section 3.2) was made in the afternoon of the planning day. This session provided a profile of the four segments of the local youth and the factors

affecting their employability. These included profiles specific to students, youth not in the workforce, employed and self-employed youth, and unemployed job-seekers.

### 1.3.4 Workshop III: Factors affecting youth employability and employment

This workshop addressed three key questions arising out of discussions in Workshops I and II, namely:

1. What prevents the youth from linking to employment opportunities mentioned in Workshops I and II?
2. What factors will help the youth to link with the opportunities?
3. What are the recommended action points? Who are directly/indirectly responsible?

Results are summarized in Table 3-2.

**Table 3-2: Workshop III: Results**

Youth segment	Factors preventing linkage to opportunities	Factors towards facilitating opportunities	Action points
Students	Students are still in school to complete education	Work-study programme by the school/LGU	Strengthen vocational course in secondary school Replace the subject economics in high school with basic entrepreneurship Government support on scholarship programmes LGU to provide financial assistance See all
Out-of-school-youth	Lack of education Dependent on parents Undergraduate		Skills training for OSY by TESDA, DTI, DSWD See all
Unemployed job-seekers	Attitudes – dependency, laziness, no ambition Improper mind set, seeks convenience, and lack of initiative		Exposure to job opportunities for the unemployed job-seekers See all
Not in the workforce	Early marriage	Provide technical training Provide capital build-up schemes	Training opportunities Proper education suitable for the job Government intervention Enhancement of job opportunities See all
Self-employed	Lack of capital		Mobilizing/Maximizing SK development fund in skills training (entrepreneurship transferability) not just focus on sports development See all
All segments	No connection to companies/employers	Career guidance and counselling	Discipline and proper guidance
	Economic conditions of the family		Home-based livelihood activities
	Lack of technical skills		LGU-NGO partnership in identifying and conduct of training for demanded skills
	Lack of interest		Establishment/Operational job information centers at provincial and municipal levels
			Training and technology
			Government support on scholarship programmes
			Advocate ladderized education programme of TVET

### 1.3.5 Workshop IV: Action planning

The final workshop of the day developed an action plan for each of the youth sub-groups identifying appropriate recommendations for capacity development, the responsible agencies and their partners, the resources needed and the time frame for implementation. These results are outlined in Table 3-3.

**Table 3-3: Results of action planning session**

Group	Recommendation	Directly responsible	Partners	Resource needed	Capacity to be developed	Time-frame
Students	Strengthen vocational course of secondary level	TESDA LGUs DepEd	Religious sector Parents LGUs NGOs TVET Institutions SUC CHED	HR training budget Material support HR budget	Vocational training skills Institutional capability building Value formation	School year 2007
	Interventions and strategies through work-study programme by the school/LGU	School Teachers Parents/ Teachers				
	Government support on scholarship programmes					
	LGU to provide financial assistance					
	Replace the subject 'economics' in high school with 'basic entrepreneurship'	TESDA for TVET schools and DepEd for general secondary schools				Effective 2007 and all the years thereafter
Youth not in the work force	Training and proper education for the job	School and Staff	LGU, Parents NGOs LGU Institutions Private Sector NGOs	Budget for training Support mechanism	Roles and functions Implementation capabilities Commitment Provision of technical skills	Effective 2007 and the years after to sustain the programme
	Government intervention	SSA Team				
	Education and skills development	TESDA and Schools				
	Mobilizing SK or Youth Council Development Fund in skills training	Private Persons with LGUs, other institutions				
	Establishment of livelihood activities					
	Enhancing job opportunities					2007 and ongoing
Employed	Access to jobs/ skills improvement	LGU thru	LGUs, NGOs, Church, DSWD, PopCom	Manpower Materials Supplies Communication equipment - computer, telephone, internet connections HR training-seminar budget	Customers service relation Computer literacy Hardware/ Software skills Data gathering	Within 2007
	Information for better opportunities					3 <sup>rd</sup> quarter of 2007
Unemployed	Help educate parents not to breed so many children	LGU, TESDA, MSWD, DOST, DOLE, NGOs, DTI	Skills training budget	Family planning values Effective parenting	2 <sup>nd</sup> quarter of 2007	
	Facilitate conduct of Social Reform Agenda – LGU TESDA					
	Establishment/ Operational of Job Information Centers at provincial and municipal					
	LGU-NGO partnership in identifying and conduct of training for demanded skills					

### 3.4 The demonstration programmes

Two short-run youth employment projects for demonstration effect were implemented in Guimaras guided by a number of factors: (i) analyses of local economic and job growth sectors by local stakeholders; (ii) the situation of local youth segments; (iii) locally available institutional resources and capacities; (iv) results of the local planning and prioritization workshops; and (v) willingness to work together in a short cycle intervention project to benefit identified priority youth segments.

The first project was intended to develop the employability and subsequent actual employment of 50 local youth for housing sector jobs; the second one complemented resources mobilized by the provincial government to implement an integrated set of employment interventions based on identified gaps and action points from the youth employment planning workshop.

#### 3.4.1 Generate your business and start your business

The context was a training programme<sup>15</sup> organized by ILO-Manila. This involved a broad mix of partner institutions coming from within and outside Metro Manila, including local governments, private sector business groups, financing institutions, trade unions, social development, NGOs, and academic institutions expected to train potential and existing entrepreneurs within their areas of influence.

The ILO trained and certified trainers for Guimaras who came from the trade and investment unit of PEDO and the former PEDO chief who has now returned to the local business sector, have so far trained close to a hundred in-school/out-of-school-youth including adults (as of end of 2007). A detailed account of the long term implications for each of these students was not available at the time. Nevertheless, the training has generally resulted in new micro scale enterprises being established by some learners and starters; others have changed business lines to more suitable and viable activities. Many have enhanced their incomes with existing livelihood and entrepreneurial undertakings.

Local steps taken after the trainers were trained by ILO included the following:

- Since 2006, the Provincial Government through the PEDO has officially adopted the Generate Your Business Idea (GYBi) and Start Your Business (SYB) training modules for its outreach programme and services in the province.
- There was also an initial arrangement with the PTEDC to require graduates in skills programmes to go through the GYB/SYB programme. This was temporarily stopped and new arrangements were made to continue what had been earlier started.
- The programme was also piloted in two schools which resulted in the development of “*negosyanteng mag-aaral*” or “student entrepreneurs” who run their own individual or group-based micro-enterprises with a very minimal capital as low as PhP50. The challenge was to focus on the development of entrepreneurial mindsets and skills of the students with only limited resources and to do some form of business with respect to school regulations.
- One of the student-entrepreneurs was recommended by this researcher/writer to be featured in an ILO-ROAP-supported case write-up by M.T. Cruz on successful young entrepreneurs.

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<sup>15</sup> With Lourdes Santos-Cacho of the ILO Employment Cluster as focal person, with Gemunu Wijisena as ILO international master trainer, Eugene Gonzales and other IPEC field officers as ‘apprentice’ national master trainers for GYB/SYB at the time.

- The trainers, through trainings organized by the PEDO-cooperative and enterprise development unit and those organized by the Rotary Club in partnership with the provincial and municipal governments in and out of the province within the Western Visayas region are able to serve as entrepreneurship trainers or resource persons.

### **3.4.2 Know about business**

The first round of pilot-testing of Know about Business (KAB) modules in the Philippines was completed in at least 48 general secondary schools across the country, in the school year 2006–2007.<sup>16</sup>

The pilot-testing involved two of Guimaras secondary schools with the support of the LGU, the district office of the education department, and the principal of the pilot school. Using a well-defined set of criteria, two teachers per pilot school were selected and underwent a two-week intensive training received from the ILO-KAB global trainers.

On-the-job, in 2006–2007, around 50 students were handled by each of the trained KAB facilitators. Each teacher, through the CIE, LETS GO Foundation, and the PEDO Chief was connected to a local entrepreneur who could be a mentor, advisor or resource person in the course of pilot-testing the entrepreneurship tool. Students were enthusiastic about the programme and in fact triggered the setting up and running of students' own simple businesses within the school premises.

The DepEd has been poised to mainstream this programme in all public high schools through its Career Pathways Programme which started in the school year 2008 and to be completed in 2011. But in the case of the Santa Teresa and San Lorenzo National High Schools, the school principals—with clearance from the district office of the DepEd and with full knowledge of the benefits of KAB—decided to include it as an elective subject in high school immediately.

Field interviews (September 2007) with the fourth year high school students for the school year 2007–2008 revealed that many among them had:

- signed up for the KAB entrepreneurship subject as they claimed to have been inspired by the stories of former KAB students;
- been motivated by economic prosperity goals of becoming an entrepreneur, anticipating the possibility that they may not be able to immediately proceed to tertiary education and thought meanwhile they could start a business to support themselves after completing high school; and
- been challenged to possess the traits of an entrepreneur which they also consider as traits needed to manage one's personal life.

### **3.4.3 Linking local youth to training opportunities in the housing sector**

This intervention with the support of ILO took place ahead of the local youth employment planning forum. It was one of the responses to the province's need to create alternative jobs and livelihood opportunities for the coastal communities affected by the Solar I barge oil spill tragedy in August 2006.

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<sup>16</sup> With the external services provided by Alexis Ledesma of CIE and with Prof Jay Bernardo, Carlo Calimon, Kristina Tia-Arevalo, and other staff of LETS GO Foundation and through ILO-PYEP-KAB focal person Ma. Teresa Cruz.

The lead agency in designing this course was the Alternative Planning Initiatives (Alter-Plan), together with Habitat for Humanity, the Consuelo Foundation, and other partner agencies from different provinces. The programme was intended to address the employability needs of disadvantaged youth who were farm-based, unskilled, school dropouts, and/or long unemployed. One intention of the programme was to immediately connect participants to a job growth area such as the housing sector. The training modules covered occupational safety and health, workplace values, culture of peace, skills for conventional building systems, skills for non-conventional building systems, and entrepreneurship.

For Guimaras alone,<sup>17</sup> this programme, which followed the devastating oil spill off the local coast in 2006, involved those municipalities most affected by the oil-spill together with representatives from Alter-Plan, Habitat Foundation, industry practitioners, and TESDA experts who were involved in the process of course selection, training, skills testing and certification, job assignments and tracking of 50 youth indigents of the province.

Hands-on-training was conducted in Cebu where Habitat for Humanity has an existing housing construction project. To date, except for two who did not proceed to skills testing, all are out of the province and believed to be employed in the different housing partnership projects of Habitat Foundation. Efforts are being made by the province to trace the whereabouts of these young people and its other constituents in and out of the country.

#### **3.4.4 The Programme for Development of Manpower and Employment Generation**

The Programme for Development of Manpower and Employment Generation (PRODMEG) was developed in addition to the province's earlier initiatives to address the deficiencies and action points resulting from the locally held multi-stakeholder youth-focused employment planning workshop (February 2007) and the follow-up workshop (April 2007) that focal persons from Guimaras participated in along with local planning and employment focal persons from seven other ILO-CIDA youth employment project partner LGUs.

PRODMEG recognized the perennial problem of having low or no income as the root cause of the problem of youth unemployment and the related problems of young people. Typically, these problems included selection of wrong courses as a result of poor information, mismatch between youth qualifications and industry needs and the limited number and growth of enterprises producing employment opportunities.

It recognized the fact that several investors from outside the province brought investments to the province but hired more people from outside the province than from within due to the lack of a suitably trained local workforce.

It recognized the potential role that could be played by Guimarasnons living or working abroad who have the financial resources to develop local business enterprises that could provide employment opportunities to the unemployed youth—primarily their youth dependents but also youth in general—but also that these resources have yet to be productively tapped.

For purposes of future development planning for investment, enterprise and employment creation, the group involved with PRODMEG saw the need to generate, organize, and make locally available data on how many Guimarasnons are living or working abroad, who and where they are.

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<sup>17</sup> Similar training benefited General Santos City with funds from ILO-CIDA-PYEP and several other LGUs which Alter-Plan, Habitat for Humanity, and the Consuelo Foundation targeted and covered for this same undertaking.

To address these concerns, the Guimaras PEDO sought ILO-CIDA-PYEP support to complement provincial development funds that had been allocated to enable the province to address action points in line with the overall goal of providing employment opportunities primarily for local youth. The specific objectives of PRODMEG were the following:

1. To establish a database on human resource needs of local industries.
2. To establish a database on Guimarasnons living or working abroad.
3. To enhance the employability skills of graduates.
4. To provide selected youth the skills in aromatherapy.
5. To provide appropriate information to third and fourth year high school students and to their parents regarding choice of careers.
6. To promote entrepreneurship and encourage students to become “*negosyanteng estudyante*” (student-entrepreneurs) provided with start up capital.
7. To improve the responsiveness of the employment facilitation services of the province and the five municipalities.

Subsequently, these objectives were translated into a number of specific programme tasks.

The provincial government in collaboration with the local chapter of the League of Municipalities, municipal governments, private sector groups such as the Rotary Club, Guimaras State College, municipal high schools, and national government line agencies (TESDA, DOST, DOLE, DTI, CDA, etc.) has so far achieved among others things:

- established and assessed the workforce database on the needs of local industries, selected establishments in Iloilo and jobs posted through employment agencies;
- established a database on all Guimarasnons living or working abroad as seafarers or land-based and profiles of their dependents;
- sensitized more than 500 third and fourth year high school students along with their parents on the need to choose and prepare for careers;
- oriented more than 500 third and fourth year high school student on entrepreneurship and encouraged some to become “*negosyanteng estudyante*” (as a result of which, some of the third year high school enrolled in KAB at the start of school year 2007-2008);
- opened-up entrepreneurship opportunities for targeted in-school-youth by mobilizing ILO trained local trainers for GYB/SYB programme;
- provided full training in GYB/SYB to 19 in-school-youth in coordination with two local high schools;
- provided five in-school-youth with capital as a test-case in micro-financing and as an off-shoot, others generated their own mini-capital;
- trained 50 graduates in employability skills enhancement;
- provided 15 youth with full training in aromatherapy;

- triggered the self-organization of student-entrepreneurs with provision of initial capital to implement their simple business ideas.

