

ASSESSMENT OF LOCAL EMPLOYMENT SERVICES

**ANTIQUE, MASBATE,
AGUSAN DEL SUR &
MAGUINDANAO**

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List of abbreviations

ALS	Alternative Learning System
ASERBAC	Agusan del Sur Economic Research and Business Assistance Center
ARMM	Autonomous Region for Muslim Mindanao
BCGN	Bicol Career Guidance Network
BLE	Bureau of Local Employment
BLES	Bureau of Labor and Employment Statistics
BOI	Board of Investments
BPO	Business Process Outsourcing
BWSC	Bureau of Workers with Special Concerns
CARAGA	Northeastern Mindanao (Surigao del Sur, Surigao del Norte, Siargao, Agusan del Norte and Agusan del Sur)
CBMS	Community Based Monitoring System
CBO	Community Based Organization
CGA	Central Gold Asia Ltd
CGN	Career Guidance Network
CHED	Commission on Higher Education
CTEC	Community Training and Employment Coordinator
DEPED	Department of Education
DH	Domestic Helper
DOLE	Department of Labor and Employment
DOLE ARMM	DOLE Autonomous Region for Muslim Mindanao
DOLE CO	DOLE Central Office
DOLE-RCC	DOLE Regional Coordinating Council
DOLE RO	DOLE Regional Office
DOLE RPMC	DOLE Replacement and Monitoring Center
DRDF	Demographic Research and Development Foundation
DTI	Department of Trade and Industry
ESP	Employment Service Provider
FGD	Focus Group Discussion
FMC	Filminera Resource Corporation
FPPI	Filipinas Palm Oil Plantation Inc
GO	Government Office
HEI	Higher Education Institution
ILO	International Labour Organization
IS	Informal Sector
KEG	Key Employment Generator
LCE	Local Chief Executive
LEIPO	Local Enterprise and Investment Promotions Office
LEGS	Labor Education for Graduating Students
LFPR	Labor Force Participation Rate
LFS	Labor Force Survey
LGU	Local Government Unit
LMI	Labor Market Information
MASELCO	Masbate Electric Cooperative
MFI	Micro-Finance Institution
MOA	Memorandum of Agreement

MPC	Multi-Purpose Cooperative
MPDO	Municipal Planning and Development Office
NEDA	National Economic and Development Authority
NESN	National Employment Service Network
NFSN	National Facilitation Service Network
NGO	Non-Government Organization
NSCB	National Statistics Coordination Board
NSO	National Statistics Office
OFW	Overseas Filipino Worker
OSY	Out-of-School Youth
OWWA	Overseas Workers Welfare Administration
PEDO	Provincial Economic Development Office
PENRO	Provincial Environment and Natural Resources Office
PEOS	Pre-Employment Orientation Seminar
PES	Public Employment Service
PESO	Public Employment Service Office
PHP	Philippine Peso
POEA	Philippine Overseas Employment Administration
POLO	Philippine Overseas Labor Office
PPDO	Provincial Planning and Development Office
PRPA	Private Recruitment and Placement Agency
PSWDO	Provincial Social Welfare Development Office
PTA	Parents Teachers Association
PYAP	Pagasa Youth Association of the Philippines
RDC	Regional Development Council
REGION V	Bicol Region (Camarines Norte, Camarines Sur, Albay, Catanduanes, Sorsogon and Masbate)
REGION VI	West Visayas (Negros Occidental, Guimaras, Iloilo, Aklan, Capiz and Antique)
RORO	Roll-On Roll-Off
SDMP	Social Development and Management Program
SIYB	Start and Improve Your Business
SK	Sangguniang Kabataan
SPES	Special Program for the Employment of Students
SRA	Special Recruitment Activity
SRS	Skills Registry System
SUC	State University and College
SWOT	Strengths Weaknesses Opportunities Threats
TESDA	Technical Education and Skills Development Authority
TNA	Training Needs Analysis
TVET	Technical-Vocational Education and Training
US DOL	United States Department of Labor
WAP	Workers Appreciation Program
WHIP	Workers Hiring for Infrastructure Projects
WYC	Working Youth Center
YEM	Youth, Employment and Migration

1. INTRODUCTION

BACKGROUND

As stipulated in both the Labor Code and Local Government Code of the Philippines, it is the state's policy to promote full employment¹ and equal work opportunities for all through, among others, institutionalizing a National Facilitation Service Network.²

One group of workers that will be benefitted by a well-functioning and efficiently-run employment service network is the youth aged 15 to 24. As a group, the youth are more vulnerable to shocks brought about by economic forces. Also, unemployment at this critical time in their life may become a harbinger of things to come. There is a greater chance for unemployed youngsters to settle into a pattern of chronic unemployment throughout the life cycle. This has negative implications for society.

As a result, youth should be a priority of employment facilitation services. This is an area where the government is potentially able to fill in a big gap for jobseekers without the capability to pay for private employment services, in particular, disadvantaged youth and the poor.

Also, government-provided employment services are a perfect vehicle for expanded services such as employment counseling, retraining, referral and others. Lastly, gender-sensitive career guidance, tracking services, entrepreneurship and safe migration components for work migrants are cognate activities that will help equip youth become better prepared to face the realities of work.

¹ Mainstream economic theory says that an economy in full employment does not literally mean that there is no unemployment. Rather, full employment means an optimal unemployment rate or acceptable level of "natural unemployment". Economist and Nobel laureate Milton Friedman was among the originators of the concept that low rates of unemployment would lead to the acceleration of inflation. The theory of a natural rate of unemployment was subsequently developed by economists under the term "Non-accelerating Inflation Rate of Unemployment" or NAIRU. Simply put, it says that there is a threshold unemployment rate below which inflation begin to rise. Thus, interventions to reduce the level of unemployment below a certain "natural rate" results in higher inflation. Other economists assert that full employment is zero unemployment.

² The National Facilitation Service Network (NFSN), also known as the National Employment Service Network (NESN), as stipulated in Republic Act 8759, refers to the Department of Labor and Employment (DOLE), its Regional Offices, attached agencies and Public Employment Service Offices (PESOs) established at the local levels to provide integrated, collaborative and systematic delivery of employment services to clients.

OBJECTIVES

The assessment of local employment services in Antique, Masbate, Agusan del Sur and Maguindanao has the following objectives:

- 1) To map out local employment service providers (ESPs), the profile of their users and the employment services provided to youth and returning migrants;
- 2) To identify strengths, gaps and constraints in the delivery of employment services at the local level, particularly in enhancing youth employability and targeting industry sectors where youth employment could be promoted;
- 3) To conduct an assessment of selected Public Employment Service Offices (PESOs) with the end view of developing and testing assessment and self-assessment tools for employment services;
- 4) To determine areas of collaboration among local labor market players for improved employment services delivery.

RESEARCH METHODOLOGY

Primary data collection at the field level included interviews with provincial labor and employment offices and public employment service offices. Also utilized were FGDs, rapid appraisals and key informant interviews with youth groups, chambers of commerce and industry, government officials, NGOs, educational institutions and training providers. What follows is the list of agencies which participated in the focus group discussions and key informant interviews:

For Antique - DOLE Antique, DTI Antique, PPDO Antique, Advance Central College, Saint Anthony's College, PYAP Antique, Provincial PESO of Antique, San Jose PESO, Sibalom PESO and Gaisano Grand Mall Antique;

For Masbate - DOLE Masbate, TESDA Masbate, Osmena Colleges, Masbate Colleges, Bicol Career Guidance Network Masbate Chapter, Aroroy PESO, Milagros PESO, Provincial PESO of Masbate, PPDO Masbate, youth representatives and SPES beneficiaries;

For Agusan del Sur – DOLE Agusan del Sur, PPDO Agusan del Sur, PYAP Agusan del Sur, SPES youth representatives, Provincial PESO of Agusan del Sur, PESOs of Talacogon, San Francisco, Esperanza, San Luis, Rosario, Bunawan, Trento, La Paz, Loreto, Veruela, Sta Josefa, Bayugan and Prosperidad;

For Maguindanao – DOLE ARMM, POEA ARMM, DOLE Satellite Office Buluan, PPDO Buluan and Maguindanao Chamber of Commerce and Industry.

Secondary data collection included a review of available reports, monitoring forms and other pertinent documents at the DOLE provincial offices, PESOs, PPDOs and other relevant agencies.

For the assessment of PESOs, a sample was derived from the universe of PESOs in the four project sites. Currently, there are 15 PESOs in Agusan del Sur, 22 in Antique and 22 in Masbate. There are no PESOs in Maguindanao. Total PESOs for the four sites add up to 59. Only two---Agusan del Sur Provincial PESO and Sibagat Municipal PESO---are institutionalized with their own budget and staff. The rest are not.³ The sample was arrived at using the following criteria:

- 1) All provincial PESOs in the four sites are to be included (unfortunately, Maguindanao does not have a provincial PESO);
- 2) All city-based PESOs in the four sites are to be included (unfortunately again, Masbate City PESO was not included because the PESO manager-designate refused to grant the request for an interview citing that a formal letter request must be coursed through the city mayor first);
- 3) All school-based PESOs in the four sites are to be included (this has been accomplished);
- 4) All NGO-based PESOs in the four sites are to be included (there are no NGO-based PESOs in the four sites);
- 5) A sample of municipality-based PESOs is to be selected based on proximity and accessibility to round-the-clock transportation (it is to be noted that the island-based PESOs were not included precisely because of time, accessibility and logistics constraints).

In summary, 22 out of a possible 59 PESOs, or 37.3 percent of the total, were included in the sample. The sample PESOs were assessed based on critical indicators as contained in the ILO-developed evaluation tool (see Annex 7) which highlights the ideal workings of a PESO providing core services that comply with national and international standards and conventions.

The sample PESOs are:

1. Provincial PESO of Agusan del Sur (province level)
2. City of Bayugan PESO, Agusan del Sur (city level)

³ The complete list of PESOs in the project sites are: **15 PESOs in Agusan del Sur** (Provincial PESO, City of Bayugan PESO, Municipal PESOs of Bunawan, Esperanza, La Paz, Loreto, Prosperidad, Rosario, San Francisco, San Luis, Sibagat, Santa Josefa, Talacogon, Trento and Vuela); **22 PESOs in Antique** (Provincial PESO, Municipal PESOs of Anini-y, Barbaza, Belison, Bugasong, Caluya, Culasi, Hamtic, Laua-an, Libertad, Pandan, Patnongon, San Jose, San Remigio, Sebaste, Sibalom, Tibiao, Tobias Fornier and Valderrama, University of Antique PESO, Advance Central College PESO and St Anthony's College PESO); **22 PESOs in Masbate** (Provincial PESO, Masbate City PESO, Municipal PESOs of Aroroy, Baleno, Balud, Batuan, Cataingan, Cawayan, Claveria, Dimasalang, Esperanza, Mandaon, Milagros, Mobo, Monreal, Palanas, Pio V Corpuz, Placer, San Fernando, San Jacinto, San Pascual and Uson). There are no PESOs in Maguindanao.

3. Municipal PESO of Bunawan, Agusan del Sur (municipal level)
4. Municipal PESO of Esperanza, Agusan del Sur (municipal level)
5. Municipal PESO of La Paz, Agusan del Sur (municipal level)
6. Municipal PESO of Loreto, Agusan del Sur (municipal level)
7. Municipal PESO of Prosperidad, Agusan del Sur (municipal level)
8. Municipal PESO of San Francisco, Agusan del Sur (municipal level)
9. Municipal PESO of San Luis, Agusan del Sur (municipal level)
10. Municipal PESO of Santa Josefa, Agusan del Sur (municipal level)
11. Municipal PESO of Rosario, Agusan del Sur (municipal level)
12. Municipal PESO of Talacogon, Agusan del Sur (municipal level)
13. Municipal PESO of Trento, Agusan del Sur (municipal level)
14. Municipal PESO of Vuela, Agusan del Sur (municipal level)
15. Provincial PESO of Antique (province level)
16. Municipal PESO of San Jose, Antique (municipal level)
17. Municipal PESO of Sibalom, Antique (municipal level)
18. St Anthony's College PESO, San Jose, Antique (school-based)
19. University of Antique PESO, Sibalom, Antique (school-based)
20. Advance Central College PESO, San Jose, Antique (school-based)
21. Provincial PESO of Masbate (province level)
22. Municipal PESO of Milagros, Masbate (municipal level)
23. Municipal PESO of Aroroy, Masbate (municipal level)

The research tools used in the assessment of PESOs are:

- 1) Guided Self-Assessment using 100 Evaluative Factors: Employment Services; as developed by the ILO (see Annex 7);
- 2) SWOT Analysis;
- 3) Training Needs Analysis.

THEORETICAL FRAMEWORK

The rationale of employment facilitation. Initially, we can simplify labor market operations under a condition of perfect competition (Figure 1.1). Under this idealized state, suppliers of labor (those who are in the labor force) compete with one another to provide labor services to employers. On the demand side, employers vie with one another to hire the most qualified jobseekers.

In the real world, the labor market is not perfect. The following features make the labor market resistant to analysis based solely on assumptions of perfect competition:

(1) **Imperfect information.** The fact that there is a demand for private employment services providers (ESPs) which charge a fee drives home one salient feature of the labor market---imperfect information. There are available jobs but not all potential jobseekers know where to find them; there are available workers meeting qualification standards but not all employers know how to contact them. Because of finite resources and transaction costs

associated with job search, jobseekers do not have all the available information of all the available jobs. Again, finite resources and transaction costs limit employee search by firms. Employers do not have all the available information on all potential workers meeting qualification standards.

(2) **Heterogeneity of labor.** The supply of labor is not homogenous. Skills, education and experience differentials are important signaling mechanisms used by jobseekers when looking for potential employers. Conversely, employers have qualification standards regarding minimum skills, education and experience (which has become more stringent over the years) when selecting potential workers because of the firm's concern for productivity.

(3) **The labor market does not automatically clear.** At any given point in time, there are bound to be workers---people quitting their jobs, new graduates who are picky in choosing their first jobs, contract workers waiting for job recall or rehire----who are unemployed. Technically, this is called frictional unemployment.

(4) **Structural changes in the economy.** These are brought about by dynamic changes in tastes, preferences and technologies resulting in industries which are expanding or contracting. Sunrise industries experience job shortages while sunset industries experience layoffs.

THE LABOR MARKET **(In Perfect Competition)**

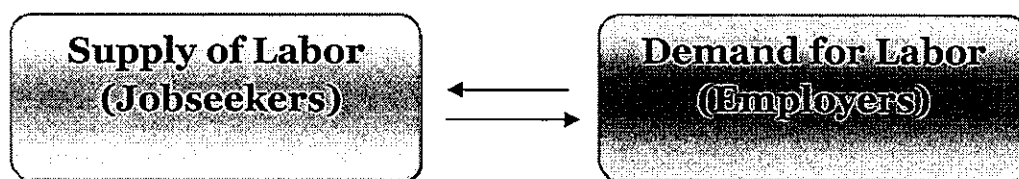


Figure 1.1. The labor market under perfect competition

Classic supply and demand theory takes it as a given that the invisible hand of the market will instantaneously return a labor market in disequilibrium to the optimal equilibrium point where full employment is achieved without need of interference from government. Under such a scenario, an employment service has no role.

However, the reality is that there are costs and benefits associated with the job search process for both jobseekers and employers. Marginal gains from job search and employee search decline as the time spent "shopping around" increases. The primary cost for both job

search and employee search is the opportunity cost associated with the activity. For jobseekers, this is the cost of foregone income; for employers, the cost of foregone goods and services produced.

Coping with unemployment and underemployment. Employment services, in general, have the potential for reducing labor market mismatch and providing the required job brokering, information and processing role that ensures a well-functioning labor market.

For the overseas labor market, private employment service providers are able to capitalize on an imperfect labor market by providing facilitative services that links up labor suppliers and demanders. For the labor market, as a whole, this has resulted in the functional smoothening of labor transactions between employers and jobseekers.

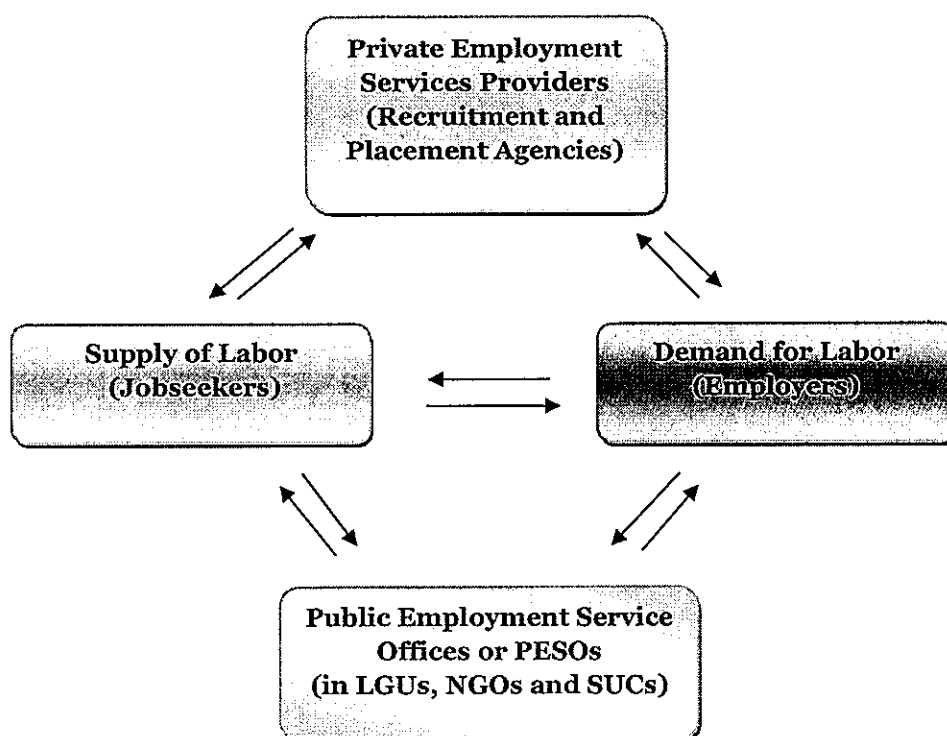


Figure 1.2. The labor market in less than ideal conditions of perfect competition

However, it is really the government which has the potential to minimize the costs of the job search process and maximize its benefits, due to its scope and clout. Government policies that shorten the time spent for job search (for jobseekers) and employee search (for employers) influence the level of unemployment. As previously mentioned, it is the goal of the State to rein in unemployment to its lowest possible rate.

This is a major reason for a government-initiated employment service which focuses on all sectors, but particularly servicing jobseekers from sectors of society without the ability to pay for employment services. Further, a network of public employment offices (PESOs) provides a clearinghouse and labor information mechanism that facilitates job and skills matching at the national level. This minimizes structural unemployment brought about by location mismatch, among others.

As illustrated in Figure 1.2, there are at least three complementary means by which jobseekers and employers are able to link up in the labor market. First, they may link up directly without the need of third parties (or where third parties are involved, these are of an informal nature such as through business associates, friends and relatives). Second, they may use the mechanism of private employment service providers. Lastly, they may resort to public employment service offices.

At the present time, jobseekers and employers linking up through public employment service is still incipient on the overall. Of job search methods used by the unemployed, only 5.8 percent registered in a public employment agency. The figure quoted is for the entire Philippines and when talking about Antique, Masbate, Agusan del Sur and Maguindanao, the figure would tend to be lower as public employment agencies are much less publicized and utilized in these provinces. As such, much needs to be done to promote the concept of a public employment service, especially in the rural areas.

Table 1.1. How the unemployed look for a job

Job Search Method	Philippines
Registered in private employment agency	16.5%
<i>Registered in public employment agency</i>	5.8%
Approached employer directly	36.1%
Approached friends and relatives	32.0%
Placed or answered advertisement	7.1%
Others	2.4%
TOTAL	100.0%

Source: NSO Labor Force Survey October 2009

Enabling environment for employment creation and facilitation. ILO Convention 88 (see Annex 6), to which the Philippines was a signatory, explicitly maintains the free and voluntary nature of a public employment service. The Convention's main provision ensures the maintenance of a free public employment service that complements any employment service mechanism that may be put up by the private sector.

As a public service, it is of the utmost importance that the PESO be able to keep its non-discriminatory and all-inclusive mandate thereby giving clients the choice of availing

basic employment services in spite of personal financial constraints and career limitations. This is a significant service for people who cannot afford for-pay services provided by private employment services.

In instances where the local labor market is weak and where a well-developed demand for local labor does not exist since companies are few and far between, the need for a public employment service is greater. In such an instance, the PESO becomes a resource center and a venue where people in one or several categories of unemployment could explore various employment options---including self-employment and wage employment outside of their immediate geographical location---and seek the relevant assistance they prefer from a corps of professional employment service providers.

In summary, the PESO has a unique role that cannot be replaced and needs to be maintained especially as it functions as a coordinative mechanism---given its legal mandate---in providing gainful employment (both wage and self-employment) to all those striving for just such a situation. Thus, the challenge now facing the PESO is that of making sure that all clients, regardless of income class and capability to pay for employment services, are given the means or are sufficiently empowered to link up with decent jobs and employment opportunities and that such endeavor operate within the ambit of free markets and voluntary exchanges.

DEFINITION OF TERMS

Career Counseling – the process of assisting jobseekers to select an appropriate occupation (ILO)

Coaching – an alternative term for counseling, as in career coaching, vocational coaching and employment coaching; the term is used by some in lieu of counseling; with the passage of Republic Act 9258 (Guidance and Counseling Act of 2004) which professionalizes guidance and counseling, counselors must now pass a board exam and be licensed

Core PESO Function – the basic activities that a PESO undertakes for a minimum of eight hours a day, five days a week. These are (1) provision of labor market information (2) employment guidance and counseling and (3) referral and placement (DOLE)

Employed – all persons 15 years old and over and are reported either (1) at work (those who do any work even for one hour during the reference period for pay or profit, or work without pay on the farm or business enterprise operated by a member of the same household related by blood, marriage or adoption) or (2) with a job but not at work (those who have a job or business but are not at work because of temporary illness or injury, vacation or other reasons; likewise, persons who expect to report or to start operation of a farm or business enterprise within two weeks from the date of the enumerator's visit, are considered employed) (NSO)

Employment Counseling – the process of assisting jobseekers to effectively promote themselves to enterprises with job vacancies (ILO)

Employment Guidance and Counseling - mechanism used by an employment service to assess whether a jobseeker is capable or fit for employment; and based on this assessment, assist the jobseeker find a suitable job (DOLE)

Employment Officer - any accredited staff of the PESO (DOLE)

Employment Rate - the proportion in percent of the total number of employed persons to the total number of persons in the labor force (NSO)

Employment Service – a mechanism of assisting jobseekers in their search for jobs and employers in their search for workers (DOLE)

Entrepreneurship - self-employment (DOLE)

Individual Counseling – a broad definition that generally involves a process where clients are assisted in evaluating their employment difficulty, setting goals and developing an action plan, including activities and interventions, in one or more employability dimensions (ILO)

Informal Sector (conceptual definition) – The IS consists of “units” engaged in the production of goods and services with the primary objective of generating employment and incomes to the persons concerned in order to earn a living. These units typically operate at a low level of organization with little or no division between labor and capital as factors of production. It consists of household unincorporated enterprises that are market and non-market producers of goods as well as market producers of services. This means that these are owned or operated by households engaged in the production of goods and/or services that are not constituted as legal entities independent of the households or household members that own them. Labor relations, where they exist, are based on casual employment, kinship or personal and social relations rather than formal or contractual arrangements (NSCB)

Informal Sector (operational definition) – For statistical purposes, the IS shall refer to household unincorporated enterprises which consists of both *informal own-account enterprises* and *enterprises of informal employers* (NSCB)

Informal Sector (magnitude of workers) – The number of IS workers or those self-employed workers and unpaid family members accounted for an average 44.6% of total employed persons from 2001 to 2006. There were some 14.7 million workers in the informal sector in 2006. Total employed in the same year was 32.96 million (BLES/NSO)

Labor Force - the population 15 years old and over, whether employed or unemployed, who contribute to the production of goods and services in the country (NSO)

Labor Force Participation Rate - the proportion of the total number of persons in the labor force to the total population 15 years old and over (NSO)

Labor Market Information – any information concerning the size, composition, functions, problems or opportunities of the labor market or any part thereof, including but not limited to employment-related intentions or aspirations of labor market clients (DOLE)

Persons Not in the Labor Force - Persons 15 years old and over who are neither employed nor unemployed according to the definitions mentioned. Those persons not in the labor force include those who are not looking for work because of reasons such as housekeeping, schooling, etc. Examples are housewives, fulltime students, disabled or retired persons (NSO)

Placement - referral that has resulted to actual work engagement (DOLE)

Private Fee-charging Employment Agency – any person or entity engaged in recruitment and placement of workers for a fee which is charge, directly or indirectly, from the workers or employers, or both (DOLE)

Private Recruitment Entity – any person or association engaged in the recruitment and placement of workers, locally or overseas, without charging, directly or indirectly, any fee from the workers or employers (DOLE)

Public Employment Service Office (PESO) – a non-fee charging multi-employment service facility or entity established, recognized or accredited pursuant to the provisions of Republic Act 8759 (DOLE)

Recruitment and Placement - any act of canvassing, enlisting, contracting, transporting, utilizing, hiring or procuring workers and includes referrals contract services, promising or advertising for employment, locally or abroad, whether for profit or not; provided that any person or entity which, in any manner, offers or promises for a fee, employment to two or more persons shall be deemed engaged in recruitment and placement (DOLE)

Referral – an act of submitting or referring an applicant to an employer with a view of engagement (DOLE)

Registration – the act of interviewing an applicant for employment and recording relevant details (DOLE)

Underemployed – employed persons who expressed the desire to have additional hours of work in their present job or in an additional job, to have new work with longer working hours (NSO)

Unemployed - all persons 15 years old and over who are: (1) without work, i.e., had no job or business; and (2) currently available for work, i.e., were available and willing to take up work in paid employment or self-employment and/or would be available and willing to take up

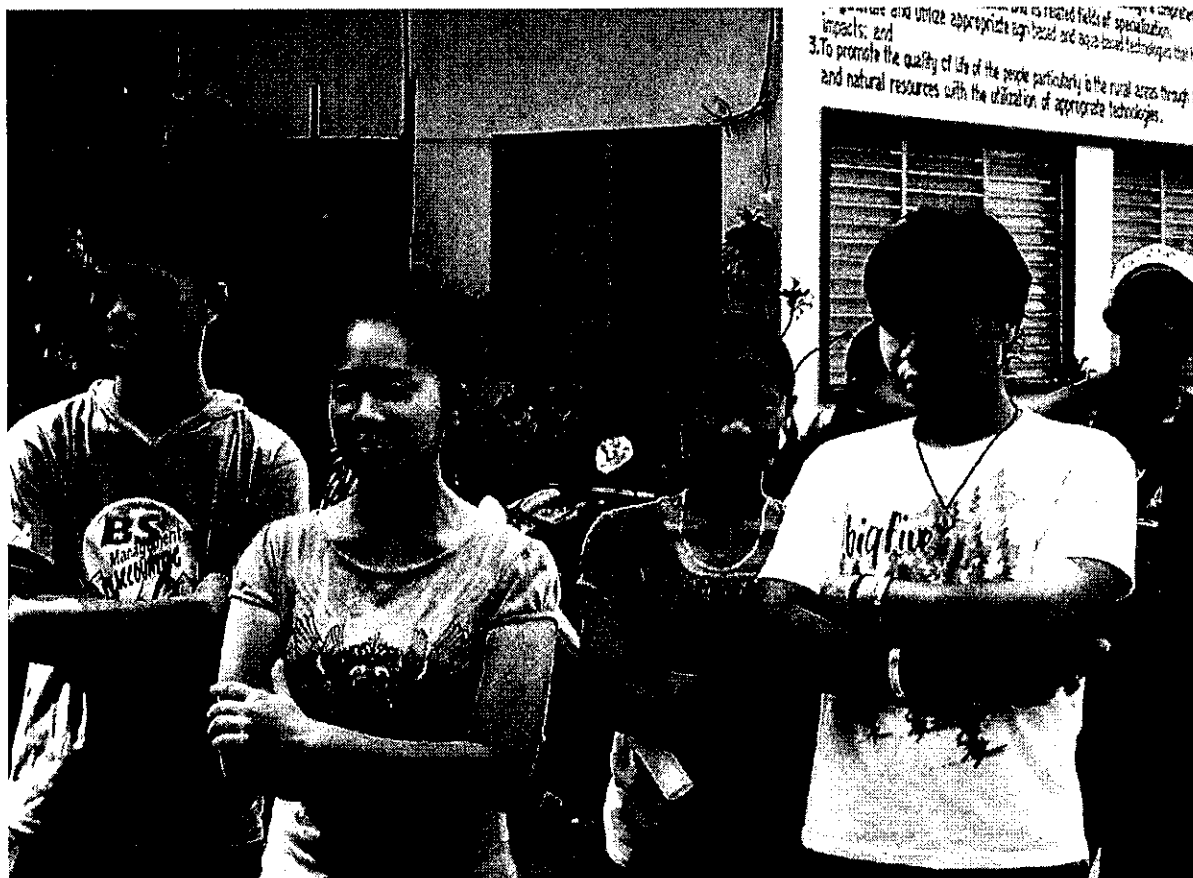
work in paid employment or self-employment; and (3) seeking work, i.e., had taken specific steps to look for a job or establish a business; or not seeking work due to the following reasons: (a) tired/believe no work available, i.e., the discouraged workers who looked for work within the last six months; (b) awaiting results of previous job application; (c) temporary illness/disability; (d) bad weather; and (e) waiting for rehire/job recall (NSO)

Unemployment Rate – proportion in percent of the total number of unemployed persons to the total number of persons in the labor force (NSO)

Vocational Counseling – the process of assisting jobseekers identify skills gaps and determine the most appropriate means of closing these gaps (ILO)

Working Age Population – the population 15 years old and over at a specified time (NSO)

2. LOCAL EMPLOYMENT SERVICES IN ANTIQUE



THE LOCAL LABOR MARKET IN ANTIQUE

Supply of labor. Antique has 18 municipalities, including the capital town of San Jose de Buenavista, and 590 barangays of which 229 are upland barangays and 361 are lowland barangays. Also, some 186 of these lowland barangays are coastal. The most populous towns are the capital town of San Jose de Buenavista followed by Sibalom and Hamtic. Not surprisingly, these towns are also the most prosperous and economically active.