The student entrepreneurs group was formed for mutual support and promotion of entrepreneurship among young people especially those who might not be able to pursue tertiary education right away. The only requirement to become a member was to graduate from a GYB/SYB training programme and have a strong interest in becoming an entrepreneur.

- identified potential investors in the province and enterprise service providers; and
- mainstreamed ILO entrepreneurship tools in LGU outreach programmes and services and curricular programme of local secondary schools.

### **3.5 Sustaining the youth employment strategies**

All ILO-CIDA-PYEP supported youth employment interventions within the Province of Guimaras took place for the most part during the incumbency of the former Governor Joaquin Carlos Nava. During a project closing visit to the province by ILO staff, the new Governor Felipe Hilan Nava, a three-termer, pro-active former mayor of the town of Jordan, indicated he would sustain and build upon the local initiatives of his predecessor.

Operationally, there was a change of the head of the PEDO, as the post of PEDO chief is not a *plantilla* post and Ruben Corpuz chose to go back to private sector practice following the change of leadership. As indicated by the new PEDO Chief Charry Galia, at the time of the ILO visit, she has yet to understand the background and operational aspects of Guimaras-ILO-CIDA partnership in order for her to effectively be involved in sustaining earlier initiatives spearheaded by the PEDO.

Ms Amalia Gabion, one of the technical staff of PEDO and an ILO trained and certified GYB, SYB, and GET AHEAD trainer together with the focal staff involved in ILO activities updated the new PEDO chief on the operational aspects of the partnership of the provincial government with ILO.

The PEDO, TESDA, and respective municipal LGUs, through the municipal PESO officers appointed to handle PESO matters from time to time, continue to monitor the projects implemented and the results for impact evaluation, re-planning, and replication. They have conducted an assessment on the local youth employment interventions and presented these (as originally intended) to the Provincial Development Council to include tested youth employment strategies on top of those already in place in the development plan of Guimaras.

Some of the action points, particularly those that identified the growth sectors of the province and which have the potential to create new jobs for local youth have been addressed during the provincial SME Development Harmonization and Planning Workshop.

The DTI Provincial Director said that almost the same institutions that had been in attendance during the Local Youth Employment Forum in January 2007 were again represented in the Local SME Forum. They have been mindful of the outputs of the stakeholder agreed action points as far as addressing the demand side of the labour market is concerned. They have in fact identified programmes and projects that would benefit youth and parents who need to keep their youth dependents in school.

Furthermore, Governor Felipe Hilan Nava and Congress Joaquin Carlos Rahman Nava received feedback about KAB, GYB/SYB entrepreneurship pilot programmes and the manner in which they

have encouraged youth to become entrepreneurial, and considering related tools offered by DTI, TESDA, and DOST. They took note of the potential gains to be had from investing in entrepreneurial instruction in high schools and merging it with the instruction of agriculture as a key to realizing their goals in making their province a major agri-tourism center.

## **4 Integrating youth employment strategies in development policies and plans**

This part of the case study provides insights and lessons on the local development experience of the province—prior, to, during and after completion of projects undertaken with ILO— on mainstreaming youth employability and employment creation initiatives of Guimaras in the context of its once being clustered as one of the 20 poorest provinces in the country.

### **4.1 Factors affecting the development of Guimaras as a province**

There are seven factors addressed here that form the cluster of factors contributing to the success of the ILO-PYEP programme and the lessons to be learned from the project experiences.

#### **4.1.1 The 1991 Local Government Code**

The 1991 Local Government Code (LGC) has specific legal provisions for island provinces (Guimaras and Biliran Island in Leyte) that enabled Guimaras to convert its geo-political status from a sub-province to a province.

The LGC has been an important and formative guide for the province, its elective and civil service officials in developing and coordinating local policies, programmes, and services and defining institutional relations with national government line agencies component municipalities, industry associations, and civil society organizations.<sup>18</sup>

Yet, even with the LGC in place, there are certain provisions such as those on fiscal matters that both the local and national governments are not able to observe even if these provisions are also provided in the Constitution.

#### **4.1.2 A policy and planning framework for the province anchored on sustainable development**

Adoption of a framework through which to pursue sustainable development has enabled the province to move towards fostering an LGU system responsive to the welfare provision of the LGC by:

- ensuring and supporting the preservation and enrichment of culture;
- promoting health and safety;
- enhancing the right of the people to a balanced ecology;
- encouraging and supporting the development of appropriate and self-reliant scientific and technological capabilities;
- improving public morals;

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<sup>18</sup> See for example the study on the Local Government Code of 1991 compiled and authored by Jose N. Nollado and updated by Mercedita S. Nollado; also Rules Implementing the Local Government Code of 1991 with Related Laws and Concept of Decentralization compiled and authored by Arnell B. Bautista.

- enhancing economic prosperity;
- promoting full employment among the residents of Guimaras;
- maintaining peace and order; and
- preserving the comfort and convenience of residents.

The ability to tailor welfare provisions to the specific needs of communities have also been enhanced via the decentralization of resources from the national to local government to support the latter in developing, managing, and sustaining the use of local resources to eventually attain local autonomy that:<sup>19</sup>

- Seeks to harmonize and align all local policies and plans within the framework and in line with regional and national development plans and laws.
- Reflects local development needs and agreements, only possible through investment in extensive and intensive consultation processes (that went through considerable debate before reaching agreements) with all local stakeholders from all component municipalities and from government and private sector institutions.
- Guides the province in development of its key reference policy and action documents for assessing, planning, encouraging and/or discouraging economic undertakings with local and non-local investors in developing, managing, and using local economic resources of the province. These are:
  - (a) Comprehensive Land Use Plan
  - (b) Local Environment Code of 2005
  - (c) Local Investment Code of 2006
  - (d) Provincial Development Physical Framework Plan, 2007
- Encourages local industries, enterprises, communities, and their organizations to share in financing development initiatives such as forums, conferences, and support services needed to develop, grow, and sustain local industries and enterprises.

The foregoing local policy milestones are the foundations of the spatial strategies that the province has been looking into for possible adoption and implementation. These include: (i) the development of a seaport capacity of the province given its historical records in this regard; and (ii) the potential for developing suburban residential and retirement areas. These are seen to be strategic initiatives capable of generating agriculture and tourism based enterprises, jobs, and incomes within the provincial vision, policy, and strategy framework.

Despite considerable progress in tailoring specific legislation to meet the development needs of the province and especially a local revenue code that is based on the approved Physical Framework Plan, there remains a need to offer incentives to those who use their lands productively while penalizing

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<sup>19</sup> Local autonomy is to transform LGUs into self-reliant communities and active partners in the attainment of national goals through a more responsive and accountable local government structure, instituted through a system of decentralization – (The 1991 LGC with Basic Features compiled and edited by Jose N. Nolleto and Mercedita S. Nolleto, 2005 edition).

those who leave their lands idle or develop them in a manner that is not in accordance with the long-term plans of the provincial government.

#### **4.1.3 The quality of LGU leadership**

The leadership of Guimaras, since it attained provincial status has been right for each stage of the development process.<sup>20</sup>

##### **Leadership style 1998–2007**

In regard to the political setting from 1998–2007, the leadership quality of the provincial governor can be characterized by the following attributes:<sup>21</sup>

- Has a vision of the future of Guimaras and a programme of action to attain that vision—for the welfare of the people and their environment.
- Has a small and effective leadership team with whom to share, form, and steer the vision, development agenda, and strategies for developing local economy and recognizes the need for every working age person to have a job or a livelihood to provide him/her the income, not through a dole-out system but through the provision of support facilities and tools.
- Recognizes the role of (and has a legitimate strategy to get majority support from) the provincial board in order to achieve progress and succeed with the vision and development agenda of the province.
- Recognizes the role of the people and the need for ensuring their voice is heard so that they can acclaim ownership of the development agenda. These are guarantees for obtaining the broadest cooperation in implementing strategies and implementing local legislation, especially since the province is relatively young.
- Works towards further strengthening of public-private sector partnerships and balancing their activities, local-national linkages, and investor-host relations.
- Works towards the greater need for co-sharing among stakeholder concerns in financing programmes for developing and managing local resources and moving towards self-sustainability.
- Prepares for an agenda beyond tenure as governor to continually support even in a different capacity the development goals of the province.

##### **Leadership style 2007–2010**

In regard to the political setting from 2007–2010 the leadership style of the present provincial governor is somewhat different than before and can be characterized by the following elements:

- Shares the same vision as his/her predecessor with regard to the welfare of the people and the environment. This means sustaining the vision of the province and not having to change course simply for the sake of being different.

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<sup>20</sup> There was no opportunity to meet the former governor of the province, Emily R. Lopez, and gather local stakeholder insights as to her leadership style. However, she has effectively contributed to the development of markets for the mangoes of Guimaras and that is and will remain a very important contribution and legacy to the province in opening up more and better employment and income opportunities for the province.

<sup>21</sup> Based on interview with the provincial governor in 2005 and feedback obtained from provincial government staff and other stakeholders.

- Develops a reputation for building upon the gains of the previous administration in policies, strategies, and support structures in place; and taking them to the next level.
- Works towards simplifying procedural requirements and mindset adjustments to existing systems and practices in order to deliver on-time services to internal and external customers.
- Sustains support for key agricultural commodities of the province, especially the mango, reinforcing the external support from the German agency, GTZ<sup>22</sup> in the area of production technology capable of enabling Guimaras to harvest year round.
- Sustains support and for tourism promotion and with pro-poor community-based tourism undertakings designed to generate new jobs and income opportunities as alternatives to leaving the province or country while at the same time promoting local agriculture, culture, and ecosystems.
- Supports new areas of development in the agriculture industries towards producing goods that create new and additional job and income generating opportunities; e.g. the processing of cashew nuts into products with added market value.
- Replicates his earlier success in the creation of livelihood, jobs, and income opportunities which he undertook for the people of Jordan while mayor of the town:
  - (a) the implementation of an agriculture development (*Kasuy for Life*) project<sup>23</sup> to complement incomes generated from the mango industry; and
  - (b) the activation of employment facilitation services (PESO) to connect local job-seekers to available work.
- Works towards the development and implementation of a more strategic human resources development plan for the provincial government and the province that requires:
  - (a) a reorganized human resources office;
  - (b) a strong labour market information system; and
  - (c) the institutionalization of PESO into the structure, staffing *plantilla*, and budget of the provincial and municipal governments.

#### **4.1.4 A multi-stakeholder supported local development agenda and strategies**

The success of the multi-stakeholder engagement towards the local development agenda is born out of the following important observations of progress:

- Projects were supervised by a leader who shares the development vision needed to promote and sustain the province and who is concerned for the welfare of its constituents.
- All projects were aligned with an agreed vision and policy framework for the province.
- Projects required both extensive and intensive consultation with government and non-government partners—debating and sorting out disagreements through dialogue forums—

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<sup>22</sup> Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, see for example <<http://www.gtz.de/en/index.htm>> (accessed 22 February 2010).

<sup>23</sup> See Appendix A for further details.

with local legislative boards, the provincial development council, industry development councils, and the various municipal development councils.

- Development of key result areas for developing the economy—from environment planning and management, to infrastructure development, to social development, to economic development, to administrative infrastructure, to building financial capabilities.
- Employment creation was made an explicit goal and has been a continuing common concern of the leadership and stakeholders.

#### **4.1.5 Implementing structures and systems responsive to the development agenda**

These efforts resulted in a reorganized provincial government working towards service efficiency and which resulted in delineation between and merging of the various provincial government line offices. It also led to the clarification of roles of (and corresponding resources available to) national government line agencies present in the province.

Trimmed functions of offices such as the PPDO focused on coordination of research-based planning, monitoring, and reporting of all concerns of the province. The creation of the PEDO as the focal office provided the means to coordinate all economic concerns horizontally with all other line offices in the provincial government and the private sector, and vertically with all national government line agencies and municipal governments.

The creation of PEDO gave more emphasis to employment promotion as a shared function of all offices of the provincial government, national government line agencies, and private sector groups. The enterprise development support programmes and resources provided by each of the national government line agencies active in the province is detailed in Appendix A to this report.

#### **4.1.6 Motivated and competent civil service staff to support programme implementation**

Specifically in regard to the PEDO:

- The first chief of PEDO had a background in business and agricultural engineering while the second chief of PEDO had a background in agriculture. Both have led successful careers prior to working as PEDO head and they brought with them a determination to succeed and make a difference.
- The dedicated civil service staff are motivated to work until tasks are completed and lend their support to the different events out of their belief that their work is making a difference.
- The casual or contractual workers employed by PEDO are mostly young people who are similarly motivated by their interest to learn, gain experience, and (hopefully) to become regular staff of the provincial government.

In regard to non-PEDO and non-government staff:

- The staff from non-government organizations, civil society organizations, religious organization that work with specific communities and poverty groups in the province, also have dedicated staff motivated to succeed.

- Nevertheless, there remain areas for improvement and future action: <sup>24</sup>
  - (a) there remains the need for a human resources development strategy plan and associated programme of action in order for the provincial government to deliver services effectively and efficiently; and
  - (b) one focus of this plan should be aimed at producing the kind of graduates needed by the local economy.

This need was recognized as early as 2005 when the former provincial governor directed the administrative officer responsible for personnel administration to address these issues. However, it appears the issue has been left unaddressed until now.

#### **4.1.7 Effectiveness of programmes, projects, and services**

As emphasized by the former governor, leadership and a strong participatory process are the key elements of good governance (as it provides for the policy environment, the commitment, and the voluntary support for development). Considering that these elements are already in place in the province, any hardworking Guimarasnon is assured of a promising future in the island province. This at least, is the view expressed to this writer by the former governor.

### **4.2 Enterprise development activities, tools, and services**

The organization of enterprise development staging activities, development of learning tools, and provision of services are important factors leading to more enterprises, jobs, and incomes. These factors are discussed in this section.