According to the 2007 Census of Population, Antique had a population count of 515,265. The growth rate between 2007 and the previous census year of 2000 was 1.19 percent per annum.

In 2010, projected population was 533,236 individuals, of which approximately 94,383 persons (or 17.7 percent of total population) were classified as youth, being in the 15-24 year age range. At the national level, the 15-24 age group comprised 20 percent of total population. The reason for the smaller percentage of youth in Antique is due to outmigration. Many migrate for work to Manila and other urbanized places as well as abroad.

For 2011, the population of the province is expected to increase to 540,753 persons, of which around 326,074 are in the working age group of 15 years old and over. The labor force, consisting of both employed and unemployed people, totals to 209,013 persons. The magnitude of the unemployed is expected to reach 13,586 persons while the underemployed will reach 43,776.

Table 2.1. Labor supply in Antique (2011 Projections)

	Population	Working Age Population	Labor Force	Employed	Unemployed	Underemployed
Anini-y	20,364	12,279	7,871	7,360	512	1,649
Barbaza	21,971	13,249	8,492	7,940	552	1,779
Belison	12,958	7,814	5,009	4,683	325	1,049
Bugasong	31,616	19,064	12,220	11,426	794	2,559
Caluya	29,167	17,588	11,274	10,541	733	2,361
Culasi	38,469	23,197	14,869	13,903	966	3,114
Hamtic	44,851	27,045	17,336	16,209	1,127	3,631
Laua-an	24,114	14,541	9,320	8,715	606	1,952
Libertad	15,681	9,456	6,061	5,667	394	1,269
Pandan	30,607	18,456	11,830	11,062	769	2,478
Patnongon	34,937	21,067	13,504	12,626	878	2,828
San Jose	58,907	35,521	22,769	21,289	1,480	4,769
San Remigio	29,765	17,948	11,505	10,757	748	2,410
Sebaste	16,340	9,853	6,316	5,905	411	1,323
Sibalom	56,257	33,923	21,745	20,331	1,413	4,554
Tibiao	24,076	14,518	9,306	8,701	605	1,949
Tobias Fornier	31,215	18,822	12,065	11,281	784	2,527
Valderrama	19,458	11,733	7,521	7,032	489	1,575
ANTIQUE	540,753	326,074	209,013	195,428	13,586	43,776

Source: Basic data from NSO Labor Force Survey (January 2011) and NSO Census of Population (2007)

Note: The working age population is the number of persons who are 15 years old and over (the legal minimum working age is 15 years for nonhazardous occupations);

According to the 2007 Census of Population, persons who are of working age (15 years old and over) in Antique constitute 60.3% of total population;

The labor force is the sum of employed and unemployed persons. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms;

The underemployed is a subset of the employed. The technical definition of the unemployed is also found in the section on Definition of Terms;

Population for 2011 was estimated based on the annual geometric growth rate of 1.19 based on 2000-2007;

Regional rates for labor force participation (64.1%), employed (93.5%), unemployed (6.5%) and underemployed (22.4%) were used as proxy for provincial rate.

Demand for labor. The province is host to Semirara Mining Corp which operates a coal mining facility in the island of Semirara in northern Antique. The company employs some 2,700 workers, 52 percent of its labor force coming from Western Visayas. Semirara Training Center Inc is a company's initiative to promote the employability of the local people. This is part of its program of social and economic activities in line with its corporate responsibility. Courses in the training center include industrial electricity, automotive servicing, machining and welding. Some graduates are absorbed by the company but by and large, technical and professional jobs are filled by people who are not from the locality.

The other major concentration of business firms is located in the capital town of San Jose de Buenavista. Gaisano mall employs an average of 500 while City Square (mini mall) employs more than 50. Jollibee Foods Corp has a branch in the capital and major commercial banks, remittance companies and pawnshops are also sources of vacancies.

Lastly, the government is a significant demander of labor in the province. The government is one of the biggest, if not the biggest, employer at the LGU level.

The informal sector. The informal sector is strong in agriculture. Most of these units are households which operate at low levels of organization. These household unincorporated enterprises are owned and operated by households not constituted as legal entities independent of the household that owns them. Labor relations where they exist are based on casual employment, kinship and personal relationships.

For 2011, some 82,471 persons, or 42.2 percent, of the 195,428 employed persons in Antique are anticipated to belong to the informal sector. For the entire Philippines, a third (34.4 percent) of informal sector workers by occupational group are historically engaged in farming, forestry and fishing followed by those engaged in unskilled labor (29.7 percent). Industry-wise, more than half of informal sector workers historically comes from agriculture (54.5 percent) followed by services (39.5 percent) and industry (6 percent).

Youth employment. The youth population of the province is expected to reach 95,713 persons in 2011. Of this number, 51,877 will be persons not in the labor force. These include fulltime students, housewives and those without work and are not actively looking for a job for a considerable period of time. Employed youth are estimated to reach 37,040 persons of which the majority (24,885 persons) will be considered as underemployed. The magnitude of the unemployed is expected to reach 6,796 persons belonging to the 15 to 24 age bracket.

Table 2.2. Employment status of youth (West Visayas including Antique)

	Both Sexes	Male	Female
Employed	38.7%	48.7%	27.7%
<i>Underemployed</i>	26.0%	30.7%	16.8%
Unemployed	7.1%	8.1%	6.0%
Not in labor force	54.2%	43.1%	66.3%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, 48.7 percent of all male youth are historically employed, 30.7 percent of which are male youth joining the ranks of the underemployed. Unemployment rate for male youth is pegged at 8.1 percent while 43.1 percent of all male youth form part of those not considered to be in the labor force.

Employment rate for female is historically lower at 27.7 percent, of which 16.8 percent belong to the underemployed. The main reason for the comparatively lower rate of employment for females is that more of them are not in the labor force. Most are full time students or not actively seeking work since they are housekeepers in their households of origin. In general, two-thirds (66.3 percent) of females are not in the labor force compared to 43.1 percent of males.

Table 2.3. Youth employment in Antique (2011 projections)

	Youth Population	Not in Labor Force	Employed	Unemployed	Underemployed
Anini-y	3,604	1,953	1,395	256	937
Barbaza	3,889	2,108	1,505	276	1,011
Belison	2,294	1,243	888	163	596
Bugasong	5,596	3,033	2,166	397	1,455
Caluya	5,163	2,798	1,998	367	1,342
Culasi	6,809	3,690	2,635	483	1,770
Hamtic	7,939	4,303	3,072	564	2,064
Laua-an	4,268	2,313	1,652	303	1,110
Libertad	2,776	1,505	1,074	197	722
Pandan	5,417	2,936	2,096	385	1,408
Patnongon	6,184	3,352	2,393	439	1,608
San Jose	10,427	5,651	4,035	740	2,711

San Remigio	5,268	2,855	2,039	374	1,370
Sebaste	2,892	1,568	1,119	205	752
Sibalom	9,957	5,397	3,853	707	2,589
Tibiao	4,261	2,310	1,649	303	1,108
Tobias Fornier	5,525	2,995	2,138	392	1,437
Valderrama	3,444	1,867	1,333	245	895
ANTIQUE	95,713	51,877	37,040	6,796	24,885

Source: Basic data from NSO Labor Force Survey (July 2008) as calculated by DRDF and NSO Census of Population (2007)

Note: The youth population constitutes persons in the 15 to 24 age bracket (United Nations definition); According to the 2007 Census of Population, youth constitute 17.7% of total population in Antique; Youth population equals the sum of those not in the labor force plus the employed and the unemployed; Youth labor force is the sum of employed and unemployed youth. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms; The underemployed is a subset of the employed. The technical definition of the underemployed is also found in the section on Definition of Terms; Population for 2011 was estimated based on the annual geometric growth rate of 1.19 based on 2000-2007; Regional rates for youth not in the labor force (54.2%), employed (38.7%), unemployed (7.1%) and underemployed (26%) were used as proxy for provincial rate.

Youth unemployment. By age groups, those in the 15-19 year age bracket historically have a lower unemployment rate of 38.7 percent compared to 61.3 percent for the 20-24 year age bracket. The reason is that most people in the 15-19 year age group are full time students and this classifies them as persons not in the labor force.

Table 2.4. Unemployed youth by age group

	West Visayas including Antique	Philippines
15 to 19	38.7%	36.8%
20 to 24	61.3%	63.2%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, females are better off with a 39.8 percent unemployment rate in contrast to 60.2 percent for males. Again, the reason for lower unemployment rate for females is that most of them are not in the labor force.

Table 2.5. Unemployed youth by sex

	West Visayas including Antique	Philippines
Male	60.2%	55.1%
Female	39.8%	44.9%

Source: DRDF, NSO Labor Force Survey July 2008

The bulk of the unemployed youth (54.7 percent) are high school graduates and college undergraduates. Only 17.9 percent of the unemployed are college degree holders. Elementary graduates and high school undergraduates also constitute 17.9 percent of the unemployed while 9.5 percent constitute those whose education is below the elementary graduate level.

Table 2.6. Unemployed youth by highest education

	West Visayas including Antique
Less than elementary graduate	9.5%
Elementary graduate - high school undergraduate	17.9%
High school graduate – college undergraduate	54.7%
College graduate	17.9%

Source: DRDF, NSO Labor Force Survey July 2008

Meanwhile, 40.6 percent of unemployed youth have been looking for work for at least five weeks. In contrast, only 20.2 percent of unemployed youth have been looking for work for just one week. This implies a tight labor market signaling the paucity of available job opportunities leading to the comparative longer time span in job search of the unemployed.

Table 2.7. Unemployed youth by number of weeks looking for work

	West Visayas including Antique	Philippines
One week	20.2%	19.3%
Two weeks	19.4%	21.9%
Three weeks	7.7%	14.0%
Four weeks	12.1%	16.5%
Five weeks or more	40.6%	28.3%

Source: DRDF, NSO Labor Force Survey July 2008

Another measure of the tightness of the labor market is that 42.1 percent of unemployed youth are first-time jobseekers compared to 57.9 percent who are repeat jobseekers, that is, those who already have had experience at work. The higher rate of repeat jobseekers indicates the contractual and fluid nature of jobs available. This puts a strain on first time jobseekers since there is more competition for them and holding other things equal, an employer will most likely select somebody with experience as opposed to a first-time jobseeker who has no work experience.

Table 2.8. Unemployed youth by times looking for work

	West Visayas including Antique	Philippines
First Time	42.1%	38.1%
Not First Time	57.9%	61.9%

Source: DRDF, NSO Labor Force Survey July 2008

For those who are unemployed but are not looking for work, the major reason cited is the belief that there is no job available in the market (55 percent). Technically, these people are classified as discouraged workers. It should be noted that there is a time limit set by the labor force survey as to who is considered as a discouraged worker and who is not. Somebody who has no job, is available for work and is actively searching for a job is considered as unemployed. Somebody who meets the first two criteria plus the fact that he has not searched for work in the past six months at the time of the survey is still considered as unemployed, albeit as a discouraged worker. But once a person stopped looking for work for more than six months, he is technically no longer classified as unemployed or as a discouraged worker. He is simply no longer part of the labor force.

Other reasons cited by persons who are unemployed and are not looking for work are that they are presently waiting to be rehired by their former employers (17.1 percent) and awaiting past job application (16.1 percent).

Table 2.9. Unemployed youth by reason why not looking for work

	West Visayas including Antique	Philippines
Believe no work available	55.0%	40.0%
Awaiting past job application	16.1%	30.4%
Temporary illness	5.9%	5.6%
Bad weather	5.9%	2.3%
Waiting for job recall/rehire	17.1%	21.7%

Source: DRDF, NSO Labor Force Survey July 2008

For the unemployed who are not first time jobseekers, more than half (54.5 percent) are laborers and unskilled workers while 28.8 percent are engaged in services, shops and marketing sales.

Table 2.10. Previous work of jobseeker

	West Visayas including Antique	Philippines
Laborers and unskilled workers	54.5%	39.5%
Service & shop & market sales	28.8%	27.9%
Farmers, forestry & fishermen	1.0%	2.7%
All other occupation	16.6%	29.9%

Source: DRDF, NSO Labor Force Survey July 2008

Youth underemployment. More than half of underemployed youth (54.7 percent) are from the 20-24 year old age group. The rest (45.3 percent) are from the 15-19 year old age group. Underemployment is a perceived construct. Underemployed youth in the 20-24 age category are young adults who may be starting families and this may be the reason why many of them feel that they need more hours of employment that translates to more income to sustain family needs. In contrast, those in the 15-19 age group may not necessarily be faced with such a situation and have lighter obligations to think about.

Table 2.11. Underemployed youth by age group

	West Visayas including Antique	Philippines
15 to 19	45.3%	43.3%
20 to 24	54.7%	56.7%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, males demonstrated a greater desire for additional employment (78.1 percent) compared with their female counterparts (21.9 percent). Again, this may be explained by the fact that males are heads of family and have greater obligations.

Table 2.12. Underemployed youth by sex

	West Visayas including Antique	Philippines
Male	78.1%	76.6%
Female	21.9%	23.4%

Source: DRDF, NSO Labor Force Survey July 2008

Rates of underemployment are highest among those who finished elementary and some high school (35 percent) and also among those who finished high school and some college (35.5 percent). Only a handful of college graduates (3.4 percent) wanted additional hours of work. The probable reason for high rates of underemployment among people whose highest educational attainment is below the college graduate level is that minimum wages (and more often than not, less than minimum wages) tend to be the norm.

Table 2.13. Underemployed youth by highest education

	West Visayas including Antique	Philippines
Less than elementary graduate	26.1%	19.8%
Elementary graduate - high school undergraduate	35.0%	35.9%
High school graduate – college undergraduate	35.5%	38.6%
College graduate	3.4%	5.7%

Source: DRDF, NSO Labor Force Survey July 2008

By industry, agriculture and fishing encompasses the sector with the most underemployed youth (62.7 percent). This is a result of the seasonal and informal nature of employment in this sector. To some extent, underemployment also characterizes the sales and service industry (10.3 percent share in underemployment among all industries).

Table 2.14. Underemployed youth by type of industry where found

	West Visayas including Antique	Philippines
Agriculture & fishing	62.7%	53.2%
Sales & service	10.3%	16.4%
Manufacturing	4.1%	9.3%
Transport & telecommunications	5.2%	5.4%
All other industries	17.7%	15.7%

Source: DRDF, NSO Labor Force Survey July 2008

It is understandable to find the underemployed in work where they perform minimal number of hours per week. Some 31.8 percent of underemployed youth worked less than 24 hours during the reference period. However, the trend indicates that even those with full time work are prone to consider themselves as underemployed (technically, these are called the

invisibly underemployed). Thus, the underemployed also include those whose hours of work fall between 24 to 39 hours (34 percent) and those whose hours of work are in the 40 to 48 hours category (34.2 percent).

Table 2.15. Underemployed youth by number of hours worked in past week

	West Visayas including Antique	Philippines
Less than 24 hours	31.8%	27.3%
24 to 39 hours	34.0%	31.1%
40 to 48 hours	34.2%	40.0%
Others	0.0%	1.6%

Source: DRDF, NSO Labor Force Survey July 2008

As to basic pay per day, the bulk of 84.8 percent receive less than minimum compensation. Only 8.6 percent are receiving minimum wages and 6.5 percent, wages above the minimum. The situation is brought about by the sluggish economy in the provinces. Employers reason out that their complying with the minimum wage law would mean cutting on labor requirements and worse, the folding up of their enterprises due to high overhead expenses, including labor expenses. It is the microenterprises and small and medium enterprises which are usually not able to comply with minimum wage regulations. This is not so much a problem with large enterprises.

Table 2.16. Underemployed youth by basic pay per day*

	West Visayas including Antique
Less than minimum	84.8%
Minimum wage	8.6%
More than minimum	6.5%

Source: DRDF, NSO Labor Force Survey July 2008

*ranges of minimum wages in PhP are Bicol = 187 to 239, West Visayas = 193 to 235, Caraga = 203 to 233 and ARMM = 210 to 222

Youth in the informal sector. The number of employed youth workers in the informal sector is forecast to reach 15,631 persons in 2011. This is 42.2 percent of the total number of employed youth for both formal and informal sectors, which total to 37,040 persons in the 15-24 age bracket in absolute magnitude.

LOCAL EMPLOYMENT SERVICE PROVIDERS (ESPs)

Private recruitment and placement agencies. As of May 2011, there is one private agency based in Antique---Jalgor Human Resource Provider Inc. The agency is a new entrant having established business only in 2011. Jalgor has a Manila office located at Paranaque, Metro Manila and an Iloilo City office at La Paz, Iloilo City. Even prior to setting up shop in the province, Jalgor is one of many agencies doing special recruitment activities in the province on a regular basis for many years. It is on the lookout for domestic helpers for deployment to Singapore, operators, construction workers, engineers, cement company, steel aluminum company, safety and fire company in Qatar; and drivers, architects, beauticians, draftsmen and engineers for UAE.

**Table 2.17. Local Private Agencies with Permit to Recruit in Antique
(Overseas Employment)**

	Company	Recruitment Dates
1.	Gammon International Manpower Agency Inc (Rm 207 Golden Commercial Bldg, Iznart St, Iloilo City)	April 19 and 20, 2010
2.	Greenfields International Manpower Services Inc	
3.	Jalgor Human Resource Provider Inc (Building 3 TT Funda Dalipe, San Jose, Antique)	March 8 to 9, 2011
4.	Mother's Way Overseas Manpower Specialist Corp (Nonoy Val Ext corner de Leon St, Iloilo City)	August 16 to 19, 2010
5.	New Era Placement Agency Co (9 th Avenue, Cubao Quezon City, Metro Manila)	February 23, 2011 and March 22, 2011
6.	NAR Training Center & Management Services (Arle Building, Aurora Boulevard corner J Ruiz St San Juan City, Metro Manila)	March 1, 2011
7.	Naptron International Placement Agency (3/F Executive Building, Ledesma St, Iloilo City)	March 14, 2011
8.	Nonstop Overseas Agency (4/F TCT Center, Iznart St, Iloilo City)	March 14 to 16, 2011
9.	OLM International Placement Corp (Uy Bico Building, Yulo St, Iloilo City)	
10.	Online Hiring Corporation (Rm 202 Domescon Bldg, Delgado St, Iloilo City)	August 24 and 25, 2010 and March 16, 2011
11.	OTG International Placement Agency (Jalandoni and Delgado St, Iloilo City)	September 29, 2010
12.	Sunflower Manpower Corp (5/F Mabini corner A Flores St, Ermita, Manila)	

Source: DOLE Antique and San Jose PESO

Other agencies doing special recruitment activities are New Era, NAR Training Center and Management Services, Sunflower Manpower Corp, Naptron and Greenfields. Recruitment activities are for domestic helpers to be deployed to the Middle East and other Muslim countries. Flyers and leaflets mention places of destination as Dubai, Abu Dhabi, Qatar, Kuwait, Malaysia, Hong Kong and Cyprus. OLM International Placement Corp is looking for skilled workers to be deployed to Iran such as welders, fitters, construction engineers, quality control engineers and crane operators. It also looks for domestic helpers for Hong Kong and Cyprus.

A special group of worker is the sacadas. They are concentrated in central Antique and considered to be disadvantaged workers. Sacadas, usually in the age bracket 15-24, are recruited as seasonal farm workers during the sugar harvest season in neighboring Iloilo and Negros. They have a handler, called a cabo, which advances money---called intersepto or antisepo---to the sacadas during the lean months when they are without work.

There are reports of exploitation going on between handler and sacada although these reports conflict. Some informants say the handler exploits the sacadas because the owner of the sugar plantations deals directly with the handler and pay money due to the sacadas to the handler. This situation may be rife for abuse with the handlers charging exorbitant fees to the sacada. On the other hand, some claim that the sacadas have grown street smart. For the lean months that they rely on the handler for money advances, they are always within the vicinity. But when harvest season comes and their services are needed, they abscond on their work.

There are some 62 private contractors registered with the Antique office of the Department of Labor and Employment. They are usually also residents of the places from which the sacadas came from.

Table 2.18. Private Contractors with Permit from DOLE (Recruitment of Sacadas for Iloilo and Negros)

Name of Recruiter	No. of Workers	Area of Operation
1. Federico Eraga Sr	56 workers	Culasi and Tibiao
2. Egerico Bedano	74 workers	Laua-an
3. Joean Samillano	94 workers	Laua-an
4. Hermenio Martizano	14 workers	Tibiao
5. Edwin Oliveros	33 workers	Tibiao
6. Rodel Oliveros	53 workers	Tibiao
7. Raul Seat	75 workers	Tibiao
8. Emmanuel Marcelino	23 workers	Tibiao and Culasi
9. Fedencia Galos	60 workers	Tibiao
10. Marcos Untalan Sr	44 workers	Tibiao and Culasi
11. Jessie Samillano	60 workers	Laua-an
12. Jerry Samillano	250 workers	Laua-an
13. Freddie Cadio	250 workers	Tibiao
14. Wilma Alpas	120 workers	Culasi
15. Aladin Dalumpines	100 workers	Laua-an
16. Roleen Eraga	67 workers	Tibiao and Culasi
17. Freddie Jumauay	150 workers	Barbaza
18. Jewanie Alpas	70 workers	Culasi

19. Edsel Antoy	52 workers	Tibiao
20. Rosemary Mondejar	70 workers	Patnongon
21. Theresa Gayorgor	88 workers	Laua-an
22. Norlito Montano Sr	55 workers	Libertad
23. Claudio Alingalaw	55 workers	San Jose
24. Felipe Eraga	85 workers	Sebaste and Culasi
25. Josephine Eraga	43 workers	Tibiao
26. Josephine Eraga	169 workers	Culasi
27. Geraldine Fabiano	40 workers	Tibiao
28. Bernabe Labrague Jr	106 workers	Culasi and Tibiao
29. Bernabe Labrague Jr	33 workers	Culasi and Tibiao
30. Bernabe Labrague Jr	86 workers	Culasi and Tibiao
31. Roswald Fabiano	78 workers	Tibiao
32. Charlston Tirol	26 workers	Tibiao
33. Emmanuel Tamayo	49 workers	Culasi
34. Josephine Cadiao	70 workers	Tibiao
35. Juan Dalumpines Jr	220 workers	Laua-an
36. Eleno Claro Jr	37 workers	Tibiao
37. Fred Eraga	105 workers	Tibiao and Culasi
38. Rhod Magda-ug	55 workers	Sebaste and Culasi
39. Fred Eraga	250 workers	Tibiao, Culasi and Libertad
40. Fred Eraga	43 workers	Tibiao and Culasi
41. Sandi Antonio	53 workers	Tibiao
42. Marlyn Antonio	30 workers	Tibiao
43. Jose Marcelo	129 workers	Laua-an and Bugasong
44. Anselmo Bangcya	75 workers	Laua-an
45. Evelyn Tanjuangco	30 workers	Tibiao
46. Prima Samillano	40 workers	Tibiao
47. Barbaro Senier	41 workers	Tibiao
48. Hector Labrague	95 workers	Tibiao and Culasi
49. Rosario Marcelo	65 workers	Bugasong, Laua-an and Culasi
50. Teresita Lapastora	44 workers	Laua-an
51. Ramon Jumaauay Jr	64 workers	Barbaza
52. Emmanuel Cadiao	40 workers	Tibiao
53. Jinnefer Cadiao	75 workers	Tibiao
54. Gemmalyn Remo	65 workers	Tibiao
55. Rey Remo Sr	53 workers	Barbaza
56. Juperson Samillano	64 workers	Bugasong
57. Carlito Marcelino	30 workers	Culasi
58. Melinda Marcelino	65 workers	Tibiao
59. Emeniano Marcelino	80 workers	Tibiao and Patnongon
60. Annie Labrador	70 workers	Tibiao
61. Minerva Flores	70 workers	Tibiao
62. Touchie Dioso	26 workers	Sebaste

Source: DOLE Antique

Public employment service offices. There are currently 22 PESOs in Antique. All are non-institutionalized, that is, PESO managers are merely designated and perform PESO functions over and above their main jobs at the local government. It is not unusual for PESO manager-designates to be wearing two or three different hats all at the same time. And because most PESO designates have regular jobs as middle-level managers in their respective LGUs, there is some conflict in scheduling between activities done in local government administration and activities done in furtherance of PESO activities.

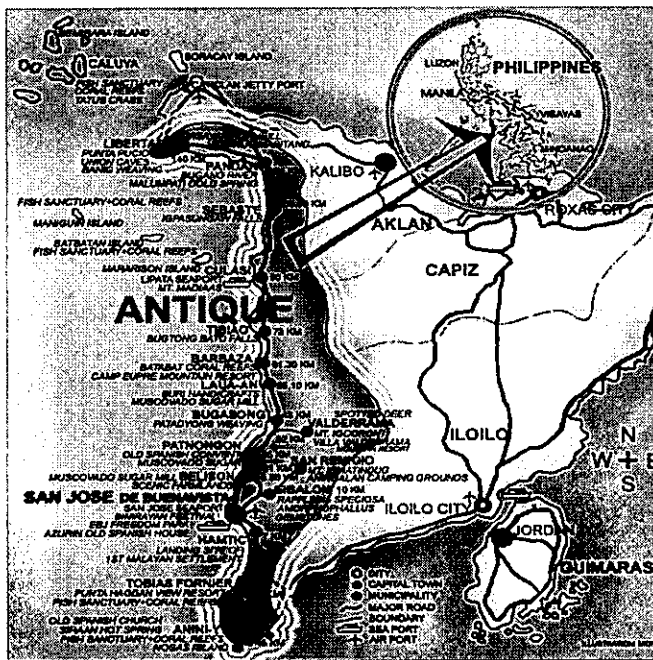
Table 2.19. Public Employment Service Offices in Antique (Non-institutionalized)

Name of PESO	Location	Manager-designate
1. Antique Provincial PESO	San Jose, Antique	Myra Pe
2. Anini-y Municipal PESO	Anini-y, Antique	Lourdes Policar
3. Barbaza Municipal PESO	Barbaza, Antique	Michelle Rodriguez
4. Belison Municipal PESO	Belison, Antique	Jimuel Espanola
5. Bugasong Municipal PESO	Bugasong, Antique	Neil Bancaya
6. Caluya Municipal PESO	Caluya, Antique	Mary Ann Calinog
7. Culasi Municipal PESO	Culasi, Antique	Zenaida Sumugat
8. Hamtic Municipal PESO	Hamtic, Antique	Joselinda Elizalde
9. Laua-an Municipal PESO	Laua-an, Antique	Edgar Noble
10. Libertad Municipal PESO	Libertad, Antique	Alonie dela Torre
11. Pandan Municipal PESO	Pandan, Antique	Charlene Grace Sinel
12. Patnongon Municipal PESO	Patnongon, Antique	Anna Ma Cecilia Barrientos
13. San Jose Municipal PESO	San Jose, Antique	Conrado Petinglay Jr
14. San Remigio Municipal PESO	San Remigio, Antique	
15. Sebaste Municipal PESO	Sebaste, Antique	Leonaris Dionela
16. Sibalom Municipal PESO	Sibalom, Antique	Teresa Manzano
17. Tibiao Municipal PESO	Tibiao, Antique	Rosanna Doroteo
18. Tobias Fornier Municipal PESO	Tobias Fornier, Antique	Mamerto Portillo
19. Valderrama Municipal PESO	Valderrama, Antique	Randy Canja
20. Advance Central College PESO	San Jose, Antique	Rani Rodriguez
21. St Anthony's College PESO	San Jose, Antique	Mariecar Baldevia
22. University of Antique PESO	San Jose, Antique	Ann Lotilla

Source: DOLE Antique and San Jose PESO

Employment services for youth and returning migrants. Due to constraints in finances, manpower and time, the most visible program and one with which PESOs are very much identified with are job fairs and implementation of the Special Program for Employment of Students (SPES). SPES is a program wherein students are given summer jobs by employers from government and the private sector. As an incentive to these employers to hire more students, DOLE pays 40 percent of the wages of the students while the remaining 60 percent is shouldered by the employer.