#### **4.2.1 Strategic planning activities for developing economic partnerships**

A number of strategic planning activities were facilitated by the CUI. These activities involved government and NGOs which fostered:

- The sharing of limited budgets and resources to enable them to pursue activities (SME congress, trade fairs, product development seminars, and study missions, etc.) directed towards improving the productive capacities of local industries and enterprises so as to produce, process, package, and sell goods and services at competitive prices.
- A facility for undertaking similar planning exercises leading to growth of industries, enterprises, and jobs such as the conduct of the youth employment planning forum (January 2007) and the SME Harmonization Workshops (September 2007) that built on the same principles and practices as described above.

#### **4.2.2 Enterprise development training programmes**

These were conducted by ILO-CIDA trained and certified teachers and trainers on KAB, GYBi/SYB, and GET (Gender and Entrepreneurship Together) Ahead. These programmes resulted in the following:

- For KAB, the pilot secondary schools with clearance from the local district DepEd office, voluntarily adapted the KAB as a subject for fourth year students even after the pilot year

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<sup>24</sup> According to Charry Galia (as per final validation, Feb. 2010), Personnel Administration - this is now being addressed as one intervention in the implementation of our AUSAID Partnership, in the Human Resource Development (HRD) component of the Provincial Roads Maintenance Facility Project (PRMF).

2006–2007. Individually, KAB students and graduates have been encouraged to put up their own small business as part of their capacity building as future entrepreneurs.

- For GYB/SYB, the TESDA, PEDO, and the Rotary Club provided resources wherein the trainers are continually conducting training for in-school and out-of-school-youth as well as adults. Individually, the GYB/SYB trainees are encouraged to put up their own micro business with a capital as low as PhP50 and lead by example as student entrepreneurs. The GYB/SYB is conducted also during the youth camp organized by the Rotary Club and is supported in part from the congressional development fund of the province for young people from the Western Visayas region.

#### **4.2.3 Clarifying roles within the LGU-PEDO**

Within the LGU-PEDO structure, the role of each unit has been clarified to avoid duplication of effort. From the originally four units, PEDO has now three functional units. Employment promotion is a built-in function of all three PEDO extension services units, viz:

- the trade and investment promotion unit
  - Trade and investment (and employment) promotions unit—promoting and supporting agriculture-based trade, investment, and enterprise development activities.
- the tourism promotion unit
  - Tourism (and employment) promotions unit—promoting and supporting development of agri-tourism sites, support infrastructures, facilities, tourist main attractions and tourism related activities in line with welfare provisions of the LGC.
- the cooperatives and enterprise development unit
  - Manpower development and employment generation unit—focusing more on strengthening agricultural cooperatives, community-based industries, and enterprises.

Each service unit coordinates its programme of activities with concerned PEDO service extension units which are:

- provincial government offices, committees, and councils;
- municipal government offices or focal persons; and
- business, industry, and community support organizations from the government, as well as private sector, international development agencies.

#### **4.2.4 Strengthening local cooperatives, enterprises, and private sector organizations**

Strengthening local cooperatives, enterprises, and private sector organizations is a function of the manpower development and employment generation unit. Staff are trained in organizing and conducting surveys, seminars, training, learning sessions, and developing, resourcing, and managing projects. Youth employment demonstration projects and sustaining activities until now (more than two years after inception) are in line with the local development, employment promotion, and poverty reduction goals of the province and its government and non-government stakeholders.

Currently, that PEDO unit is regularly using ILO and ILO-CIDA supported youth employment tools in four areas:

- Career orientation programmes (provided on demand depending on the needs of the local economy, industries, entrepreneurs, and salaried workers).
- GYB/SYBi for in-school and out-of school youth.
- Enterprise development trainings for agricultural cooperatives and conventional enterprises has been strengthened including providing invitations to both local trainers as well as consultants from localities elsewhere within the Western Visayas.
- Household and community surveys which are conducted to establish the number of people employed, their jobs and job locations, and incomes status.

In this area, an identified action gap has been noted in that the PEDO has yet to shift resources and conduct surveys on establishments in the province – established enterprises, cooperatives, private sector, and government support organizations.<sup>25</sup> This area remains under-researched.

#### **4.2.5 Towards developing a fully functioning provincial PESO**

The only municipality with a functioning PESO facility was in the municipality of Jordan, understandably the town being the center of services for the province as a whole. The present governor was the mayor of Jordan at the time of its establishment. There is a need to scale up PESO activities and provide a regular budget for staffing and operations. With intent to scale up the success of PESO that was managed by the youth themselves, the mayor-turned-governor had to include the youth leader and PESO manager of Jordan in his provincial level team. This person was expected to facilitate the job search process at the provincial level and to support all other municipal LGUs that have yet to have a regularly budgeted office, staff and resources to function as training and employment facilitator at the local level.

#### **4.2.6 The importance of management systems**

Decent work conditions at the local level can be achieved and sustained with basic enterprise operating and management systems in place. Since 2004, the ILO policy integration and enterprise development team from Geneva (Amelia King Dejardin and David Lamotte) together with the ILO-Manila employment team (Aurelio Parisotto, Lourdes Kathleen Santos-Cacho, and consultant Eugenio Gonzales) have started to work with select LGUs including Guimaras as references in developing the Local Development and Decent Work (LDDW) information, assessment, and action tools.

The tools on LDDW, initially in their manual form were similar to tools already being adapted by the LGU but under a different name. This at least was the view of PEDO tourism, trade and investment staff, cooperative, as well as enterprise development staff from different units, and reported in 2007. In addition and similar to the feedback from La Castellana, seemingly the inputs and comments from local practitioners were not captured in the tools developed by the ILO.<sup>26</sup>

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<sup>25</sup> According to Charry Galia of PEDO (February 2010) this is now being addressed under its CIDA partnership in the implementation of Local Governance Support Programme for Local Economic Development (LGSP-LED).

<sup>26</sup> As a background, the compendium of decent work tools for local development started with an expectation from ILO that the tools must be global in context, it was only later that ILO decided that tools must be local in context. However, despite this shift, Philippine consultants who helped in developing the tools found their contributions were apparently not captured in the tools finally developed.

However, the comment of the provincial agriculturist is noteworthy. He says that he sometimes goes back to the manual as a reference for POAS agricultural development undertakings. He makes his own assessment of value chain activities but the actual number of jobs generated in the mango industry is something that has yet to be done with multi-stakeholder support and participation (discussions with Ronnie P. Morante, Provincial Agriculturist, 2007).

### **4.3 An assessment of the ILO youth focused employment planning activities**

The ILO-CIDA activities undertaken under this programme were intended to mainstream the four E's of youth employment into local policies and implementing plans, structures, and programmes. The nature of these interventions has been discussed previously, it remains now to comment on how well they have been integrated into the provincial planning and implementation process.

#### **4.3.1 The LGU undertaking with CIDA funded ILO pilot activities under the PYEP project**

The PYEP project enhanced earlier initiatives of the government and non-government institutions pursuing and sustaining local activities towards developing mindsets and employable skills for the local youth. As such, it dovetailed with efforts to address youth employability issues being undertaken by the LGU.

#### **1.3.2 The tools, facilitators, and resource persons involved being external to Guimaras**

Although the CIDA supported ILO tools were considered too simple in the local context, they were important catalysts in generating information needed to reach a local consensus and therefore encouraged local practitioners to plan and, voluntarily, take action within their institutions and to develop their individual capacities at their own pace in line with the established goals of employment creation and incomes improvement.

#### **1.3.3 The ILO-TNS youth employment survey tools and results from 500 youth**

This survey helped Guimaras and similar other localities form their research-based analyses of unemployment and underemployment situations in the province that were youth-focused.

Unemployment and underemployment are generally regarded as situations attributable to a lack of household incomes and the cash needed to send and keep children in schools. This starts a vicious cycle that leads to lack of qualifications and skills, underinvestment, and lack of jobs.

So often responses to unemployment and underemployment are limited to broad responses, such as providing scholarships for high school, training for employment and information on available jobs in and outside the province and the country. Such responses do not address the systemic problems of unemployment.

The ILO programme has shown that with careful design and presentation of the results of the survey in a disaggregated manner for: (i) students; (ii) unemployed job-seekers; (iii) youth not in the workforce; and (iv) the employed/self-employed—each descriptive of socio-economic backgrounds, life and work perspectives, interests, aspirations, plans, and needed tools and support to get them employed—responses to youth problems and concerns for each segment can be differentiated. This was a useful starting point for the youth employment planning process.

#### **1.3.4 The youth-focused employment planning workshop process, tools, and results**

As earlier mentioned, the survey results presenting socio-economic circumstances, perspectives, and aspirations respectively of four different groups of youth, were found useful for the employment planning sessions held in Guimarães as these provided simple but glaring truths about young people of the community in need.

Given their prior experience with other stakeholder consultation workshops and the lengthy planning processes often undertaken to reach consensus, on this occasion local stakeholders found the process simple and easy to follow. This encouraged their active participation. They understood the consultative process and were comfortable working with one another. They displayed a willingness to participate in another planning exercise, were able to undertake self-assessments of their capabilities and limitations as well as address areas of functional conflict in a manner that differences were able to be resolved.

There was no arguing with the validity of economic and employment indicators/trends presented by PEDO as a reference information base for the workshops, nor any questioning of the validity of the data generated from the TNS survey.

Hence, stakeholders more easily appreciated the youth employment planning process as facilitated by ILO. It was a simple, focused, and short (one-day) activity that enabled them to arrive at implementable action points within their respective and shared capacities. Long after the workshop they remained mindful of the need to incorporate these ideas in their own and shared activities.

Questions raised at the workshop were more focused on the institutions and people behind the survey administration (in Guimarães and even in other localities). Who conducted the survey? How was it done? Why did they not realize there was such a survey taking place? They further noted that this activity could have been conducted by the local government or any local institution (although there were good reasons for having the same organization carry out the survey in all locations). In this regard, the importance of having impartiality in the conduct of the survey was pointed out. Those who conducted the survey were not directly associated with ILO or with the government. This made the data more objective. To be meaningful any comparative survey must be conducted by an impartial and independent group. However, this independent group was not aware of one minor but important detail—the regional and local standards applied such as minimum wage rates which vary by region. Such differences must be considered in making claims as to whether the standards set in the province are below, at par with or above regional standards. This was a useful insight.

#### **1.3.5 The demonstration programme**

Given the limited time, the design of the programme did not go through the formal multi-stakeholder planning session and thus no formal forum was held for assessing how far the project has actually delivered. A thorough assessment of the varying components of the demonstration programme supported by ILO with CIDA funds is needed to extract lessons which may be important in institutionalizing, youth, employment and migration services for the local youth and non youth population groups of Guimarães.

#### **1.3.6 Gaps and areas for continuing LED and YE interventions**

Delivering on the vision remains a work in progress. The Provincial PESO facility has yet to be instituted as a regular function of the provincial government with a regularly budgeted office, staff and resources to fully perform its function as set out in the PESO law. At present, the provincial

PESO manager receives a salary that was originally allocated for the position of labour market specialist created under the PEDO.

The PEDO vacancy on Senior Trade and Investment Officer, which is already part of the provincial government *plantilla* has yet to be filled. It remains vacant because of constraints on local finances. The same is true of other provincial/municipal level offices, also facing financial constraints and which are unable to fill in some of the *plantilla* positions although it appears that the most critical ones are filled already.<sup>27</sup>

The Officer in-charge of human resources for the province was asked for many years by the prior leadership to come up with a human resources development strategy not only for the provincial government but effectively for the entire province. However, this is yet to be addressed by the current administration, and while it is likely to happen soon it will only be after the May 2010 election, if the governor is re-elected.

The functions of labour information services and technical support, the two services private sector players expect from DOLE, are perceived vital in achieving productive partnership, balanced of interests of the employers and employees in the province and economically viable and socially compliant enterprises.

A database dealing with the supply side has been provided but a similar database dealing with the demand side has yet to be constructed.

Finally, in line with the provincial government's priority on establishing a system to provide base information, monitoring progress and assessment of the impacts of government programmes and projects in line with its employment promotion goals, the PEDO through its Labour and Manpower Generation Section, began conducting a province wide household survey in the last quarter of 2005 to establish base information as to the socio-economic state of the local population.

The experience of Guimaras on the pace and extent of its local economic development strategies and efforts towards mainstreaming youth-focused employment strategies into local institutional policies, plans and implementing structure are limited by factors in the areas of finance and manpower requirements and these are constraints of both the government and non-government institutions in the province. However, progress is being made.

## 5 Way forward

The final part of this case study outlines prospects for preserving the gains generated from the participatory approach to development and the expected future development, opportunities, and challenges for Guimaras as a province. Many of the observations in this section are based on interviews with the incumbent (2007–2010) provincial governor who was formerly the town mayor of Jordan and the incumbent (2007–2010) congressional representative of the lone district of the province in the Lower House of the bicameral Congress, and who is a former governor of the province of Guimaras.

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<sup>27</sup> According to Charry Galia (February 2010) PEDO vacancy on Senior Trade and Investment Officer (Economist IV) has now been filled, yet the vacated position Economist II and another vacant Economist II position has yet to be filled and is needed for the section to function effectively and efficiently.

It also takes into consideration information and perspectives generated from key individuals involved in the planning and employment generation efforts of the province as well as perspectives coming from the private sector and component municipalities.

## 5.1 Sustaining and broadening the initial gains

Looking back, it took three terms of the governorship of Joaquin Carlos Rahman Nava, M.D., (1998–2007) to enable the provincial government to deliberately engage and re-direct mindsets so as to mobilize local and partner institutions in assessing and managing the island’s local resource endowments towards creating and sustaining more and better job and income opportunities for the people of Guimaras.

The challenge at this juncture is to ensure the development agenda of the province is upheld and strengthened under the new leadership. Governor Felipe Hilan Nava, M.D. straightforwardly declared that under his administration he would generally pursue the same direction taken by his predecessor but emphasized he certainly will have his own style of delivering outputs and attaining the same desired provincial outcomes.<sup>28</sup>

Governor Nava is one character who is not only meticulous about the actual delivery of target outputs and desired outcomes but keen on timeliness—people have to be mindful of, and work within, established timeframes. He brings to the governorship the reputation for which he was known as a town mayor for nine years in Jordan, the trading and service center of the province, and for which he garnered numerous awards in different aspects of local development for the province during his tenure.