Some effort in career guidance, employment counseling, labor market information and referral and placement are also undertaken. But this continues to be a challenge due to shortage of funds, manpower and multitasking responsibilities of available staff. Meanwhile, there is currently no institutionalized program for returning migrants implemented in the province although initial efforts are being undertaken.



- 22 Non-institutionalized PESOs
 - One Provincial PESO in San Jose
 - Three school-based PESOs (two in San Jose and one in Sibalom)
 - No NGO-based PESO
 - 18 municipality-based PESOs
- One Overseas PRPA (in San Jose)
- Some SRA (less than 10 per year in selected municipalities)
- 62 DOLE-registered job contractors for sacada migrant workers

Figure 2.1. Employment service providers in Antique

USER PROFILE OF EMPLOYMENT SERVICES

User-clients (demand for labor). The government sector is the biggest user client of PESO services on the demand side. Local government units provide a ready supply of jobs to local jobseekers from provincial to municipal to barangay level. In March 2011 alone, the LGU-based PESOs in Antique placed 756 job applicants out of 910 referred. However, the vast majority of these are government jobs (casuals, contractual, job orders, SPES). Of the 756 placed, 614 are male and 142 are female.

To illustrate the types of jobs in which the local PESOs are able to place job applicants, the Municipality of Patnongon, Antique reported that in March 2011, it placed 88 workers in LGU funded projects. These are broken down into 17 workers placed at MTO office renovation, 15 workers in barangay Macarina road concreting, 7 placed at the Salaguiawan Day Care Center, 11 placed as laborers in the burial niches of the municipal cemetery, 17 as laborers in the Igburi barangay road and another 15 laborers in the construction of the PNP Building. All are male workers.

As another example, the Municipality of Hamtic, Antique placed 67 male workers and 36 female workers for a total of 103 workers in March 2011. These were all hired by the municipality. Of these, 60 male and 30 female workers were hired as laborers, four female workers as midwives, two female workers as nurses, five male workers as drivers and two male workers as traffic aides.

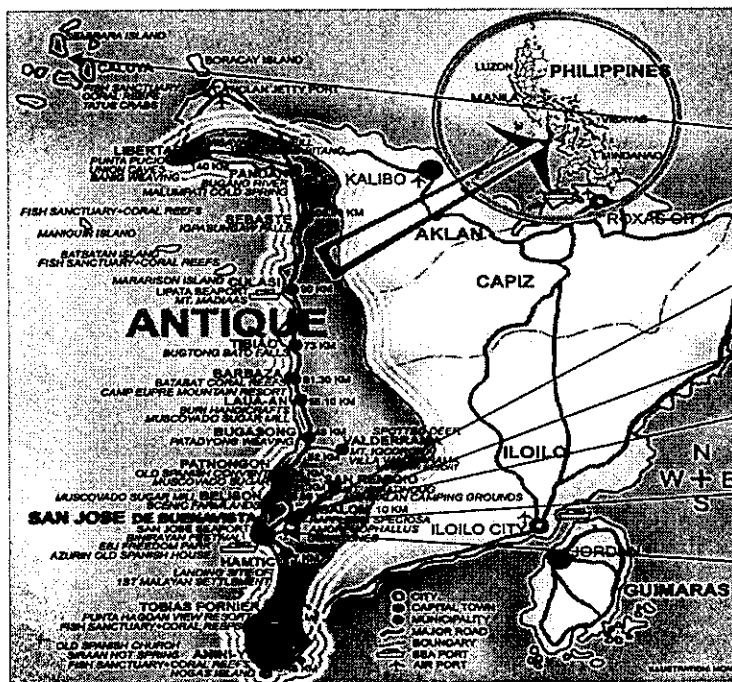
Table 2.20. Users of local employment services provided by PESO

Type of User	Programs and Services Provided by PESO
Students and In-school Youth	SPES, Job Fairs, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Walk-in Jobseekers (Usually Youth)	Job Fairs, Referral and Placement, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Local Employers	Referral of Jobseekers for Job Vacancies
Private Recruitment and Placement Agencies (PRPAs) Based Outside Province	Special Recruitment Activity (SRA) in Cooperation with Provincial and Municipal Governments
Government Agencies at Local Level (LGUs)	SPES, Job Referral and Placement

User-clients (supply of labor). Students and jobseekers from the youth sector are the two main clients of PESOs on the supply side. As to their qualifications, highest educational attainment of 58.2 percent female and 53.7 percent male youth was at the high school level. More than one-fourth (28.4 percent) of male youth reached only the elementary level and below compared to just 15.2 percent for female youth. This was brought about by high dropout rates for male youth compared to female youth. The most common reason for higher dropout rates of males is that they have to help in the farm, fishing activity and other economic activities with which their parents earn a living. Meanwhile, 18.6 percent of female youth and 13 percent of male youth were college undergraduates while only 4.2 percent of male and 7.3 percent of female youth were college graduates.

Table 2.21. Highest Educational Attainment of Youth in Antique (in percent)

			Male	Female
Elementary & below			28.4	15.2
High school			53.7	58.2
College undergraduate			13	18.6
College graduate			4.2	7.3
Not stated			0.6	0.7
N (in thousand)			51	41
Source: DRDF/NSO 2007 Census of Population and Housing				



MAJOR EMPLOYERS

- Semirara Mining Corp (2,700 workers) 52% of workers come from West Visayas
- Jollibee Foods Corp
- Mang Inasal
- Gaisano Mall (500+ workers)
- City Square (50+ workers)
- Major banks and commercial establishments

POTENTIAL ENTREPRENEURSHIP OPPORTUNITIES

- Agribusiness (Value-adding Traditional Crops including Muscovado Sugar, Orchards and Bamboo)
- Food Processing (Banana Chips and Muscovado Sugar)
- Fish Processing & Trading
- Aquaculture (including Seaweeds)
- Swine and Poultry
- Native Arts & Crafts (Traditional Pottery from Sibalom Clay, Patnongon Loomweaving, Semiprecious Stones from San Remigio and Sibalom)
- Retail & Trading Services (Agricultural Commodities & Dry Goods)
- Ecotourism

Figure 2.2. Major employers in Antique (potential PESO clients) and potential entrepreneurship opportunities

3. LOCAL EMPLOYMENT SERVICES IN MASBATE



THE LOCAL LABOR MARKET IN MASBATE

Supply of labor. As of 2007, there were 768,939 people in the province. Annual growth rate between the previous census year (2000) and 2007 was 1.15 percent. The most populous places are Masbate City which claims 81,585 citizens followed by Aroroy in the northwest coast, with 62,635 people and Cawayan in the southeast coast, with 59,658 individuals. Of the total population, 15.8 percent are found in the 15-24 year age bracket.

There were approximately 121,491 youth in Masbate as of 2007. This is lower than that observed for data on the national level. On average, youth comprises 20 percent of the national population. Youth have lower percentage in the total population due to work migration of youth from the province to destinations such as Manila, Cebu and abroad.

For 2011, the population of the province is expected to increase to 804,925 persons, of which around 434,660 are in the working age group of 15 years old and over. The labor force, consisting of both employed and unemployed people, totals to 275,140 persons. The magnitude of the unemployed is expected to reach 19,535 persons while the underemployed will reach 90,740.

Table 3.1. Labor supply in Masbate (2011 Projections)

	Population	Working Age Population	Labor Force	Em-ployed	Unem-ployed	Under-employed
Aroroy	65,566	35,406	22,412	20,821	1,591	7,391
Baleno	22,651	12,232	7,743	7,193	550	2,553
Balud	32,958	17,797	11,266	10,466	800	3,715
Batuan	13,174	7,114	4,503	4,183	320	1,485
Cataingan	51,112	27,600	17,471	16,231	1,240	5,762
Cawayan	62,450	33,723	21,347	19,831	1,516	7,040
Claveria	42,224	22,801	14,433	13,408	1,025	4,760
Dimasalang	23,787	12,845	8,131	7,554	577	2,681
Esperanza	17,622	9,516	6,024	5,596	428	1,987
Mandaon	36,011	19,446	12,309	11,435	874	4,060
Masbate City	85,403	46,118	29,192	27,120	2,072	9,628
Milagros	50,440	27,238	17,241	16,017	1,224	5,686
Mobo	34,272	18,507	11,715	10,883	832	3,864
Monreal	22,708	12,262	7,762	7,211	551	2,560
Palanas	25,992	14,036	8,885	8,254	631	2,930
Pio V Corpuz	23,136	12,493	7,908	7,347	561	2,608
Placer	50,737	27,398	17,343	16,111	1,232	5,720
San Fernando	20,481	11,060	7,001	6,504	497	2,309
San Jacinto	27,749	14,984	9,485	8,812	673	3,128
San Pascual	43,689	23,592	14,934	13,873	1,061	4,925
Uson	52,763	28,492	18,035	16,755	1,280	5,948
MASBATE	804,925	434,660	275,140	255,605	19,535	90,740

Source: Basic data from NSO Labor Force Survey (January 2011) and NSO Census of Population (2007)

Note: The working age population is the number of persons who are 15 years old and over (the legal minimum working age is 15 years for nonhazardous occupations);
According to the 2007 Census of Population, persons who are of working age (15 years old and over) in Masbate constitute 54.0% of total population;
The labor force is the sum of employed and unemployed persons. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms;
The underemployed is a subset of the employed. The technical definition of the unemployed is also found in the section on Definition of Terms;

Population for 2011 was estimated based on the annual geometric growth rate of 1.15 based on 2000-2007;

Regional rates for labor force participation (63.3%), employed (92.9%), unemployed (7.1%) and underemployed (35.5%) were used as proxy for provincial rate.

Demand for labor. The municipality of Aroroy in the northwestern part of the main island of Masbate province is host to Filminera Mining Corp. Filminera started its Masbate gold project in Aroroy in 2009. According to sources, the project was initially projected to produce between four and five million tons per annum and 170,000 ounces of gold. The gold mining project has a mine life of 9.5 years. Central Gold Asia (a Toronto-listed firm) owns Philippine Gold Plc, which has a 40 percent stake in Filminera.

Under Republic Act 7942 or the Philippine Mining Act of 1995, mining companies are mandated to set aside funds for socioeconomic development of the host communities. Barangays directly impacted by the mining operations gets an annual share of the approved five-year Social Development and Management Program (SDMP) for host communities. This includes transportation assistance to school children, renovation and construction of school buildings, purchase of school bus, and carabao with plow dispersal under its livelihood program.

Because of the skilled nature of the technical manpower requirements of the company, its vacancies for mining engineers, geodetic engineers, occupational safety and health officers and supervisors are sourced from outside of the municipality. This means that most of the locals get to be employed in the company in non-technical skills, most often, as security personnel. An endorsement letter from the Office of the Mayor is always a big plus and the company, in its quest to foster goodwill between itself and the local host government, sources its pool of unskilled labor from the locals.

The only other major concentration of business firms is the capital of Masbate City. Newly-constructed department stores such as Bicol-based LCC and construction company DM Consunji Inc are potential source of job vacancies. Masbate Electric Cooperative (MASELCO) has potential to absorb workers.

The popularity of the roll-on roll-off (RORO) transport system has led to Batangas-based Montenegro Shipping setting shop in the island. The company owns the ferry services between Pilar, Sorsogon and Masbate City as well as the buses which ply the route from Manila to Masbate and Masbate to Cebu. Jollibee Foods Corp has a branch in the capital and major commercial banks, remittance companies and pawnshops are also source of vacancies. The government through its local government units is a significant demander of labor in the province.

The informal sector. The informal sector is strong in agriculture. Most of these units are households which operate at low levels of organization. These household unincorporated enterprises are owned and operated by households not constituted as legal entities independent of the household that owns them. Labor relations where they exist are based on casual employment, kinship and personal relationships.

For 2011, some 147,228 persons, or 57.6 percent, of the 255,605 employed persons in Masbate are anticipated to belong to the informal sector. For the entire Philippines, a third (34.4 percent) of informal sector workers by occupational group are projected to be engaged in farming, forestry and fishing followed by those engaged in unskilled labor (29.7 percent). Historically, more than half of informal sector workers are from agriculture (54.5 percent) followed by services (39.5 percent) and industry (6 percent).

Youth employment. The youth population of the province is expected to reach 127,178 persons in 2011. Of this number, 67,913 will be persons not in the labor force. These include fulltime students, housewives and those without work and are not actively looking for a job for a considerable period of time. Employed youth are estimated to reach 52,779 persons of which the majority (45,784 persons) will be considered as underemployed. The magnitude of the unemployed is expected to reach 6,486 persons belonging to the 15 to 24 age bracket.

Table 3.2. Employment status of youth (Bicol Region including Masbate)

	Both Sexes	Male	Female
Employed	41.5%	56.1%	25.2%
<i>Underemployed</i>	<i>36.0%</i>	<i>44.8%</i>	<i>13.7%</i>
Unemployed	5.1%	4.9%	5.4%
Not in labor force	53.4%	39.0%	69.5%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, 56.1 percent of all male youth are historically employed, 44.8 percent of which are male youth joining the ranks of the underemployed. Unemployment rate for male youth is pegged at 4.9 percent while 39 percent of all male youth are not considered part of the labor force.

Employment rate for female is lower at 25.2 percent of which 13.7 percent are underemployed. The main reason for the comparatively lower rate of employment for females is that more of them are not in the labor force. Most are full time students or not actively seeking work since they are housekeepers in their households of origin. More than two-thirds (69.5 percent) of females are not in the labor force compared to 39 percent of males.

Table 3.3. Youth employment in Masbate (2011 projections)

	Youth Population	Not in Labor Force	Em- ployed	Unem- ployed	Under- employed
Aroroy	10,359	5,532	4,299	528	3,729
Baleno	3,579	1,911	1,485	183	1,288
Balud	5,207	2,780	2,161	266	1,875
Batuan	2,081	1,111	864	106	749
Cataingan	8,076	4,313	3,352	412	2,907
Cawayan	9,867	5,269	4,095	503	3,552
Claveria	6,671	3,562	2,768	340	2,402
Dimasalang	3,758	2,007	1,560	192	1,353
Esperanza	2,784	1,487	1,155	142	1,002
Mandaon	5,690	3,038	2,361	290	2,048
Masbate City	13,494	7,206	5,600	688	4,858
Milagros	7,970	4,256	3,308	407	2,869
Mobo	5,415	2,892	2,247	276	1,950
Monreal	3,588	1,916	1,489	183	1,292
Palanas	4,107	2,193	1,704	209	1,479
Pio V Corpuz	3,656	1,952	1,517	186	1,316
Placer	8,016	4,281	3,327	409	2,886
San Fernando	3,236	1,728	1,343	165	1,165
San Jacinto	4,384	2,341	1,819	224	1,578
San Pascual	6,903	3,686	2,865	352	2,485
Uson	8,337	4,452	3,460	425	3,001
MASBATE	127,178	67,913	52,779	6,486	45,784

Source: Basic data from NSO Labor Force Survey (July 2008) as calculated by DRDF and NSO Census of Population (2007)

Note: The youth population constitutes persons in the 15 to 24 age bracket (United Nations definition); According to the 2007 Census of Population, youth constitute 15.8% of total population in Masbate; Youth population equals the sum of those not in the labor force plus the employed and the unemployed; Youth labor force is the sum of employed and unemployed youth. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms; The underemployed is a subset of the employed. The technical definition of the underemployed is also found in the section on Definition of Terms; Population for 2011 was estimated based on the annual geometric growth rate of 1.15 based on 2000-2007; Regional rates for youth not in the labor force (53.4%), employed (41.5%), unemployed (5.1%) and underemployed (36.0%) were used as proxy for provincial rate.

Youth unemployment. By age groups, those in the 15-19 year age bracket have a historically lower unemployment rate of 33.7 percent compared to 66.3 percent for the 20-24 year age bracket. The reason is that most people in the 15-19 year age group are full time students and this classifies them as persons not in the labor force. By gender, the 49.2 percent unemployment rate for female levels off with the 50.8 percent rate for male.

Table 3.4. Unemployed youth by age group

	Bicol Region including Masbate	Philippines
15 to 19	33.7%	36.8%
20 to 24	66.3%	63.2%

Source: DRDF, NSO Labor Force Survey July 2008

Table 3.5. Unemployed youth by sex

	Bicol Region including Masbate	Philippines
Male	50.8%	55.1%
Female	49.2%	44.9%

Source: DRDF, NSO Labor Force Survey July 2008

The bulk of the unemployed youth (45.9 percent) are high school graduates and college undergraduates. Elementary graduates and high school undergraduates constitute 26 percent of the unemployed. A fifth, or 20.5 percent, of the unemployed are college degree holders. Lastly, 7.6 percent constitute those whose education is below the elementary graduate level.

Table 3.6. Unemployed youth by highest education

	Bicol Region including Masbate
Less than elementary graduate	7.6%
Elementary graduate - high school undergraduate	26.0%
High school graduate – college undergraduate	45.9%
College graduate	20.5%

Source: DRDF, NSO Labor Force Survey July 2008

Meanwhile, job search duration is more evenly distributed by the number of weeks looking for work. 14.1 percent of unemployed youth have been looking for work for five weeks or more while 20.9 percent have been looking for work for four weeks. Some 23.8 percent of unemployed youth have been looking for work for one week and another 23.4 percent for two weeks.

Table 3.7. Unemployed youth by number of weeks looking for work

	Bicol Region including Masbate	Philippines
One week	23.8%	19.3%
Two weeks	23.4%	21.9%
Three weeks	17.7%	14.0%
Four weeks	20.9%	16.5%
Five weeks or more	14.1%	28.3%

Source: DRDF, NSO Labor Force Survey July 2008

An important measure of the tightness of the labor market is that 38.8 percent of unemployed youth are first-time jobseekers compared to 61.2 percent who are repeat jobseekers, that is, those who have had experience at work. The higher rate of repeat jobseekers indicates the contractual and fluid nature of jobs available. This puts a strain on first time jobseekers since there is more competition for them and holding other things equal, an employer will most likely select somebody with experience as opposed to a first-time jobseeker who has no work experience.

Table 3.8. Unemployed youth by times looking for work

	Bicol Region including Masbate	Philippines
First Time	38.8%	38.1%
Not First Time	61.2%	61.9%

Source: DRDF, NSO Labor Force Survey July 2008

For those who are unemployed but are not looking for work, the major reason cited is the belief that there is no job available in the market (43 percent). Technically, these people are classified as discouraged workers. It should be noted that there is a time limit set by the labor force survey as to who is considered as a discouraged worker and who is not. Somebody who has no job, is available for work and is actively searching for a job is considered as unemployed. Somebody who meets the first two criteria plus the fact that he has not searched for work in the past six months at the time of the survey is still considered as unemployed, albeit as a discouraged worker. But once a person stopped looking for work for more than six months, he is technically no longer classified as unemployed or as a discouraged worker. He is simply no longer part of the labor force. Other reasons cited by persons who are unemployed and are not looking for work are that they are presently waiting to be rehired by their former employers (29 percent) and awaiting past job application (16.6 percent).

Table 3.9. Unemployed youth by reason why not looking for work

	Bicol Region including Masbate	Philippines
Believe no work available	43.0%	40.0%
Awaiting past job application	16.6%	30.4%
Temporary illness	11.3%	5.6%
Bad weather	0.0%	2.3%
Waiting for job recall/rehire	29.0%	21.7%

Source: DRDF, NSO Labor Force Survey July 2008

For the unemployed who are not first time jobseekers, 45.9 percent are laborers and unskilled workers while 19.4 percent are engaged in services, shops and marketing sales.

Table 3.10. Previous work of jobseeker

	Bicol Region including Masbate	Philippines
Laborers and unskilled workers	45.9%	39.5%
Service & shop & market sales	19.4%	27.9%
Farmers, forestry & fishermen	4.7%	2.7%
All other occupation	30.0%	29.9%

Source: DRDF, NSO Labor Force Survey July 2008

Youth underemployment. More than half of underemployed youth (51.5 percent) are from the 20-24 year old age group. The rest (48.5 percent) are from the 15-19 year old age group. Underemployment is a perceived construct. Underemployed youth in the 20-24 age category are young adults who may be starting families and this may be the reason why many of them feel that they need more hours of employment that translates to more income to sustain family needs. In contrast, those in the 15-19 age group may not necessarily be faced with such a situation and have lighter obligations to think about.

Table 3.11. Underemployed youth by age group

	Bicol Region including Masbate	Philippines
15 to 19	48.5%	43.3%
20 to 24	51.5%	56.7%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, males demonstrated a greater desire for additional employment (89.1 percent) compared with their female counterparts (10.9 percent). Again, this may be explained by the fact that males are heads of family and have greater obligations.

Table 3.12. Underemployed youth by sex

	Bicol Region including Masbate	Philippines
Male	89.1%	76.6%
Female	10.9%	23.4%

Source: DRDF, NSO Labor Force Survey July 2008

Rates of underemployment are highest among those who finished elementary and some high school (42.7 percent) and also among those who finished high school and some college (38.9 percent). Only a handful of college graduates (2.9 percent) wanted additional hours of work. The probable reason for high rates of underemployment among people whose highest educational attainment is below the college graduate level is that minimum wages (and more often than not, less than minimum wages) tend to be the norm.

Table 3.13. Underemployed youth by highest education

	Bicol Region including Masbate	Philippines
Less than elementary graduate	15.6%	19.8%
Elementary graduate - high school undergraduate	42.7%	35.9%
High school graduate – college undergraduate	38.9%	38.6%
College graduate	2.9%	5.7%

Source: DRDF, NSO Labor Force Survey July 2008

By industry, agriculture and fishing encompasses the sector with the most underemployed youth (64.5 percent). This is a result of the seasonal and informal nature of employment in this sector. To some extent, underemployment also characterizes the sales and service industry (12.5 percent share in underemployment among all industries).

Table 3.14. Underemployed youth by type of industry where found

	Bicol Region including Masbate	Philippines
Agriculture & fishing	64.5%	53.2%
Sales & service	12.5%	16.4%
Manufacturing	5.3%	9.3%
Transport & telecommunications	5.9%	5.4%
All other industries	12.4%	15.7%

Source: DRDF, NSO Labor Force Survey July 2008

It is understandable to find the underemployed in work where they perform minimal number of hours per week. Some 33.9 percent of underemployed youth worked less than 24 hours during the reference period. However, the trend indicates that even those with full time work are prone to consider themselves as underemployed. Thus, the underemployed also include those whose hours of work fall between 24 to 39 hours (31.1 percent) and those whose hours of work are in the 40 to 48 hours category (32.2 percent).

Table 3.15. Underemployed youth by number of hours worked in past week

	Bicol Region including Masbate	Philippines
Less than 24 hours	33.9%	27.3%
24 to 39 hours	31.1%	31.1%
40 to 48 hours	32.2%	40.0%
Others	2.8%	1.6%

Source: DRDF, NSO Labor Force Survey July 2008

As to basic pay per day, the bulk of 86.2 percent receive less than minimum compensations. Only 6.3 percent are receiving minimum wages and 7.5 percent wages above the minimum. The situation is brought about by the sluggish economy of the province. Employers reason out that their complying with the minimum wage law would mean cutting on labor requirements and worse, the folding up of their enterprises due to high overhead expenses, including labor expenses. It is the microenterprises and small and medium enterprises which are usually not able to comply with minimum wage regulations. This is not so much a problem with large enterprises.

Table 3.16. Underemployed youth by basic pay per day*

	Bicol Region including Masbate
Less than minimum	86.2%
Minimum wage	6.3%
More than minimum	7.5%

Source: DRDF, NSO Labor Force Survey July 2008

*ranges of minimum wages in PhP are Bicol = 187 to 239, West Visayas = 193 to 235, Caraga = 203 to 233 and ARMM = 210 to 222

Youth in the informal sector. The number of employed youth workers in the informal sector is forecast to reach 30,401 persons in 2011. This is 57.6 percent of the total employed youth workers in both formal and informal sectors which total to 52,779 persons belonging to the 15-24 age bracket in absolute magnitude.

Table 3.17. Public Employment Service Offices in Masbate (Non-institutionalized)

Name of PESO	Location	Manager-designate
1. Provincial PESO	Masbate City	Florentino Atazar
2. Aroroy Municipal PESO	Aroroy, Masbate	Antonio Ferrer Sr
3. Baleno Municipal PESO	Baleno, Masbate	Ave Suplito
4. Balud Municipal PESO	Balud, Masbate	Raul Enojas (inactive)
5. Batuan Municipal PESO	Batuan, Masbate	Abner Bocboc
6. Cataingan Municipal PESO	Cataingan, Masbate	Noel Mapula (inactive)
7. Cawayan Municipal PESO	Cawayan, Masbate	Carmelito Piedad
8. Claveria Municipal PESO	Claveria, Masbate	Jose Fernando (inactive)
9. Dimasalang Municipal PESO	Dimasalang, Masbate	Jose Bunan Jr
10. Esperanza Municipal PESO	Esperanza, Masbate	Cernac Conag
11. Mandaon Municipal PESO	Mandaon, Masbate	No PESO designate
12. Milagros Municipal PESO	Milagros, Masbate	Imelda Mahinay
13. Mobo Municipal PESO	Mobo, Masbate	Concepcion Duran
14. Monreal Municipal PESO	Monreal, Masbate	Archibald Rejuso
15. Palanas Municipal PESO	Palanas, Masbate	Romson Mijares
16. Pio V Corpuz Municipal PESO	Pio V Corpuz, Masbate	Graciano Tamayo
17. Placer Municipal PESO	Placer, Masbate	No PESO designate
16. San Fernando Municipal PESO	San Fernando, Masbate	Ramon Divina
19. San Jacinto Municipal PESO	San Jacinto, Masbate	Ma Chinel Delavin
20. San Pascual Municipal PESO	San Pascual, Masbate	Pascual Placencia
21. Uson Municipal PESO	Uson, Masbate	Armeda Manlapaz
22. Masbate City PESO	Masbate City	Judel Briones (inactive)

Source: DOLE Masbate

LOCAL EMPLOYMENT SERVICE PROVIDERS (ESPs)

Private recruitment and placement agencies. As of May 2011, there are no local private employment service providers in Masbate. Some Special Recruitment Activity (SRA) are undertaken for overseas employment by PRPAs based outside of Masbate. This is mostly for domestic helpers and aides for deployment to the Middle East. Mother's Way Overseas Manpower Specialist Corp, Nonstop Overseas Agency and Luminary Consolidated Co Inc are just three PRPAs based outside of Masbate which regularly conducts SRAs in the province.

Public employment service offices. There are currently 22 PESOs in Masbate. This is actually two PESOs short of the 24 PESOs operating in the island a few years back. No longer active are school-based PESO Masbate Colleges Inc and NGO-based MASEDECO. All existing PESOs are non-institutionalized and a handful are inactive or has no PESO designate.

Those towns which do have PESOs have PESO managers that are merely designated and perform PESO functions over and above their main local government jobs. It is not unusual for PESO manager-designates to be wearing two or three different hats all at the same time. And because most PESO designates have regular jobs as middle-level managers in their respective LGUs, there is some conflict in scheduling between activities done in local government administration and activities done in furtherance of PESO activities.

Employment services for youth and returning migrants. Due to constraints in finances, manpower and time, the most visible program and one with which PESOs are very much identified with are job fairs and implementation of the Special Program for Employment of Students (SPES). SPES is a program wherein students are given summer jobs by employers from government and the private sector. As an incentive to these employers to hire more students, DOLE pays 40 percent of the wages of the students while the remaining 60 percent is shouldered by the employer.