Some of the provincial government staff foresaw that with the incumbent governor, who is decisive and straightforward in dealing with people within a political setting, he would bring with him the same style he practiced in Jordan municipality; that of managing internal affairs in a manner that expedited the internal flow of transactions across offices and, in similar manner, the external flow of services to component municipalities and private sector.

In terms of review and reorganization of the provincial government to adjust to changing times, he wants to focus on further improving internal efficiencies so as to better deliver external service efficiencies. He is looking at establishing process flow and reasonable lead time for different service lines, identifying internal and cross-function bottlenecks and speeding up internal and external transactions and delivery of services.

Along the line of attaining the agri-tourism vision of the province, he is looking at harnessing the potential economic benefit of a range of common crops in the province rather than relying solely on the mango. In particular, he is looking at the potential of *kasuy* (cashew nut). In fact, the PEDO through its trade, investment, and employment promotion unit got to work immediately on this project immediately after he took office. This has resulted in a product oriented study mission in Northern Luzon and eventual development of processed *kasuy* products that are currently being made available

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<sup>28</sup> Note, although the two recent governors are brothers with shared passion for serving their province, similar professions as medical practitioners and politicians, it has been apparent from the words of both and those around them that each have their respective drive to succeed as individuals. While the current governor compares his performance and success with fellow medical practitioner-politicians from the region and the country (including the former mayor of Concepcion of Iloilo City), the former governor has his own path to follow in his political agenda and career and that requires supporting and getting the support of concerned staff and stakeholders at all levels.

to both local and non-local markets; as a start during its annual summer festival (Manggahan) and year-round in the local product showroom.

The economic line agencies and concerned private sector enterprises have been engaged and pooled available financial resources that allowed them to embark on the Northern Luzon study mission to study the value-adding processes for *kasuy* with a view to marketing it on a commercial scale and opening up new income opportunities for the province.

In line with pursuing value-adding economic activities using local resource advantages, the governor sees it as necessary to establish local service facilities to promote and generate more local entrepreneurial opportunities and infuse entrepreneurship mindsets and capacities especially among cooperatives that have not made any headway at all since these were established decades ago.

Of the more than 100 registered agri-based cooperatives, only 28 are assessed to be functionally performing yet classified, using a medical term, as being under an “intensive care unit”—that means requiring close monitoring and support such as providing them with refresher seminars with particular emphasis on entrepreneurship training in the hope that these can survive and be given a chance to thrive as economic entities under new assumptions and conditions for operating as cooperatives.<sup>29</sup>

In line with developing better economic opportunities for local labour, he indicated interest in continuing and advancing the completed tracer study on both overseas Filipino workers (OFW) and their families and the study on the feasibility of tapping the remittances of the OFW workers to support the development of more local enterprises.

The change of leadership and political configuration in the executive and legislative houses of the province is perceived by many concerned stakeholders to be an exciting stage in the political and economic life of the province from which local stakeholders could likely stand to gain.

According to key respondents, this is the first time in the short history of Guimaras as a province that an alignment of the development agenda of the province across the various tiers of local government and in harmony with regional and national development plans has occurred and which is likely to deliver the most gains for the province.

## **5.2 Strengthening national links in support of the development needs of the province**

The election of the former governor to the post of congressman of the province signalled a new opportunity for Guimaras. Congressman Joaquin Nava maintains that the effective adoption of a spatial strategy within the physical framework plan of the province is necessary and which involves setting agri-tourism as a priority of the province.

From his position in Congress, he has undertaken to support whatever is taken up at the Provincial Development Council and the *Sanggunian Panlalawigan* accordingly, tapping into his national stature and connections; coordinating and allocating whatever resources he can access nationally for the province. Given his new capacity, he has openly stated that he would provide support along the lines outlined below.

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<sup>29</sup> According to Amalia Gabion, PEDO with a consultant from the Bacolod Chamber of Commerce and Industry (also from Western Visayas) has started in 2009 to conduct organizational review of all agriculture-based cooperatives and other enterprises, providing them with seminars towards strengthening of their organizational, financial and staff management systems. PEDO cooperative and enterprise development staff have been assisting these organizations register with the provincial government (CDA) or municipal government where appropriate.

### **5.2.1 On establishing and enhancing the basic institutions in the province**

Congressman Nava intends to check on requirements and work with concerned national offices to expedite establishment of the basic support facilities and institutions that are not yet in place in Guimaras such as:

- The Registry of Deeds; the National Office of the Land Registration Authority is said to be amenable to having this office instituted in the province.
- Additional local courts to handle and expedite settlement of locally filed civil cases. The average number of cases handled by the local court is 20 per day which is the same capacity now as the Regional Trial Court.
- A Land Transportation Office is also needed in the province but would require raising additional substantial resources.
- A central data management facility is needed to process and standardize treatment of all data requirements of the province, in effect strengthening the existing capacities of the provincial development institutions to organize and manage their database.
- A strengthened local business permit and registration system is needed particularly targeting the inclusion of informal sector enterprises.
- He would also work towards further minimizing the “dole-out system” practiced and expected from government public service offices.

### **5.2.2 On strengthening partnerships**

This involves working towards simplifying cross-institutional arrangements and encouraging other national government line agencies based in Guimaras to join the system that the province has established whereby all programmes will be aligned with provincial development targets for tourism, fisheries, and agriculture sectors and backed with baseline data and studies.

### **5.2.3 On working towards attaining the agri-tourism vision of the province**

Congressman Nava has deliberately positioned himself to chair the Committee on Tourism of the Lower House of the Philippine Congress to back up and advance the implementation of the tourism development master plan of Guimaras and the region.

Likewise, given congressional resources at hand he would be complementing the incumbent governor’s effort to focus on developing the potential of the *kasuy* which is in fact assessed by the POAS Department as being high value commodity in the market with low farm maintenance costs.

### **5.2.4 On pushing for education and training reforms**

In his capacity as a legislator, he commits to work towards:

- A review of existing provincial thrusts and expand earlier efforts particularly those associated with the development of local skills training programmes related to agribusiness. Hence, he has already committed a part of his Congressional funds for the much needed budget of PTEDC that is jointly managed by the provincial government and the TESDA.
- Obtaining national support for strengthening of skills programme in high schools and incorporation of agriculture as a mandatory and not an elective course (Technology Livelihood Education) in high schools.

- Regulation of courses offered in tertiary schools in order to weed out those with weak or no demand in the market. The cost savings will enable further investment into education and reduce the incidence of educated unemployed youth.
- Enabling education and training institutions to assess the main economic and employment basis of the programmes the institutions offer and to publicize the kind of employment students can expect from the programmes in which they enrol.

### **5.3 New initiatives following enactment of the 2005 Environment Code and the 2006 Investment Code**

The Local Environment Code was expected to be nationally approved and then incorporated into a provincial physical framework plan. This will spell out in practical terms, the spatial strategies for the island province for the next 10–25 years, by taking the next step and amending the local revenue code in line with the agri-tourism targets of the province.

This would mean having a revenue code that would set investment policies that encourage growers to cultivate priority crops in line with the framework plan through a series of tax incentives or penalties. The more an agricultural land owner and development investor adheres to the physical framework plan of the province, the more tax credit he or she will gain; conversely to the extent that an agricultural land owner and development investor ignores the plan, the greater will be the tax penalty applied.

This is being tackled by the investment policy board of province where the governor, the congressman, concerned members of the *sanggunian*, provincial line departments, municipal sectors, and concerned national government line agencies are seated.

#### **5.3.1 An effective agri-tourism marketing infrastructure for the province**

In order to break the development barrier hindering the eastern portion of the island province, it is planned to open up fresh development opportunities for Sibunag a fifth class municipality and one of the two agricultural centers of the island and situated in the south-east of the island away from Iloilo. Congressman Nava has stated he intends to recommend to the Philippine President, the establishment of a roll-on-roll-off facility for that side of the island to lower the cost of sending produce to markets outside the province towards the other islands of Negros which are already part of the domestic markets of Guimaras mango industry. There is in fact an on-going road construction programme to improve the cross-island road network of the province.

#### **5.3.2 Technologies that reduce the cost of improving the road network**

The Department of Public Works and Highways (DPWH) normally budgets a cost of PhP10 M per kilometer for asphaltting of road and PhP14 M for concrete paving. In part this is due to the use of outdated (and costly) technologies it uses for road surfacing. As a congressman, he is in a position now to recommend to the DPWH the use of German technology introduced by GTZ that would not exceed PhP2 to 2.5 M per kilometer.

The road improvement technology as introduced by GTZ and acquired by the province by way of a loan would: (i) save on material use; (ii) correct the road defect problem through structural augmentation; (iii) effect a 3–5 years life span for the road; and (iv) minimize the need for maintenance every rainy season. With an overlay, road life can be extended to more than five years without the need for repair. (The point the congressman was making is, whatever can be saved per

kilometer would mean two more additional kilometers for expansion of road network from the same budget allocation.)

### **5.3.3 Continuing the practice of using savings for development purposes**

Whatever savings generated must be invested in physical infrastructure, completing first the needs of the provincial capitol and then moving to address areas outside of the provincial capitol complex. Thus far, as a result of such savings, the Guimaras Trade and Information Center Building and the provincial museum have been established.

### **5.3.4 Enhancing the potential of new industry products**

Other than providing the sustained support of the provincial government, national government line agencies and private sector institutions towards continually building the capacities of the mango industry so that it is cost competitive and responsive to domestic and export market requirements, there is also need to explore and provide parallel support for developing the market potential and productive capacities of other products.

One of the industries needing priority support is the cashew industry but there are other industries too in need of enhanced basic services from the government. This was identified and agreed during the SME harmonization workshop conducted by the DTI with support from GTZ. Also, there is a need to enhance the export potential of lime (calcium phosphate production), a mineral resource that abound in the province and in great demand in local markets (especially by sugar milling companies) and overseas.

Providing priority support for industries other than the mango industry is anticipated to make a significant contribution to the creation of more jobs and better incomes for the province.

### **5.3.5 Monitoring and measuring product value accounts and jobs generated**

Developing the local capacity of the provincial government to prepare and conduct household surveys across municipalities in the province requires a continuing effort. As mentioned elsewhere this initiative is important for the province in order to establish a base line for monitoring, measuring and verifying changes to household incomes and living conditions of Guimarasnons. Only through such surveys can the LGU determine if indeed there are changes and whether its socio-economic investments are paying off.

The next step along this line is to support development of a localized data system that would complement previous efforts and, together with the NSCB, to develop a local database on product accounts possibly aligned with support efforts to measure jobs generated per product account.

Although jobs generated are being accounted for in the mango industry, this has yet to be introduced systematically by other stakeholders.

### **5.3.6 Underlying assumptions pertaining to agricultural development**

A number of factors suggest that a review and a recasting of assumptions and strategies related to farm productivity (farm to market) and the capacities of agri-based industries to meet future volume and specialized demand of the markets might be timely.

As noted by the Provincial Agriculturist Ronnie Morante (October 2007), the actual productive capacity of the mango industry in Guimaras is on a decline given the observed extreme changes in local conditions in terms of weather, pests, and other factors affecting not only the mangoes but other local agricultural products.

In his view, it might have to do with the effects of global warming which may be changing the local climate. This would affect both the local biome as well as the number of agricultural crop cycles. The flow on effects of climate change would affect the volume and grade of crops harvested and might eventually require adaptation of actual crop types.

At the time of interview, it was a concern that he intended to discuss with the governor and the congressman. Recently in 2009, GTZ introduced non-chemical based agricultural technologies that would allow for year round mango crop harvests. The assumption here is nothing can be done in the short term to stop the effects of climate change, but there are opportunities to adjust and adapt to new technologies and to new crop cycles as well as the manner of performing crop activities (particularly in regard to measures that combat greenhouse gas emissions).

### **5.3.7 Strengthening the internal capabilities of the PEDO**

Efforts in this direction began as early as 2005 along with the provincial government's earlier effort to sensitize and upgrade the skills of key provincial and municipal staff. This included training on conceptualizing, developing and administering localized economic and labour market research proposals and survey instruments. This activity was undertaken with the help of the regional statistical office and a university in Iloilo City.

The PEDO continues to be the focal office of the provincial government for coordinating all economic affairs of the province and ensuring all forms of development investments contribute to and result in new enterprise creation, jobs, and income for the province and particularly for its younger generation.

The PEDO however remains challenged to conduct follow-up activities and to systematically and continually document progress made on policy and action points arising from the February 2007 multi-stakeholder workshop. This is especially important in the area of career guidance for high school students as well as sustaining the institutionalization efforts of entrepreneurship programmes (KAB, GYB/SYB) as an aid to stimulating growth and enhancing the competitiveness of agri-tourism related enterprises.

Localization efforts of various national government agencies is expected to see PEDO take on the new task of providing secretariat support to the Provincial SMED Development Council which serves as the forum for harmonizing existing and new development initiatives of different government and non-government agencies operating in the province.

As of September 2008, the current PEDO head, Charry Galia, intends to clarify and streamline the functions of every component unit and beef up the aggregate capacities of the office to deliver improved services in an integrated manner in the areas of trade, investment, and employment promotion and cope with these and other emerging challenges and tasks facing the province. These include:

- Strengthening external links particularly to regional and national development agencies pertinent to advancing development of local SMEs, the agriculture sector, and employment opportunities.
- Strengthening intra-provincial links among government and private sector organizations and with focal persons for agriculture, tourism, enterprise development, and employment promotion.

- Expediting recruitment of staff for higher vacancy posts such as a senior trade and investment specialist which has remained unfilled because of budgetary constraints and which is subject to Civil Service Commission approval<sup>30</sup>.
- Regulating staff assignments to counter the trend to spread resources too thinly to be effective in key areas and tasks.
- Having an incentive for the staff of the PEDO by working out augmentation of staff incomes and development support. But all these are subject to a review and development of a human resources development strategy for the provincial government which is long overdue.