For 2011, SPES beneficiaries include 28 youth from Esperanza, 30 youth from Mobo, 22 youth from Palanas, 71 youth from San Jacinto, 44 youth from San Pascual and 100 youth from Aroroy. Due to lack of funds, the provincial PESO of Masbate did not pursue the SPES program this year. Masbate City, which is the most urbanized area in the island, also is inactive in this area.

All SPES program in the island are government-sponsored except for ten SPES beneficiaries taken in by Filminera Mining Corp in Aroroy. For the rest, the PHP190 daily wage given to SPES beneficiaries is shouldered by DOLE (40 percent) and the local governments (60 percent). As an example, of the 100 SPES beneficiaries in Aroroy, ten are with Filminera doing office work in the mining company. The rest are employed by the different branches of the local government including Sangguniang Bayan Office, AECS, PESO, MAO, MTO, Mayor's Office, AWES, General Services Office, BIR, MSWDO, MHO, Bureau of Fire Protection, Municipal Administrator's Office, Municipal Planning and Development Office, COMELEC, Municipal Agriculturist's Office, HRMO, DILG, Market Supervisor, Municipal Vice Mayor's Office, MPDC, ANHS, PNP.

- 22 Non-institutionalized PESOs
 - One Provincial PESO in Masbate City
 - No school-based PESOs
 - No NGO-based PESOs
 - 20 municipality-based PESOs
 - One city-based PESO
- No Overseas PRPA
- No Local PRPA
- Some SRA (less than 5 per year in selected municipalities)
- Unknown number of human trafficking/illegal recruitment (many exit points)

Figure 3.1. Employment service providers in Masbate

USER PROFILE OF EMPLOYMENT SERVICES

User-clients (demand for labor). The government sector is the biggest user client of PESO services on the demand side. Local government units provide a ready supply of jobs at the local level from provincial to municipal to barangay. As an example, the Municipality of Aroroy, through its PESO, has placed 487 workers from January to April 2011 in different branches of the local government. Private employers using PESOs are still minimal.

Table 3.18. Users of local employment services provided by PESO

Type of User	Programs and Services Provided by PESO
Students and In-school Youth	SPES, Job Fairs, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Walk-in Jobseekers (Usually Youth)	Job Fairs, Referral and Placement, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Local Employers	Referral of Jobseekers for Job Vacancies
Private Recruitment and Placement Agencies (PRPAs) Based Outside Province	Special Recruitment Activity (SRA) in Cooperation with Provincial and Municipal Governments
Government Agencies at Local Level (LGUs)	SPES, Job Referral and Placement

User-clients (supply of labor). Students and jobseekers from the youth sector are the two main clients of PESOs on the supply side. As to qualifications, highest educational attainment of 55 percent female and 42.8 percent male youth was at the high school level. Also, almost one-half (48.3 percent) of male youth and one third (31.7 percent) of female youth reached only the elementary level. High dropout rates are caused by parental expectation that youth should help in the farm, fishing, microenterprises and other economic activities of parents. Only 3.8 percent of female and 2 percent of male youth finished college.

Table 3.19. Highest Educational Attainment of Youth in Masbate (in percent)

	Male	Female
Elementary & below	48.3	31.7
High school	42.8	55.0
College undergraduate	6.4	8.9
College graduate	2.0	3.8
Not stated	0.5	0.7
N (in thousand)	66	55

Source: DRDF/NSO 2007 Census of Population and Housing

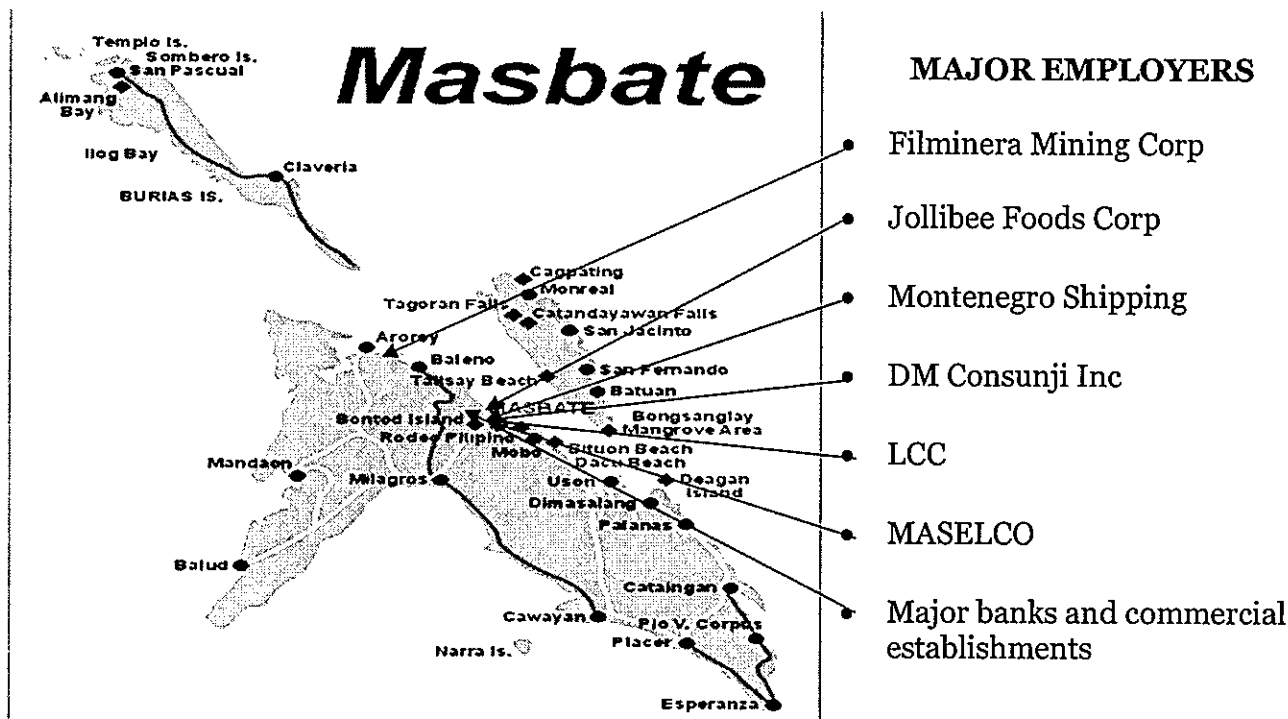


Figure 3.2. Major employers in Masbate (potential PESO clients) and potential entrepreneurship opportunities

4. LOCAL EMPLOYMENT SERVICES IN AGUSAN DEL SUR



THE LOCAL LABOR MARKET IN AGUSAN DEL SUR

Supply of labor. According to the 2007 Census of Population, there were 609,447 people in the province of Agusan del Sur. Annual population growth rate between the last census year of 2000 and 2007 was 1.20 percent. Of the total population, 19.74 percent are found in the 15-24 year age bracket. There were 120,291 youth in Agusan del Sur as of 2007. This is lower than that observed for data on the national level. On average, youth comprises 20 percent of the national population. One reason for the lower percentage of youth in the total population of Agusan del Sur is outmigration to cities and abroad. The City of Bayugan, followed by Prosperidad and San Francisco are the most populous areas. They are also the most prosperous and economically active inasmuch as they are located in strategic portions of the province and serves as a catch basin for the economic flow of goods and services.

For 2011, the population of the province is expected to increase to 639,231 persons, of which around 380,982 are in the working age group of 15 years old and over. The labor force, consisting of both employed and unemployed people, totals to 250,305 persons. The magnitude of the unemployed is expected to reach 19,023 persons while the underemployed will reach 58,283.

Table 4.1. Labor supply in Agusan del Sur (2011 Projections)

	Pop'n	Working Age Pop'n	Labor Force	Em- ployed	Unem- ployed	Under- employed
City of Bayugan	99,676	59,407	39,030	36,064	2,966	9,088
Bunawan	37,505	22,353	14,686	13,570	1,116	3,420
Esperanza	49,988	29,793	19,574	18,086	1,488	4,558
La Paz	26,446	15,762	10,356	9,569	787	2,411
Loreto	36,238	21,598	14,190	13,111	1,079	3,304
Prosperidad	79,074	47,128	30,963	28,610	2,353	7,210
Rosario	32,822	19,562	12,852	11,875	977	2,993
San Francisco	65,954	39,309	25,826	23,863	1,963	6,013
San Luis	31,911	19,019	12,495	11,546	949	2,909
Santa Josefa	26,192	15,610	10,256	9,477	779	2,388
Talacogon	34,710	20,687	13,591	12,559	1,032	3,165
Trento	48,507	28,910	18,994	17,550	1,444	4,423
Veruela	38,664	23,044	15,140	13,989	1,151	3,525
Sibagat	31,544	18,800	12,352	11,413	939	2,876
AGUSAN DEL SUR	639,231	380,982	250,305	231,282	19,023	58,283

Source: Basic data from NSO Labor Force Survey (January 2011) and NSO Census of Population (2007)

Note: The working age population is the number of persons who are 15 years old and over (the legal minimum working age is 15 years for nonhazardous occupations and/or should be under supervision of parents); According to the 2007 Census of Population, persons who are of working age (15 years old and over) in Agusan del Sur constitute 59.6% of total population;

The labor force is the sum of employed and unemployed persons. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms;

The underemployed is a subset of the employed. The technical definition of the unemployed is also found in the section on Definition of Terms;

Population for 2011 was estimated based on the annual geometric growth rate of 1.20 based on 2000-2007;

Regional rates for labor force participation (65.7%), employed (92.4%), unemployed (7.6%) and underemployed (25.2%) were used as proxy for provincial rate.

Demand for labor. There are big business firms in the province engaged mostly in logging and wood-based products processing as well as gold mining. The biggest of these potential sources of employment are Philsaga Mining Corp (gold mining), Filipinas Palm Oil Plantations Inc (palm oil), Caraga Palm Ventures Inc (palm oil), Casilayan Softwood Development Corp (wood), Provident Tree Farms Inc (wood), Agumil Philippines Inc (palm oil processing) and Agusan Plantations Inc (palm oil). The wood-based industry is based in Talacogon, Agusan del Sur. The government is one of the biggest, if not the biggest, employer in the province through its local government units at the municipal and barangay levels.

Table 4.2. Major companies in Agusan del Sur

Company	Location	Cap (P)
DPP Lumber & Woodcrafts	Bayugan	150,000
Bayugan-Tek's Furniture	Bayugan	50,000
Edgar's Woodcraft	Bayugan	15,000
Marianne's Furniture, Stick & Lumber	Bayugan	30,000
PNA Mini Sawmill & Lumber Dealer	Bayugan	50,000
Elmo Woods	Bayugan	
Hantex Mfg Corp	Bayugan	
JCA Rubber Development Corp	Bayugan	
New Jubane Furniture	Bunawan	30,000
New Esperanza Woodtech Industries	Esperanza	1,000,000
Big Brothers Furniture & Lumber Dealer	Esperanza	50,000
Venj Furniture Shop	Esperanza	10,000
Ray Wood Hand-Crafted Furniture (Esperanza Branch)	Esperanza	100,000
Esperanza Wood Products Enterprise Inc	Esperanza	
3 RJC's Furniture & Display Center	La Paz	50,000
STARBFMC Furniture Shop	Loreto	19,000
Datu Panlabanan Bayanihan Tribal Farmers Association Furniture Shop	Loreto	30,000
RV Dellomes Mini-Sawmill	Prosperidad	500,000
MS Ariola Furniture	Prosperidad	3,000
Allison Woodcraft	Prosperidad	1,500,000
BL Furniture & Iron Works	Prosperidad	50,000
Brital Wood Processing Center	Prosperidad	50,000
DHM Furniture & Display Center	Prosperidad	10,000
Philsaga Mining Corp	Rosario	
Bade's Furniture & Welding Shop	Rosario	50,000
Edward Wood Furniture	Rosario	15,000
RS Fuentes Furniture Shop	Rosario	75,000
Epocite Wood Products & Furniture	Rosario	150,000
Ochenta Woodcraft & Casket Maker	Rosario	50,000
Filipinas Palm Oil Plantations Inc	San Francisco	
Taisun Furniture Industry Corp.	San Francisco	75,000
JQ Macarayo Furniture	San Francisco	80,000
Daclag Furniture	San Francisco	30,000
Rosewood Furniture	San Francisco	30,000
Thelma Jala Furniture	San Francisco	50,000
San Francisco Association of Differently Abled Persons MPC	San Francisco	200,000
Thelma Jala Furniture	San Francisco	50,000

Sibagat Wood Works	Sibagat	100,000
Agusan del Sur Resource Base Dev Co	Sta Josefa	480,000
Caraga Palm Ventures Inc	Sta Josefa	
Arnie's Lumber & Furniture	Talacogon	100,000
Agri-Wood Development & Resources Corp	Talacogon	125,000
Casilayan Softwood Development Corp (CSDC)	Talacogon	
Clarine Woodcraft	Talacogon	25,000
Provident Tree Farms Inc	Talacogon	
Talacogon Woodworks Inc	Talacogon	
Agriwood/ Sinafal Corp	Talacogon	
Zilwood Corp	Talacogon	
Jigsaw Industries	Talacogon	
Manobo NZ Regal Wood Processing	Talacogon	
PNA Sawmill	Talacogon	
ASTRA Mini Sawmill	Talacogon	
Mindahila Mini Sawmill	Talacogon	
Woodhouse Mini Sawmill	Talacogon	
Agumil Philippines Inc	Trento	
Agusan Plantations Inc	Trento	
Pulido's Woodcraft	Trento	150,000
Batingao Agro-Forestry Adventures	Trento	100,000
Wood Station Mini-Sawmill & Lumber Dealer	Trento	600,000
Wood Station Enterprise	Trento	450,000
Emmirose Woodcraft	Trento	3,000,000
Wild Trends Woodcraft	Trento	100,000
4's Wood Industries	Trento	100,000

Source: ASERBAC and PENRO 2009

The informal sector. The informal sector is strong in agriculture. Most of these units are households which operate at low levels of organization. These household unincorporated enterprises are owned and operated by households not constituted as legal entities independent of the household that owns them. Labor relations where they exist are based on casual employment, kinship and personal relationships.

For 2011, some 130,212 persons, or 56.3 percent, of the 231,282 employed persons in Agusan del Sur are anticipated to belong to the informal sector. For the entire Philippines, a third (34.4 percent) of informal sector workers by occupational group are projected to be engaged in farming, forestry and fishing followed by those engaged in unskilled labor (29.7 percent). Industry-wise, more than half of IS workers will be coming from agriculture (54.5 percent) followed by services (39.5 percent) and industry (6 percent).