Progress as of end of 2009, to the above stated intentions include:

- Linkages made with Region VI<sup>31</sup> and national development agencies that made possible partnership undertaking with international development agencies to sustain and upgrade economic sector capacities that contribute to local employment and income creation opportunities. This was achieved with:
  - provision of support in the development of local SMEs involved for instance in cut flower production as it responds to the increasing demand in the local markets (especially during local festivals);
  - use of German technologies in agriculture farm management specifically for mango farms to enable mango farmers to adjust to observed unpredictability of local conditions affecting timing and volume of crop harvests for the industry allowing mango farmers to harvest fruit crops more than once year round; and
  - DOLE installation of the PESO kiosk and training of PESO staff to facilitate flow of labour market information and access of job-seekers to employment opportunities.
- Intra-provincial links are being strengthened. organizational management and enterprise development services to cooperatives, enterprises, and business and industry support organizations began in 2009. For the latter, a consultant from the Bacolod Chamber of Commerce and Industry was tapped to provide the chamber development services.

As discussed earlier in Part 4 of this paper, the PEDO has clarified both with line offices and the private sector the efforts each are making to provide enterprise development and employment oriented services. This clarification has included:

- delineating employment functions of public and private sector organizations;
- assigning areas where different groups can work together and those where they operate independently in terms of target localities, population groups etc; and
- instituting self-generating and revenue building activities such as in-school projects able to maintain and sustain initiatives.

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<sup>30</sup> According to Charry Galia (as per final validation, Feb. 2010) is that this is now being addressed as one intervention in the implementation of an AusAID Partnership, in the HRD component of the Provincial Roads Maintenance Facility Project (PRMF).

<sup>31</sup> Former mayor of Concepcion, another youth employment pilot area is currently the Presidential Assistant for Region VI – Western Visayas Region and holding Office in National Economic Development Authority in Iloilo City.

The employment promotion function now undertaken by the PEDO revolves around career orientation for graduating high school students, trainings on GYB/SYB for third and fourth year high school students, as well as provision of small tranches of start up capital for deserving trainees/graduates of GYB/SYB. Further, the PRODMEG staff have partnered with the PESO of the province in providing some of their services such as job fairs, scouting and coordinating with TESDA for available trainees and the employment matching for these graduates.

It has been found through experience that the services for needed for programme delivery are more effective when coordinated rather than with each organization working independently of the other.

### **5.3.8 Towards instituting PESO services in the province**

Prior to the present political administration, the TESDA office established in the province performed both the training and employment facilitation functions for the province and extended these services to all municipalities.

With the drive of the present leadership to replicate and scale up municipal level success in having instituted a PESO facility in Jordan, the once apparently non-existing PESO facility at the provincial level (as this function was being performed by the TESDA and PEDO) was made functional. A youth leader who was the PESO manager in Jordan was consequently appointed as the PESO manager in the province.

### **5.3.9 The need for a human resources development strategy for the province**

Although offices and functions are defined and delineated within the provincial government, it has yet to come-up with a human resources development strategy plan for the entire office and the entire province. This has been a priority even during previous administrations but the responsible career service officer has yet to steer the process to completion.

Development of such a strategy would avoid the need for negotiating each time for a person that is deemed important for an office. In short, it would encourage the practice of politicians working with the available personnel already in office.

Further, if a continuing training, career, and qualifications upgrading programme is in place, this leaves no room for a politician to doubt the capacities of key people they are to be working with while on tenure.

Finally, developing a human resources development strategy for the province should not only be the task of the administrative/human resources office of the provincial government. It can and should be jointly undertaken with the PPDO and PEDO involving all key stakeholders at all levels, sectors, and offices involved in the labour supply side and in the demand side of the labour market, assessing, and generating lessons from the ongoing efforts and outcomes of the ILO-CIDA youth employment project.

Specifically, a deliberate and systematic assessment of tasks that have been (and which are being) undertaken in the ILO-CIDA-PYEP-Guimaras PLGU-supported PRODMEG and the assessment so far of its outputs and outcomes is needed in order to ensure that the components and targets of that project provide the building blocks needed to define, structure, and implement a human resources development strategy for the province.

### **5.3.10 Strengthening the self-sustaining capacity of organizations**

In 2008, according to the former PEDO chief who has since returned to private sector practice, there is a plan by local private sector groups in Guimaras to access congressional funds to support capacity building activities for the local chamber and industry associations.

The following year, PEDO through its trade and investment unit, began to organize a series of organizational strengthening activities directed at agriculture-based organizations as well as to the local chamber. These include briefing these organizations on legal forms of business and assisting them in registration with the government.

PEDO engaged the services of a consultant from Bacolod Chamber Commerce and Industry starting 2009 to help the local organizations and its members in the process of (re)defining their vision, mission and goals, functional structures, jobs, and preparing these organizations to be self-sustaining through developing their services to stimulate growth of local agricultural enterprises in the province.

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(Batasan Pambansa Complex, Quezon City)

Ronnie Segobre, Provincial Administrator, September 2007

Jimmy Baban, Coordinator, Provincial Planning and Development Office, Province of Guimaras,  
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Angeles Gabinete, Tourism Section Head, (formerly with the POAS), Provincial Economic  
Development Office, Province of Guimaras, 02 October 2007

Amalia B. Gabion, Trade, Investment and Employment Promotion Officer, Provincial Economic  
Development Office, Province of Guimaras, 12 November 2007 (while at ILO Manila  
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Juliet Galila-Enfante, Cooperatives Development Specialist II, Provincial Economic Development Office (formerly in-charge of gender mainstreaming), 11 November 2005

Nino Herrera, Provincial PESO Officer 2007 and 2010

### **6.1.2 From component municipal LGUs of the province**

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Nueva Valencia: Zurinie Zaldivar, Municipal Planning and Development Coordinator, 30 September 2007 and Oliver Chavez, Municipal Agriculture Officer, 01 October 2007

San Lorenzo: Jimmy Gajo, Municipal Mayor; Lilibet Laruan, Planning and Development OIC; Elba T. Galve, Municipal Agriculture Officer, 01 October 2007

Jordan: Rodolfo Gamarcha, Municipal Planning and Development Coordinator, 02 October 2007

### **6.1.3 From national government line agencies**

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Luzviminda C. Sumayo, OIC Director, Provincial Training Enterprise Development Center, TESDA, 11 November 2005

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### **6.1.4 From private sector institutions**

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Cristeta C. Galotera, Secretary, Guimaras Resorts Association and Manager, Valle Verde Mountain Spring Resort, Ravina Norte, Sibunag, Guimaras, 10 November 2005

Ana Eva Villanueva, President, Guimaras Processors and Producers Association and Chairperson, NGO/PO Caucus for Development, 11 November 2005

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Raphael Cruz OCSO, Our Lady of the Philippines Trappist Abbey, 12 November 2005

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## **6.3 Acknowledgments**

PEDO: Charry Galia, Amalia Gabion, Lenny Gonzaga and Eva Gelogo for arrangements for interview with Governor Felipe Hilan Nava and other stakeholders in 2007

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Camilo Casals, Ma. Teresa Cruz, and Margarita Simon

## **Appendix A:**

### **Local industry experiences of job and income generation with lessons for future planning**

This appendix to the case report for Guimaras provides examples of good practices and case experience of local stakeholders within specific industries as they implement focused development interventions that have resulted in more and better job, livelihood, and income opportunities for the Guimarasnons.

The following industries are reviewed in this section of the case study report:

- The Guimaras mango industry — a key job and income generator for the province
- The Seaweed Entrepreneurship Project
- The Salt Farmers Alternative Development Project
- The Kasuy for Life Project
- Local tourism initiatives

#### **1. The Guimaras mango industry**

Guimaras is one of the well-known mango-producing provinces of the Philippines. It is the only province in the country at present that is allowed to export mango to the USA mainland and to Australia. Guimaras mangoes have been declared to be pulp weevil free by the Animal and Plant Health Inspection Services of the United States Department of Agriculture (APHIS-USDA). The local environment and geographical features of the province being an island in isolation makes Guimaras an ideal place to grow and protect the quality of its agricultural commodities including the mango.<sup>32</sup>

##### **1.1 Production factors and capacity status**

###### **Conduciveness of physical resource environment**

Because it is an island, the province is considered as a semi-isolated area with calcareous soil rich in calcium and magnesium. It has distinct wet and dry seasons. These natural characteristics of the island allow for a large number of fruit-bearing trees<sup>33</sup> (Tables A-1 and A-2 a, b, and c) to grow in an environment that is conducive to producing high quality mangoes that meet the product requirements, including health and safety concerns, of major export markets.

The global demand for Guimaras mangoes and the presence of the Philippines Bureau of Plant Industry-National Mango Research and Development Center in the province are additional advantages enjoyed by the industry.

###### **Agricultural land area devoted to mango tree planting**

The land area devoted to mango covers 5,202.8 hectares which represents 9.27 per cent of province lands classified for agricultural use (56,127 ha.) and 8.6 per cent of the total land area of Guimaras

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<sup>32</sup> Interviews with Provincial Officer for Agricultural Services (POAS), 2005 and 2007 and LGU-POAS power point materials, updated 2009.

<sup>33</sup> Of the 259,500 total number of trees, 190,000 or 73 per cent are fruit-bearing trees.

(60,457 ha). Table A-1 below shows the total area planted with mango trees, the number of bearing and fruit-bearing trees, and the total number of mango growers involved.

The fruit and non-fruit-bearing trees are either planted by seeding (bearing fruits only after 10 years with a total capacity of 500 kilos per harvest) or by grafting (bearing fruits after 5-7 years but only with a capacity of 200-250 kilos per harvest).

**Table A-1: Total mango area, tree population, production capacity, 2005, 2007, and 2008**

Indicator	Nov 2005	Sep 2007	Nov 2008
Total area planted	5 202.67 ha	5 202.67 ha	5 202.8 ha
Total number of trees	259 500	259 500	250 043 *
Total number of non-bearing trees	69 500	69 500	69 500
Total number of bearing trees	190 000	190 000	190 000
Total number of mango growers	7 252	7 252	7 252
Volume of production	11 140 mt	11 140 mt	11 140 mt

Source: Guimaras Provincial Office for Agricultural Services (POAS), Nov. 2005; see also tables below

\*Oro Verde Mango Orchard trimmed or pruned down 35,000 trees due to overlapping branches

The data reflected in the three interrelated tables (Table A-2a to A-2c) show that Buenavista had the greatest number of mango trees in the province and since the Oro Verde orchard farms are mainly located in that municipality, this has accounted for the reduction of fruit-bearing trees. At the same time, while it has accounted for the increase number of seeded and grafted trees that are expected to bear fruit in due time; the rest of the municipalities of the province, involving corporate and household managed farms, has invested in increasing their capacities for mango production.

**Table A-2a: Distribution of tree population by municipality, 2005**

Municipality	Bearing		Non-bearing		Total number of bearing and non-bearing trees
	Number	Per cent share of total	Number	Per cent share of total	
Buenavista	117 800	62	20 850	30	138 650
Jordan	32 300	17	9 035	13	41 335
Nueva Valencia	15 200	8	10 425	15	25 625
San Lorenzo	11 400	6	11 120	16	22 520
Sibunag	13 300	7	18 070	26	31 370
Total for Guimaras	190 000	100	69 500	100	259 500

Source: Guimaras Provincial Office for Agricultural Services (POAS), Nov 2005, same data Sep 2007

**Table A-2b: Distribution of tree population by municipality, 2008**

Municipality	Bearing		Non-bearing		Total number of bearing and non-bearing trees
	Number	Per cent share of total	Number	Per cent share of total	
Buenavista	103 650	58.9	22 258	30	125 908
Jordan	32 300	17.4	9 646	13	41 946
Nueva Valencia	15 200	8.6	11 129	15	26 329
San Lorenzo	11 400	6.5	11 870	16	23 270
Sibunag	13 300	7.6	19 290	26	32 590
Total for Guimaras	175 850	100	74 193	100	250 043

Source: Guimaras Provincial Office for Agricultural Services (POAS), data updated 2010

**Table A-2c: Change in distribution of tree population by municipality, 2005 to 2008**

Municipality	Bearing		Non-bearing		Change in total number of bearing and non-bearing trees
	Number of change	Per cent points change 2005-2008	Number of change	Per cent points change 2005-2008	
Buenavista	14 150	3.1	1 408	0	12 742
Jordan	0	0.4	611	0	
Nueva Valencia	0	0.6	704	0	
San Lorenzo	0	0.5	750	0	
Sibunag	0	0.6	1 220	0	
Total for Guimaras	14 150		4 693		9 457

Source: Guimaras Provincial Office for Agricultural Services (POAS), updated Nov 2010

\*\*Seeded trees that are not yet 10 or more years to bear fruit and grafted trees that are not yet 5-7 and more years also to bear fruit.

Note the increase in number of non-bearing mango trees with the potential to produce target volume and quality of mangoes in time is not necessarily to the increase in number of mango farmers/growers across all the five municipalities of the province from 2005 to 2007 but is also dependent on the number of accredited mango growers.

## 1.2 Product markets, requirements, and local capabilities

The province has an established commodity flow for which it classifies and sorts its mango harvests into three categories: (i) export quality; (ii) in-country markets (mainly Iloilo, Negros Occidental, Cebu, and Manila);<sup>34</sup> and (iii) local processing (and rejects in regard to export standards). Mangoes in this latter category are destined for the most part for the processing plant run by the Trappist Monastery, McNester Foods, and other small processors in the province. Exportable mangoes should be free from blemishes, bumps (bruising), insect damage, deformity, latex burn, mechanical damage, windburn, and disease damage.

<sup>34</sup> As of 2008, Manila was excluded from its direct market within the country.

The POAS is responsible for the production side of the mango industry and has to constantly monitor mango production through site visits. According to the POAS, important milestones in efforts to break into the US market were the following:

1. The protocol governing export was approved in 2001 corresponding the US coding requirement through the Bureau of Plant Industry-Plant Quarantine Service (BPI-PQS).
2. A Cooperative Service Agreement between the Philippines Secretariat of Mango Exports to the USA and the United States Department of Agriculture-Animal and Plant Health Inspection Service (USDA-APHIS Agreement #01-8600-0029-TF, Accounting Code 18381-12729) was approved on July 26, 2001.
3. A deposit was made to the US Treasury through USDA in the amount of US\$26,928 to cover the cost of APHIS administrative costs.
4. Coded/accredited mango growers were subsequently listed as per USDA requirements.

### **Exporters and export destinations**

It has been important for the province to prioritize the demand of the export markets considering its stage of development and status, its need to grow its economy and increase jobs as well as enhancing income opportunities for the province. The province has already established regular markets in USA and with the potential to enter into new supply arrangements with other countries as indicated in the tables below.

**Table A-3: Major exporters and market destinations**

Producer	Export destination
Diamond Star Agro-Products, Inc.	US, Australia, and Japan
DHM Philippine Produce	US and Japan
Pelican Agro-Products, Inc.	US and Japan
Philippine Far East Agro-Products, Inc.	US and Japan
Lapanday Foods	Australia
Dole Philippines	US, Korea, and Japan

Source: Guimaras Provincial Office for Agricultural Services (POAS), 2005 and 2007

**Table A-4: Volume and pricing of mango exports to USA and Australia**

Year	Volume Exported (mt)	Price/Kg
2002	271.8	38.00
2003	622.4	28-32.00
2004	311.3	28-35.00
2005	500	32-42.00
	355. (US)	
	145 (Australia)	
2006	342.82	38-45
2007	260.71	45.00
2008	-	50-55

Source: Guimaras Provincial Office for Agricultural Services (POAS), 2005 and 2007

### **In-country markets**

The best quality mangoes are exported but the island also supplies the requirements of the other cities and provinces using mangos of quality grade lower than those exported, but which is still high compared to mango grown elsewhere. These markets originally included such places as Iloilo, Negros, Cebu, and Manila but recently, with the priority given now to supplying domestic markets over export markets, the province has decided to focus on supplying directly to Region VI or Western Visayas provinces—within Guimaras, Panay island provinces (Iloilo, Antique, Aklan, and Capiz) and Negros Island.

### **Local mango processing partners and markets**

Guimaras is now favoured by some local investments particularly in the processing side. An example is the Trappist Monastery's current investment in mango processing (Table A-5). Such infusion of capital is also expected to complement the existing support.

**Table A-5: Local mango processors**

Name	Location	Processed goods markets
Trappist Monastery	San Miguel, Jordan	All output goes directly to markets in Region VI provinces: Guimaras, Iloilo, and other Panay provinces (Aklan, Capiz, Antique) and to Negros Island
Nueva Valencia Multi-Purpose Cooperative	Concordia, Nueva Valencia	
McNester	San Isidro, Buenavista	
Myrns Dried Mango	San Miguel, Jordan	

Source: Guimaras Provincial Office for Agricultural Services (POAS), as of 2008

### **Industry effects on local economic growth**

The province has benefited from the local mango industry, but only as it progressively invested in and gained from the following:

- the effects of market information;
- captive markets from USA and Australia to include Korea and Japan;
- increase in tourist arrivals;
- matched with expansion of mango areas/capacity;
- established processing plants;
- infrastructure and transport system development;
- stability of pricing of local inputs;
- increase in investors;
- increase in jobs; and
- reduced incidence of poverty.

The POA partnership activities in mango production capacity development mainly involves the Guimaras Mango Growers and the Guimaras Mango Growers and Producers Development Cooperative (GMGPDC) and these are in the areas of:

- monitoring of production activities, provision of technical assistance, and accreditation of mango growers province wide;

- integrated pest management-farmer field school on mango (IPM-FFS);
- orchard expansion through barter (3:1) seedlings, grafted;
- training on mango production and processing; and
- accreditation and coding of additional mango growers/farm.

## **2. Job and income creation in the mango industry**

In 2004, several local government interventions provided the push factors needed for the mango industry to contribute some 6,000 jobs in the agricultural sector. The provincial government is anticipating more jobs will be created as support continues to be integrated vertically from production, through post-harvest to product marketing.

The mandate of POAS applies for the most part to production. Data shows that up to October 2005 about 4,200 new mango related-jobs were created for that year alone (Table A-6). According to Ronnie P. Morante, Provincial Agriculturist, more workers are required in different areas of the industry.

As a mango-exporting province, during harvest time new jobs are generated. These include fruit sorters needed in the field to classify export grade from local grade for shipment.<sup>35</sup> Aside from mango sorting, another important activity is that of bagging. Dole Philippines for instance has been working with the different barangays in this area. The same company has tapped the community, particularly the out-of-school-youths,<sup>36</sup> to prepare the bags including the wrapping materials needed. Clearly, jobs have also been created at the household level.

Especially during the export season for mangoes, demand for services in the transport sector increases with most of the shipments done late in the afternoon or evening to meet flight schedules. The pump boats and jeepneys from both Guimaras and Iloilo are beneficiaries as their services are normally hired to transport product. As travel and trans-loading increases, so do job and income opportunities for the Guimarasnons.

The mango processing stage is likewise highly employment intensive largely due to the sheer number of manual jobs except for the drying process where gas or electric fired dryers are relied upon. Although Iloilo is the biggest producer of mangoes in Region VI, it has no existing dried mango factory but Guimaras has four functional facilities.

Morante stated that once the industry is properly integrated, jobs it will be generated from production to harvesting as well as sorting, packaging and processing. The local government believes that the mango industry is the major economic driver of the provincial economy as it continuously creates employment.

However, as one looks at available historical data on production volume capacity of the province, (Table A-6 and Figures A-1 and A-2) particularly with regard to the volume that qualified for export

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<sup>35</sup> Morante added that during this time, sorters are trained. For exporters, the activity requires four groups or even more groups of sorters because every harvest, a minimum of four sorters are required per farm. So in a day, if 10 farms are to be harvested, 40 sorters are needed. Although, this particular employment would be only during the period from January to June.

<sup>36</sup> But as to how old these youth are and whether they working within the plant facility or household premises, data was not available.

quality, it can be said that in terms of production volume, the province has huge capacity but the volume available for export is rather low.

**Table A-6: Total mango production exports, labour employed, industry value, 2002–2006**

CY	Total production (mt)	Volume for export (mt)	Per cent actual exported	Value of fruits exported (PhP)	Number of labour employed**	Cost of labour	Total value of the industry (PhP)
2002	11 320.00	271.868	25	10 330 984	2 718	407 700	253 386 984
2003	11 182.77	622.394	50	17 427 032	6 223	933 591	207 513 032
2004	11 149.04	311.285	52	9 027 265	3 112	466 800	204 106 855
<i>Cum</i>	33 651.81	272 801		36 785 281	12 053	1 808 091	665 006 871
2005	10 902.00	500.00	55	17 000 000	5 000	750 000	225 040 000
<i>Cum</i>	44 553.81	1 705.547		53 785 281	1 7 053	2 558 091	890 046 871
2006	12 020.16	342.816	50	13 541 232	3 428	617 040	422 248 272
<i>Cum</i>	56 573.34	2 048.36		67 326 513	20 481	3 175 131	1 312 295 143
2007	12 467.59	260.715	21	11 732.175	NA	NA	473 768 842
<i>Cum</i>	69 040.93	2 309.075		67 338 245.18			1 786 063 985
2008	7 714	NA	No export activities as a decision of the province and focused providing direct supply to Western Visayas provinces		NA	NA	361 968 000
<i>Cum</i>	76 754.93						2 148 031 985
2009	7 247.70	NA			NA	NA	362 385 000
<i>Cum</i>	84 002.63					2 510 416 985	

Source: Guimaras Provincial Office for Agricultural Services (POAS), 2005; updated 2007

Notes: \*Mango production in 1999, 2000, and 2001 was 4,419 mt, 4,451 mt, and 2,061 mt respectively

\*\*Not necessarily regular labour, includes seasonal, transient, variable, variably paid

Although some of the orchard farms for mangoes of the province are capable of meeting the quality and phyto-sanitary standards demanded by export markets, the figures on actual export graded mangoes are low suggesting that there is room for further improvement in meeting quality mango standards in order to increase the volume of exportable mangoes and consequently incomes derived from this segment. On the other hand additional investment in local processing would build higher-value products for sale in local markets. One example of this is the mango catsup of Buenavista in Guimaras. This seems to be the direction now being taken by the province.

Figure A-1: Total mango production and per cent for export (in series), 2002 to 2009

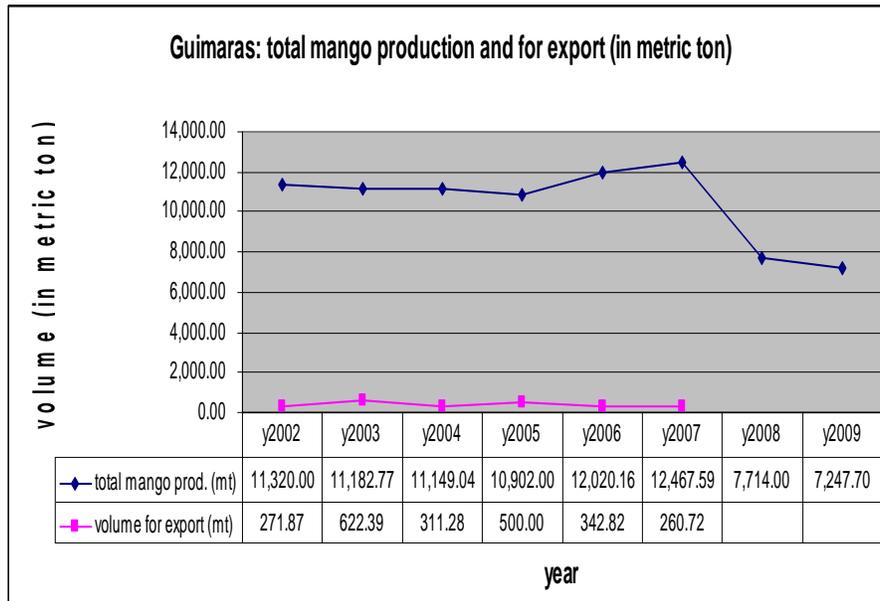
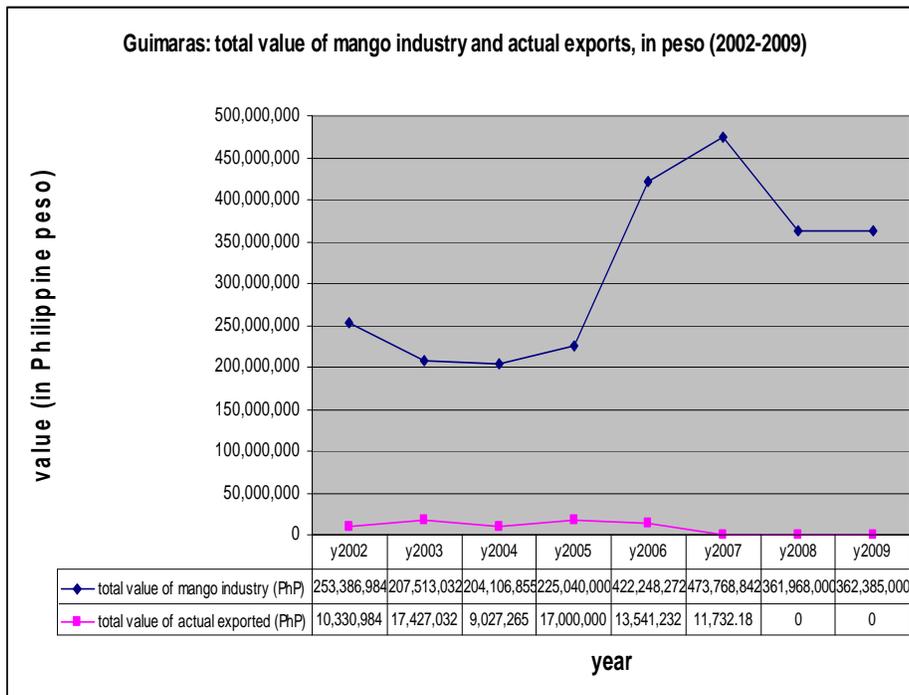


Figure A-2: Total value of mango industry and value exported (in series) 2002 to 2009



## **2.1 Identifying factors for success in producing, processing, and marketing mangoes**

The Trappist Monastery on Guimaras is into the business of producing, processing, and marketing mangoes. It established and maintains an orchard farm for growing mango trees, a processing facility to process mangos into various mango-based products and a store in its compound where people can purchase mango-based goods. All this started as a need to support the basic sustenance needs of the Trappist community; a secondary consideration was the desire to raise funds to support its mission including scholarship provisions especially for indigent members of the province. Finally, it was seen as an opportunity to create jobs especially for out-of-school-youth or working students.

### **Enabling factors**

#### **1. Support from the LGU and NGLAs**

The Trappist Monastery has shared its experience in investing in the entire mango value chain processes complementing available support from concerned provincial and municipal government units and national government line agencies.

While POAS provides technical support in the area of quality assurance and control in mango production, it is DTI that provides support in competitively marketing mangoes in their primary and processed forms. The DOST provides support in quality packaging and other technology aspects of processed mangoes.

In addition, in 2003, DTI in coordination with different government resource agencies extended project support to the Trappist Monks to upgrade their mango processing area. Experts for upgrading the layouting of their equipment were mobilized and sent to the Trappist facility. The upgrading package enabled the Trappists to participate in trade Fairs with enhanced product presentations and this brought them to the notice of buyers who assisted in getting their products into the malls of Iloilo, Metro Manila and even into export markets.

DTI further prepared the Monks to face business realities.

- The monks were trained in the art of negotiation, a critical prerequisite to participating in national or international trade fairs. The Trappists participated in a DTI sponsored international training programme in dealing with buyers, pricing products, presenting their products, and setting up and managing booths in trade fairs.
- They were advised on how to deal with currency exchange fluctuations.
- They were provided with tips on competitive pricing.
- They were assisted in the use of bar code systems for product labelling.
- They were introduced to the many aspects of marketing and sales and the implications such activities have on employment generation.

#### **2. The investor support factor**

The Trappist plant manager, according to government service providers, is very open-minded, willing to be trained, accepts suggestions, and finds time to meet with concerned support

agencies. Training in Good Manufacturing Practices (GMP)<sup>37</sup> is in the pipeline with a view to helping the local industry become world class in its production operations.

In an interview with the plant manager conducted during the course of this study, he even suggested that the DOLE establish a more visible presence in Guimaras to keep the industry sector better informed of labour and social standards as well as other relevant concerns.

It used to be that the Trappists hired only male workers but now they hire women workers as well although the latter need not live within the premises of the congregation. The building that is home to the Trappist mango processing is wanting. Putting an additional building for the expansion project has already been at the works since 2005.

## **2.2 Plans and programmes (as of September 2007)**

Given the ongoing challenges facing the mango industry the POAS has set the following five broad goals:

- Expansion of production areas;
- Increase production of quality fruit for export;
- Increase volume of mango exports;
- Development and utilization of mango by-products; and
- Development of infrastructures and service facilities.

These broad goals are manifest through the specific objectives and planned intervention activities outlined in Table A-7.

## **2.3 Progress of activities and outcomes as per POAS plans in 2007**

While POAS has set broad long-term strategies, these strategies have to be kept under constant review. There have been a number of new challenges and developments that have emerged over time and which have changed earlier assumptions. This has resulted in the need to revisit the strategies and plans for producing and marketing the mangoes. These adjustments have included the following:

- Off season mango production has been enhanced but the market strategy has been refocused to address local needs (tourists and processors) within the province in the first instance as well as the needs of the region as a whole.
- Despite the difficulties experienced by the local industry over recent years, there has been an increase in the number of local processors. As a result local demand for mango has increased.
- The provincial and municipal level LGUs are providing support in terms of planting materials and inputs needed for orchard expansion.
- A packaging center has been established by the Provincial Government in cooperation with a number of line agencies to provide small processors with facilities for better product packaging.

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<sup>37</sup> Currently, this kind of training is upgraded and repackaged into Comprehensive Good Manufacturing Practices.

**Table A-7: Specific objectives and planned intervention activities**

Objectives	Interventions
Increase production of quality fruits	
Improvement of fruit quality from 48-60 per cent (25 per cent)	Bagging Maturity indices Proper harvesting
Maximize tree induction from 30-50 per cent	Coordination with investors in the production aspects (Dole, Oro Verde, etc.)
Product development/utilization	R & D activities
Development/improvement of processing technology	Development of new products Mechanization of processing procedure Better presentation and packaging of product
Development of new products	R & D on processing Coordination with existing processors on product development
Waste utilization	Market promotion of mango by-products
Increase share for existing market	Increase yield by 300kg/tree Off-season production Reduction of transport cost Product traceability Evaluation and accreditation of nursery operators Increase production of grafted mango
Infrastructure development	Construction and improvement of farm to market roads Upgrading/development of new ports Establishment of VHT facility
Service facilities	Establishment of service facilities for processing Farm to market roads
Mango exports	Increase volume of shipment by 4 to 5,000mt starting 2007 Expand accreditation activities for mango growers
Increase share for existing market	Increase yield by 300kg/tree Off-season production Reduction of transport cost Product traceability Market promotion/intelligence
Expansion of new market	Extension of shelf life Market promotion Year round production of fruits Improve quality
Expansion of production areas	Increase plantation areas of 3,000ha by 2012 ARC (Agrarian Reform Communities), shrublands, and other areas
Identification of new areas for expansion	Provision of support (technical and credit) Establishment of service facilities Production cluster
Increase production of good quality planting materials	Promotion of the use of certified grafts (local names: GES, Fresco, Talaban, Tanaleon, Guimaras Super)

- The Guimaras Mango and Producers Development Cooperative has implemented a mango processing project funded by LEAD (Livelihood Enhancement for Agricultural Development) under the programme of the Department of Agriculture—National Agriculture and Fishery Council (DA–NAFC).

## **2.4 Factors limiting plans and programmes**

According to the POAS, the following three factors have constrained plans and programmes lined up in 2007 from being fully implemented.

- The world economic crisis has exacerbated the constraints facing mango exporters in delivering required volume to markets since 2007. In particular, because of the crisis mango export activities have ceased for the time being.
- The situation has been further aggravated by changing weather patterns that have been attributed to the negative effects of climate change whereby production had dropped by about 40–46 per cent in 2008–2009 compared to recent crop yields.
- Also noted by local stakeholders were the effects of CARP wherein the local beneficiaries do not yet have their own capacity to finance their production activities. Enforcement of the CARP has specifically affected Oro Verde and its orchard areas.

## **2.5 Challenges and direction of production and marketing**

The supply chain of the Guimaras mango industry has been characterized mostly by production-marketing arrangements between growers and sprayer-contractors who also act as traders. These growers and traders sell to wholesale markets, processors, retail markets, and to exporters (if there are export activities). There are a number of new traders interested in exporting the Guimaras ‘Carabao’ mango to countries such as New Zealand, the Netherlands, as well as the Republic of Korea, and negotiations with these countries are still underway. Increasing off season mango production has also been tried by some financiers and contractors in order to supply off season demand.

## **3. The seaweed entrepreneurship project for income enhancement**

### **The fish capture problem**

Generally, the fish capture of the fisherfolk in the coastal barangays of Guimaras has been declining due to illegal fishing practices which have become rampant. The problem has been compounded by the intrusion of commercial fishing boats within municipal waters and which has led to desperation by many local fishers.

Municipal waters are protected via a municipal ordinance in line with the national policy on delineating municipal waters from commercial waters. It is through the enforcement of the municipal ordinance that illegal fish capture can be addressed. However, given the indigent state of many fishers, the campaign against illegal fish capture is insufficient in itself to address the low income situation of the coastal barangays.

Recognizing the limited coastal resource base of the shoreline communities of Sibunag, San Lorenzo, Buenavista, and Nueva Valencia the municipal governments in these areas have found alternative means to augment incomes in their respective municipal jurisdictions through the harvesting of seaweed.

Seaweed capture has been identified one viable income generator for coastal communities. At the municipal level, the Office of Municipal Agriculture Services provides the technical backstopping and DA-Bureau of Fisheries and Aquatic Resources (DA-BFAR) provides the technology support, propagation materials, and seaweed cultivation skills training.

But even with production support and guarantees for increase incomes, the average base of local households remains insufficient to provide livelihood earnings. Foremost, there was the common experience whereby traders deflated the selling position of sea farmers; the former buying the seaweed at a very low price and the latter naively yielding to low offers in order to meet immediate needs. The problem was compounded by lack of negotiating skills of seaweed farmers.

### **Addressing the seaweed industry problem: the experience of Sibunag**

Recognizing, there has to be a better way of marketing the seaweed capture of sea farmers, Sibunag (as well as other towns) asked for help from DTI to connect the seaweed farmers to potential markets in Cebu, and particularly to Marine Colloids Philippines Inc. with which the community was able to agree buying terms.

In order to ensure consistent performance in the market, DTI supported the municipal LGUs in organizing seaweed farmers at the town level and associated with the Provincial Seaweed Development Council (PSDC), which provided a stronger and more equitable base for government support and market leveraging.

The PSDC is composed of representatives of seaweed growers from Sibunag, Buenavista, Nueva Valencia, and San Lorenzo as well as national government line agencies such as the BFAR, POAS, DOST, DILG, and the Land Bank. Municipal level markets and pricing strategies for seaweed capture are agreed at the PSDC level and breaches of agreements are reported to the council.

DTI approached the dilemma of low income situation in coastal barangays by training the sea farmers themselves as entrepreneurs under its “One-Town-One-Product ” (OTOP) programme. A programme empowering farmers to identify their own line of business, adopt appropriate technology, and then carry out the business themselves as self-employed entrepreneurs. Where feasible, they are encouraged to hire extra labour as their business grows.

The DTI training organized for the seaweed farmers drew on their previous knowledge of the seaweed farming industry. The training programme covered transaction documentation, project management, and “entrepreneurial farming”. The seaweed farmers were considered new to the entrepreneurship aspect of the programme and the module had to be modified to suit the situation of local seaweed farmers where the entrepreneurial aspect needed the greatest focus.

Entrepreneurship farming has provided the foundation for a sustainability scheme for the project. The schema devised for the project was simply continuing the cycle of expanding the seaweed resource base, harvesting, and selling material inputs to another interested seaweed farmer who would then start another cycle until all areas for seaweed cultivation have been utilized.

The municipal association of seaweed farmers in Sibunag assumed the role of the consolidator of seaweeds to be transported to Cebu. As the seaweed farmers improved their production capacities, the volume of the seaweed harvest has increased. However, it soon became evident that the association lacked the necessary capital to purchase the growing volume of seaweed being turned in to them by the farmers.

To solve the problem, the association initially approached the Land Bank for funds but the latter was unable to provide the support needed. The association then approached the town mayor (Pedrito V. Gange, 2001 to present) and fortunately he was able to access a PhP100,000 livelihood fund to provide the necessary cash flow to the seaweed growers. An additional PhP250,000 was also accessed from the development fund of former Congressman Espino.

With the financial arrangements in place, it then became evident that there was the need for a buying station to facilitate consolidation of seaweed and cash flow to the growers. As a temporary measure, the municipality allocated a space to serve as the buying station for seaweeds. This facility had to be located in the municipal office so that it was readily accessible to all growers.

As soon as growers turn in their seaweeds to the buying station, seaweed farmers are paid in cash providing them with liquidity and enabling them to purchase rice, needed household commodities, and to provide for schooling needs of their children.

### **3.1 Hastening recovery from the 2006 oil spill accident**

The oil spill tragedy of 2006 interrupted the steady growth of seaweed as an emerging industry. Sibunag, when it started support for the seaweed industry, achieved a production capacity of 10 tons per 1.5 month cycle from 12 hectares. Prior to the oil spill tragedy, it had already reached 16–20 tons. From 2007 until today, it is working its way towards recovery. Following the tragedy, production dropped back to 12 tons but is currently targeting an increase of 20 tons above the peak of its earlier performance.

However, there is a lack of planting materials that would hasten economic recovery in Sibunag. The Philippine Business for Social Progress (PBSP) and Department of Social Welfare and Development (DWSD) through its SEA-K Programme has provided support for the seaweed rehabilitation efforts through its purchases of needed planting materials locally sourced, from the town of San Lorenzo.

### **3.2 The overall effect of the seaweed industry on municipal level economies**

The municipality of Sibunag has been reasonably successful with its project developing in line with expectations. In less than a year, it was able to develop large volumes sufficient to break into the dried seaweed market of Cebu. The industry has steadily improved and sustained the income sources of seaweed growers which started with 18 registered growers in 2004 expanding already to 218 by 2006. Sibunag was less affected by the oil tragedy than other coastal barangays such as in Nueva Valencia which has been likewise successful in seaweed farming.

Nueva Valencia pursued similar marketing and pricing strategies to Sibunag; in fact it embarked on the programme earlier and initially generated substantial employment opportunities for shoreline communities. An unintended but positive outcome is that illegal fishing using dynamite and cyanide, has now disappeared from waters of the municipality.

All households at the shorelines of the town were positioned to increasingly augment incomes from the seaweed livelihood opportunity. Progress was anticipated to be higher than in Sibunag but this was interrupted by the solar oil spill tragedy in 2006. Nueva Valencia was first and worst hit. Nonetheless, to date, the municipality has moved forward. Inspired by the resiliency of Sibunag, it is reviving the industry at the same time taking advantage of new opportunities presented to the town after the tragedy.

### 3.3 Success factors and lessons learned

Self-organization is critical among affected constituents. Association must be sincere, devoid of self-interest and be market-smart in terms of choice of market partners and negotiation of pricing and other terms and conditions.

Every LGU must really look at the interest of its constituents. Production support must complement market support. Government line agencies must be able to work together and pool resources. Private sector, business and the civil society organizations, have their unique roles to play.<sup>38</sup>

Overall the project's success factors across the municipalities of Guimaras were attributed to the following factors:

- An LGU declaration of commitment backed by actual assistance, resources, and follow-up work.
- The provincial government played a facilitative role in encouraging different national, provincial, and municipal level agencies to complement one another and work together through proper channels and with due acknowledgement of respective jurisdictions, mandates, and capacities.
- The beneficiaries themselves understood what they wanted and what they were required to do. They understood the benefits of cooperating as a team and not just as an association in name only.
- There was an organized group of beneficiaries, with strong organizational capacities, thanks to the social preparation/organizing work the Save the Children Foundation which also introduced the seaweeds industry (minus the entrepreneurial aspect) into Guimaras.
- The integrated approach of the project was backed with mechanisms for communication and resource coordination as well as an established set of criteria which were adhered to in identifying project beneficiaries.
- Additional to the core project there were structured opportunities for exposing local beneficiaries to other projects and exchange of ideas through attendance in conferences such as the National Seaweeds Convention.
- The form of assistance to beneficiaries was no longer provided in the form of cash but in the form of material inputs and skills development which were provided at no cost to them.
- DTI stepped back and did not become involved in community decisions as to who should be prioritized in terms of the material inputs available among the long list of potential beneficiaries who could only be accommodated by batch. It was stressed (and accepted) that members of the beneficiary group needed to demonstrate real time commitment and members of the group were screened before materials were distributed.

What makes the recent seaweed project different from past undertaking of Sibunag is that the farmers are now looking beyond being mere providers of materials to becoming traders thereby being able to gain a greater share of the value by elimination of brokers.

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<sup>38</sup> Interview with Opillano Sibunag: Opillano Pasciano, Municipal Agriculture Officer, 28 October 2007.

From a low seaweed unit selling price of PhP4.00, the farmers, using the farmer-entrepreneurship approach, have now achieved an average seaweed unit selling price of PhP28.00. Farmers sell their dried seaweed to the association itself, their recognized group that transports and sells the seaweed to Cebu where it is sold at PhP38.00, representing a mark up of PhP10.00 per unit. The income of course goes back to the association members which effectively leverages their income level.

#### **4. The salt farmers alternative livelihood development project**

DTI, DOST, and TESDA support, also successfully assisted a group of salt farmers in the San Lorenzo municipality of Guimaras, to embark on a livelihood project under OTOP which engaged and benefited around one thousand people. This project is another case of the municipal and provincial governments working with the DOST on the technology component of the project; TESDA on skills development and DTI on community and credit-financing.

The potential for a productive salt industry has been recognized for sometime long while but it was only in 2004 that DTI was able to support the town in embarking on a salt development project. This came about in response to the initiative of a group of farmers, agrarian reform program beneficiaries, who approached the provincial government line agency for possible financial assistance to address their livelihood development constraints.

To put the initiative in context, the land area the salt farmers used for fish culture during the rainy season and for salt farming during dry season was rented. The owner of the land came to a point where he refused to rent the land to the farmers as he was being paid only in the form of salt.

DTI intervened by linking the farmers group with the provincial government's cooperative office in order to tap the provincial governor's fund, for a loan amounting to PhP500,000 to cover the five-year rental costs of the land used for the salt beds. Other resources were mobilized on the communities' own account and through pooling of resources from different government agencies.

DTI's role was to conduct social preparation activities with the community<sup>39</sup> and train them in entrepreneurship farming as described in the case of seaweed farmers. They were trained to maintain different accounts for each of their livelihood engagements. DTI impressed upon them that having at least two livelihood streams was very important so that whether dry or wet season, they had income throughout the year.

The salt farming operation is relatively small in scale in terms of geographical coverage. It covers only five barangays of San Lorenzo. The salt production season runs from January to May, good for 120 days, but the actual average number of production days is only eighty days. Production output is 12.74 metric tons per hectare and total area dedicated to salt production is limited to 14.16 hectares unlike in nearby Mindoro Island where salt farms are much more widespread.

Every row of salt bed is owned by a farmer. Salt farming basic activities can be completed in a day's work. Previously the end product was 'dirty' or 'rock' but this is now converted to iodized salt as the salt farmers have acquired their own iodizing machine.

Salt farmers also have a locally developed windmill to generate energy. They have a common warehouse to store salt year-round whether during dry or rainy season. As of the first interview

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<sup>39</sup> Although this process was relatively short as earlier work of the communities with NGOs exposed them already to social preparation activities.

meeting in 2005, there were 248 salt producers plus a total of 992 salt workers directly employed by the salt producers.

Unique about the salt farming arrangement is the following:

- Each cycle forms a new or potential entrepreneur. Every salt farmer in a community owns the same number of rows of salt beds as others have; each farmer invests in the development of their salt farm assistant turning them into another farmer-entrepreneur through one year of on-the-job training after which the trainee becomes a new farmer-entrepreneur in their own right using their own salt beds. In turn they invest in the hiring of more assistants who go through the same process of becoming farmer-entrepreneurs thereby continually expanding the areas for salt farming.
- Because the fishpond area was limited, DTI introduced the rice farming system, where farmlands are classified either lowland or upland. Lowlands are used for salt beds and uplands for fishponds. During the off farming season there will be more salt surface for production as both lowlands and uplands are utilizable as salt beds. During the rainy season, the salt farm is converted back into a fishpond, and with this, the community moves into milkfish culture for six months.

This development intervention brought significant change in the communities as indicated by the selling price of salt. Before the programme was introduced salt was sold at PhP100.00 for three sacks. With the project underway, the price went up to PhP90.00 per sack during peak season and PhP150.00 per sack during off season. The project thereby increased the incomes of individual salt farmers while at the same time providing income for a greater number.

DTI claimed that there were no consumers who complained about the increase in the selling price of the salt, since the salt farmers' target market groups are the industrial users particularly those who are into fish processing.

The communities sell their products to surrounding provinces of Palawan, Negros Occidental, Iloilo, and town of Bantayan in Cebu. Sales generated from the salt industry for Guimaras province from 2006 to 2007 rose from PhP46 M to PhP117 M.

Like the seaweed farming, the salt farming proved to be both a job and income generator for the local communities in Guimaras. An important factor in that success was the support provided to the communities by the local government.

In the perception of the DTI Director, the enactment of Local Government Code in 1991 helped the province in terms of environmental management, direction, motivation, components, and sequence of approach in developing the island's economic resources. He found the provincial government proactive in its approach, complementing the efforts of the component municipalities and the non-government institutions as needed while at the same time being receptive to programmes offered by national government agencies and private resource institutions.

He further found the LGU to have the enthusiasm needed to initiate programmes designed to uplift the conditions of the province and its inhabitants. The LGU, he said, was very interested to learn how to expand the salt-farming project—not only in those areas currently worked but also into the newly identified areas. Provincial officials are concerned and take the necessary steps to ensure that the project brings about an increase in incomes and an improvement of the basic living conditions of families and communities of project beneficiaries.

What is good about the local government, he says, is its practical stance on delivering support to local indigent groups such as the salt farmers. Rather than providing grants, it provided instead, 'loan packages' thereby obliging salt farmers to strive and perform in a businesslike manner. This was an essential element in making local initiatives more sustainable and farmers more self-reliant.

The LGU is sensitive to the needs of people observed the DTI Provincial Director. It has a good sense of timing for when the people need financing and it is serious in monitoring progress and ensuring collection of loan repayments. When, there are problems, the LGU calls the attention and the need for intervention of concerned local government offices and national line agencies.

## **5. The “kasuy” for life development project**

“Kasuy” is the local term for cashew. It is endemic in the fertile soil of Guimaras; even if one simply throws away a cashew seed anywhere on the island, it will take root and grow naturally; after three years, a fruit-bearing cashew tree will result. There is a huge demand for cashews in the export market, especially for the unprocessed cashews. There is considerable demand from the many traders and exporters from Metro Manila and elsewhere.

In 2005, the province’s local cashew producers had the opportunity to participate in an International Food Exhibition, one of the DTI-CITEM organized trade fairs. The producers received inquiries from Lebanese and Israeli investors interested in placing orders of between 2–5 tons per month. They, the local producers say that the DTI found the requirements of these investors easier to meet compared to the demands of potential investors from China who required two 40 foot container loads per month of packed cashews which obviously the local producers cannot meet for lack of capacity to produce the required volume.

Although, Guimaras produces good quality cashew it does not have sufficient resources at the present time to enter the export market. The province realized the economic ramifications of past practices of cutting down cashew trees to have its wood used as firewood or for making charcoal.

In the municipality of Jordan, DTI in coordination with the municipal government helped local stakeholders design a project called Kasuy for Life. Through the project, locals are encouraged to have unproductive lands in their respective areas planted with cashew. DTI assessed that a commercial tree farming arrangement is a feasible way to make land use more productive; with the schema in place it is easier for the province to calculate the annual production costs and gains from the industry and plan on planting more cashew trees.

From the start, the project was geared towards employment generation. The provincial government in fact wanted to put up a common service facility, a central processing and repository for cashew produce, parts, and by-products. Partly this was due to the need to harvest the old wood and the “apple fruit” of the cashew which was normally thrown away but in fact can be used to produce prunes, wine, oil, etc. The idea of cashews being used as a source of oil came about after getting an inquiry from an Indian investor.

The market value of Guimaras cashews is less than the market value of cashews in Palawan even though Guimaras cashews are found to be more delectable than the cashews of Palawan. The latter’s key selling point is that its nuts are sold whole while the Guimaras nuts are halved. Hence, the DTI began its preliminary work in introducing the ‘whole nut’ in Guimaras. DTI contemplates the local or national markets can be initially tapped for this.

The provincial government, considering the requirements of the industry and present constraints, intends to create a common service facility that will employ between 100–200 people who will break the nut, extract, wash, and process it. This is the kind of project that the LGU foresees as needed if the cashew industry is to prosper in the near future.

In fact, the provincial government office has already identified a location for a center complementary to the DTI common service facility. This will be available for entrepreneurs who have no such facilities themselves but which can productively operate on the basis of a reasonably priced rental space in the common service facility. At the facility, operators can undertake their cooking or other processing, use available rented machines or equipment to work upon their product and when the target volume of work is done, they can vacate the facility and make it available to others.

This facility should ideally be located in a place where there is a high concentration of people involved in the cashew business. This means bringing jobs accessible to people, getting hundreds of people easily employed and making a statement to local entrepreneurs that hoarding cashew nuts for the whole year operation is no longer needed.

What the local entrepreneurs and consumers can now do is to buy prepared nuts from the center, process them according to their purpose within their own home or factory premises and in doing so this will reduce cases of their capital being tied-up in the purchases of raw materials. The center is expected to continue the cycle of producing, roasting, frying, cooking with sugar and the like and producing new product lines. Food scientists and food engineers are to be hired just to teach them to produce more products from cashews.

In 2008, as cited in the main part of the report, the economic line offices of the provincial government, the concerned national line agencies and concerned private sector enterprises pooled available financial resources that allowed the industry and community members to embark on a study mission to the Northern Luzon region to study the value-adding processes for kasuy towards marketing it on a commercial scale and opening up new income opportunities for the province. Fast forward now to 2009, and the end result of this process was that rather than facilities being put up at the municipal level, a common service facility within the provincial government complex has been established for collecting, processing, and packaging Kasuy seeds.. Processed Kasuy products are displayed in the GTIC product showroom and were e promoted during the 2009 Manggahan festival.

## **6. Growth of tourism in the province**

The province with its pristine beaches, scenic landscapes, colourful festivals, and rich cultural traditions present opportunities for developing local tourism allied to related economic activities. But earlier in the life of the province, tourism showed no clear economic potential and was without direction. This situation came about because local development support institutions were either not in place or uncoordinated; products and services that could be tied to the promotion and growth of local tourism were either not available or of low levels of quality; existing local infrastructure developers were unmindful of specific land uses and the environmental impact of their developments; destinations, events, and products that could stimulate and sustain tourism were not competitively packaged; large investors were shunning the island despite its attempts to project itself as a tourist destination.

In partnership with the CUI, the provincial government was able to mobilize local government, national government, non-government, and community-based stakeholders in drawing-up and pursuing a local economic development roadmap. Three sectors were identified to be the focus of the province's local development— agriculture, fisheries, and tourism. It is in the area of tourism where

CUI introduced its tools in making the so-called 3Ps or public-private sector partnership work for the province.

The objective of the 3Ps approach suggested by CUI was to facilitate the participatory planning and development of the tourism industry in the province to increase tourism arrivals and receipts, to contribute to the poverty reduction efforts of the government. The components of the 3P approach include: participatory planning, marketing, and promotion, community-based initiatives, and tourism support services.

Participatory planning helped bring together concerned stakeholders in drawing up a tourism master plan, develop new programmes, and install monitoring and evaluation systems for the local tourism industry.

The promotion of Guimaras as a tourist destination and a tourist investment hub helped built local stakeholder capacities to organize festivals and events more creatively and in an integrated manner, develop promotional materials, and proactively participate in trade fairs.

According to documents provided by PEDO in 2007, community-based initiatives which necessitated sensitizing people on the impact and benefits that can be derived out of the tourism programmes resulted in the informed participation of local communities in planning and organization of local events and festivals.

A regular public market day was introduced in Jordan town; the community-based heritage tourism project is gaining grounds in Nueva Valencia; a household-based learn-to-take-home study tour programme (mango catsup making, mango picking, and tree grafting, etc.) is being developed in Buenavista and Jordan. These are some of the initiatives that will form part of the agri-tourism circuit of the province.

Tourism support services entailed the provincial government in setting up guest assistance centers at strategic points of the island which, after establishment were turned over to concerned municipalities for management.

The Guimaras Trade and Information Center was opened and, among other things, provided the Guimaras Producers and Processors Association with a venue to showcase their products.

These organized tourism activities are expected to collectively boost the province's incomes in the years to come as suggested by data on increases in annual tourism receipts of the province from PhP36.6 M in 2000 to PhP204.3 M in 2005. As of 2007, there were 26 registered resorts in the province with 21 actively operating and catering to the needs of both domestic and foreign visitors and excursionists.

Although tourism arrivals declined in 2006 by the middle of 2008, tourism once again was on the rise and as presented in the main part of the report it has continually increased until the present time; although it has yet to surpass the 2005 tourism records in terms of peso value generated for the province.

## ILO Subregional Office for South-East Asia and the Pacific

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## **Local economic development and youth employment in the Philippines: the case of Guimaras Province**

Among the eight areas selected to participate in the ILO-CIDA-PYEP project, Guimaras was selected as an example of a provincial government seeking to come to terms with local economic development. Guimaras was of interest from several aspects: it is an island province having relatively recently attained that status after being for many years a sub-province of Iloilo, it is an agri-based community and was, for many years, regarded as one of the 20 poorest provinces of the Philippines.

Taking advantage of the opportunities opened up for planning devolution by passage of the 1991 Local Government Code (RA 7192), Guimaras set out a clear vision for its future based on agri-tourism. The provincial government, under a progressive leadership team, engaged a broad cross-section of stakeholders in an effort to reach agreement on both policies and action plans that would implement the vision. These plans included development of a comprehensive framework and legislative base for moving forward including the development of a Local Environmental Code, Investment Code, and Local Revenue Code.

With these in place, the province implemented its local economic development plan centered around a functioning Provincial Economic Development Office that was able to ensure the efficient use of available resources. Local and national partners were engaged to deliver employment services including the development of a provincial training and enterprise development center able to better match local graduates to available jobs.

The ILO interventions included the youth employability survey which provided baseline data on the different categories of youth and which enabled local stakeholders to begin to develop differentiated approaches to the problems of youth employability that focused on specific needs of different youth segments. These issues were further addressed in a series of youth employability planning workshops designed to build consensus on the action strategies needed and at the same time building youth-related issues into the mainstream of local development planning.

This case study outlines both the local economic development strategies implemented by the Province of Guimaras, the ILO-CIDA interventions and the results obtained.

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