Youth employment. The youth population of the province is expected to reach 125,929 persons in 2011. Of this number, 67,120 will be persons not in the labor force. These include fulltime students, housewives and those without work and are not actively looking for a job for a considerable period of time. Employed youth are estimated to reach 50,498 persons of which the majority (32,112 persons) will be considered as underemployed. The magnitude of the unemployed is expected to reach 8,311 persons belonging to the 15 to 24 age bracket.

Table 4.3. Employment status of youth (Caraga including Agusan del Sur)

	Both Sexes	Male	Female
Employed	40.1%	51.5%	27.8%
Underemployed	25.5%	31.6%	13.1%
Unemployed	6.6%	7.3%	5.8%
Not in labor force	53.3%	41.2%	66.4%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, 51.5 percent of all male youth are historically employed, 31.6 percent of which are male youth joining the ranks of the underemployed. Unemployment rate for male youth is pegged at 7.3 percent while 41.2 percent of all male youth are not considered part of the labor force.

Employment rate for female is lower at 27.8 percent of which 13.1 percent are underemployed. The main reason for the comparatively lower rate of employment for females is that more of them are not in the labor force. Most are full time students or not actively seeking work since they are housekeepers in their households of origin. Two-thirds (66.4 percent) of females are not in the labor force compared to 41.2 percent of males.

Table 4.4. Youth employment in Agusan del Sur (2011 projections)

	Youth Population	Not in Labor Force	Em- ployed	Unem- ployed	Under- employed
City of Bayugan	19,636	10,466	7,874	1,296	5,007
Bunawan	7,388	3,938	2,963	488	1,884
Esperanza	9,848	5,249	3,949	650	2,511
La Paz	5,210	2,777	2,089	344	1,329
Loreto	7,139	3,805	2,863	471	1,820
Prosperidad	15,578	8,303	6,247	1,028	3,972
Rosario	6,466	3,446	2,593	427	1,649
San Francisco	12,993	6,925	5,210	857	3,313
San Luis	6,286	3,351	2,521	415	1,603
Santa Josefa	5,160	2,750	2,069	340	1,316
Talacogon	6,838	3,645	2,742	451	1,744
Trento	9,556	5,093	3,832	631	2,437
Veruela	7,617	4,060	3,054	503	1,942
Sibagat	6,214	3,312	2,492	410	1,585
Agusan del Sur	125,929	67,120	50,498	8,311	32,112

Source: Basic data from NSO Labor Force Survey (July 2008) as calculated by DRDF and NSO Census of Population (2007)

Note: The youth population constitutes persons in the 15 to 24 age bracket (United Nations definition); According to the 2007 Census of Population, youth constitute 19.7% of total population in Agusan del Sur;

Youth population equals the sum of those not in the labor force plus the employed and the unemployed; Youth labor force is the sum of employed and unemployed youth. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms;

The underemployed is a subset of the employed. The technical definition of the underemployed is also found in the section on Definition of Terms;

Population for 2011 was estimated based on the annual geometric growth rate of 1.20 based on 2000-2007;

Regional rates for youth not in the labor force (53.3%), employed (40.1%), unemployed (6.6%) and underemployed (25.5%) were used as proxy for provincial rate.

Youth unemployment. By age groups, those in the 15-19 year age bracket historically have a lower unemployment rate of 47.8 percent compared to 52.5 percent for the 20-24 year age bracket. The reason is that most people in the 15-19 year age group are full time students and this classifies them as persons not in the labor force.

Table 4.5. Unemployed youth by age group

	Caraga including Agusan del Sur	Philippines
15 to 19	47.8%	36.8%
20 to 24	52.5%	63.2%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, females showed a lower historical unemployment rate of 42.3 percent compared with 57.7 percent for males. Again, this is explained by their lower labor force participation rate.

Table 4.6. Unemployed youth by sex

	Caraga including Agusan del Sur	Philippines
15 to 19	57.7%	55.1%
20 to 24	42.3%	44.9%

Source: DRDF, NSO Labor Force Survey July 2008

The bulk of the unemployed youth (50.4 percent) are high school graduates and college undergraduates. Elementary graduates and high school undergraduates constitute 27.1 percent of the unemployed. Also, 12.1 percent of the unemployed are college degree holders while 10.3 percent constitute those whose education is below the elementary graduate level.

Table 4.7. Unemployed youth by highest education

	Caraga including Agusan del Sur
Less than elementary graduate	10.3%
Elementary graduate - high school undergraduate	27.1%
High school graduate – college undergraduate	50.4%
College graduate	12.1%

Source: DRDF, NSO Labor Force Survey July 2008

Meanwhile, job search duration is highest at one to two weeks searching for a job. 33.2 percent said they have been job hunting for a week and 35.5 percent said they were looking for work for two weeks. Based on this criterion, the implication is that the local labor market is not so tight since the time spent by unemployed people looking for a job is of shorter duration.

Table 4.8. Unemployed youth by number of weeks looking for work

	Caraga including Agusan del Sur	Philippines
One week	33.2%	19.3%
Two weeks	35.5%	21.9%
Three weeks	15.7%	14.0%
Four weeks	6.1%	16.5%
Five weeks or more	9.6%	28.3%

Source: DRDF, NSO Labor Force Survey July 2008

Using the criteria of number of times looking for work, however, implies some tightness in the labor market since 44.6 percent of unemployed youth are first-time jobseekers compared to 55.4 percent who are repeat jobseekers, that is, they already have had experience at work. The higher rate of repeat jobseekers indicates the contractual and fluid nature of jobs available. This puts a strain on first time jobseekers since there is more competition for them and holding other things equal, an employer will most likely select somebody with experience as opposed to a first-time jobseeker who has no work experience.

Table 4.9. Unemployed youth by times looking for work

	Caraga including Agusan del Sur	Philippines
First Time	44.6%	38.1%
Not First Time	55.4%	61.9%

Source: DRDF, NSO Labor Force Survey July 2008

For those who are unemployed but are not looking for work, the major reason cited is the belief that there is no job available in the market (39.7 percent). Technically, these people are classified as discouraged workers. It should be noted that there is a time limit set by the labor force survey as to who is considered as a discouraged worker and who is not. Somebody who has no job, is available for work and is actively searching for a job is considered as unemployed. Somebody who meets the first two criteria plus the fact that he has not searched for work in the past six months at the time of the survey is still considered as unemployed, albeit as a discouraged worker. But once a person stopped looking for work for more than six months, he is technically no longer classified as unemployed or as a discouraged worker. He is simply no longer part of the labor force.

Other reasons cited by persons who are unemployed and are not looking for work are that they are presently waiting to be rehired by their former employers (27.2 percent) and awaiting past job application (18.7 percent).

Table 4.10. Unemployed youth by reason why not looking for work

	Caraga including Agusan del Sur	Philippines
Believe no work available	39.7%	40.0%
Awaiting past job application	18.7%	30.4%
Temporary illness	10.4%	5.6%
Bad weather	3.9%	2.3%
Waiting for job recall/rehire	27.2%	21.7%

Source: DRDF, NSO Labor Force Survey July 2008

For the unemployed who are not first time jobseekers, more than half (51.5 percent) are laborers and unskilled workers while 19.5 percent are engaged in services, shops and marketing sales.

Table 4.11. Previous work of jobseeker

	Caraga including Agusan del Sur	Philippines
Laborers and unskilled workers	51.5%	39.5%
Service & shop & market sales	19.5%	27.9%
Farmers, forestry & fishermen	6.8%	2.7%
All other occupation	22.2%	29.9%

Source: DRDF, NSO Labor Force Survey July 2008

Youth underemployment. More than half of underemployed youth (58.6 percent) are from the 20-24 year old age group. The rest (41.4 percent) are from the 15-19 year old age group. Underemployment is a perceived construct. Underemployed youth in the 20-24 age category are young adults who may be starting families and this may be the reason why many of them feel that they need more hours of employment that translates to more income to sustain family needs. In contrast, those in the 15-19 age group may not necessarily be faced with such a situation and have lighter obligations to think about.

Table 4.12. Underemployed youth by age group

	Caraga including Agusan del Sur	Philippines
15 to 19	41.4%	43.3%
20 to 24	58.6%	56.7%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, males demonstrated a greater desire for additional employment (82.9 percent) compared with their female counterparts (17.1 percent). Again, this may be explained by the fact that males are heads of family and have greater obligations.

Table 4.13. Underemployed youth by sex

	Caraga including Agusan del Sur	Philippines
Male	82.9%	76.6%
Female	17.1%	23.4%

Source: DRDF, NSO Labor Force Survey July 2008

Rates of underemployment are highest among those who finished elementary and some high school (33.8 percent) and also among those who finished high school and some college (33.4 percent). Those whose highest educational attainment is less than elementary graduate comprise 27.9 percent of the underemployed.

Only a handful of college graduates (4.9 percent) wanted additional hours of work. The probable reason for high rates of underemployment among people whose highest educational attainment is below the college graduate level is that minimum wages (and more often than not, less than minimum wages) tend to be the norm.

Table 4.14. Underemployed youth by highest education

	Caraga including Agusan del Sur	Philippines
Less than elementary graduate	27.9%	19.8%
Elementary graduate - high school undergraduate	33.8%	35.9%
High school graduate – college undergraduate	33.4%	38.6%
College graduate	4.9%	5.7%

Source: DRDF, NSO Labor Force Survey July 2008

By industry, agriculture and fishing encompasses the sector with the most underemployed youth (58.9 percent). This is a result of the seasonal and informal nature of employment in this sector. To some extent, underemployment also characterizes the sales and service industry (12.7 percent share in underemployment among all industries).

Table 4.15. Underemployed youth by type of industry where found

	Caraga including Agusan del Sur	Philippines
Agriculture & fishing	58.9%	53.2%
Sales & service	12.7%	16.4%
Manufacturing	5.8%	9.3%
Transport & telecommunications	5.1%	5.4%
All other industries	17.5%	15.7%

Source: DRDF, NSO Labor Force Survey July 2008

It is understandable to find the underemployed in work where they perform minimal number of hours per week. Some 42.7 percent of underemployed youth worked less than 24 hours during the reference period. However, the trend indicates that even those with full time work are prone to consider themselves as underemployed (technically, these are the so-called invisibly underemployed). Thus, the underemployed also include those whose hours of work fall between 24 to 39 hours (30.7 percent) and those whose hours of work are in the 40 to 48 hours category (26 percent).

Table 4.16. Underemployed youth by number of hours worked in past week

	Caraga including Agusan del Sur	Philippines
Less than 24 hours	42.7%	27.3%
24 to 39 hours	30.7%	31.1%
40 to 48 hours	26.0%	40.0%
Others	0.6%	1.6%

Source: DRDF, NSO Labor Force Survey July 2008

As to basic pay per day, the bulk of 74.5 percent receive less than minimum compensations. Only 2.7 percent are receiving minimum wages and 22.8 percent wages above the minimum. The situation is brought about by the sluggish economy of the province. Employers reason out that their complying with the minimum wage law would mean cutting on labor requirements and worse, the folding up of their enterprises due to high overhead expenses, including labor expenses. It is the microenterprises and small and medium enterprises which are usually not able to comply with minimum wage regulations. This is not so much a problem with large enterprises.

Table 4.17. Underemployed youth by basic pay per day*

	Caraga including Agusan del Sur
Less than minimum	74.5%
Minimum wage	2.7%
More than minimum	22.8%

Source: DRDF, NSO Labor Force Survey July 2008

*ranges of minimum wages in PhP are Bicol = 187 to 239, West Visayas = 193 to 235, Caraga = 203 to 233 and ARMM = 210 to 222

Youth in the informal sector. The number of employed youth workers in the informal sector is forecast to reach 28,430 persons in 2011. This is 56.3 percent of the total number of employed youth workers which is 50,498 persons in the 15-24 age bracket.

LOCAL EMPLOYMENT SERVICE PROVIDERS (ESPs)

Private recruitment and placement agencies. There are no private agencies registered with the Department of Labor and Employment Provincial Office. However, this does not mean the absence of recruitment activities.

Special recruitment activities (SRAs) are conducted in the province by POEA-registered recruitment and placement agencies. Under this scheme, these agencies are given authority to recruit outside of their usual place of recruitment. Once inside the province, they

coordinate with the mayor's offices or public employment service offices (PESOs) which issue them a certificate stating that they do not object to the activity.

Most of these recruitment agencies are based in Butuan, Davao or Manila. Two of these are OTG International Placement Agency (Davao City) and Zontar Manpower Services (Davao City). They recruit in different municipalities within Agusan del Sur. After getting permission from the local government, they advertise their recruitment activity through posters, flyers, and word-of-mouth. A specific date is set in which they invite applicants to report to the local PESO/municipal office for initial screening. Not all applicants pass the initial screening. Only a small percentage prequalify. Most, if not all, job vacancies are for domestic helpers (DH) for deployment to the Middle East and other Muslim countries.

Public employment service offices. There are 15 PESOs in the province. Two of these---Agusan del Sur Provincial PESO and Sibagat PESO---are institutionalized. There are as yet no PESOs based in schools or non-government organizations.

Table 4.18. Public Employment Service Offices in Agusan del Sur

Name of PESO	Location	Manager-designate
Agusan del Sur Provincial PESO	Prosperidad AdS	Divina Lagumbay
Bayugan City PESO	Bayugan City AdS	Charles Anggayong
Bunawan Municipal PESO	Bunawan AdS	Godofredo Sabuerdo
Esperanza Municipal PESO	Esperanza AdS	Pauline Jaramillo
La Paz Municipal PESO	La Paz AdS	Josefina Mondejar
Loreto Municipal PESO	Loreto AdS	Mary Ann Lumantas
Prosperidad Municipal PESO	Prosperidad AdS	Christine Alvizo
Rosario Municipal PESO	Rosario AdS	Leonora Bayron
San Francisco Municipal PESO	San Francisco AdS	Rosario Tutor
San Luis Municipal PESO	San Luis AdS	Marlyn Dejado
Sibagat Municipal PESO	Sibagat, AdS	Josephine Cajoles
Sta Josefa Municipal PESO	Sta Josefa AdS	Rhoniel Serenado
Talacogon Municipal PESO	Talacogon AdS	Remegio Remedio
Trento Municipal PESO	Trento AdS	Alale Frias

Source: Agusan del Sur Provincial PESO

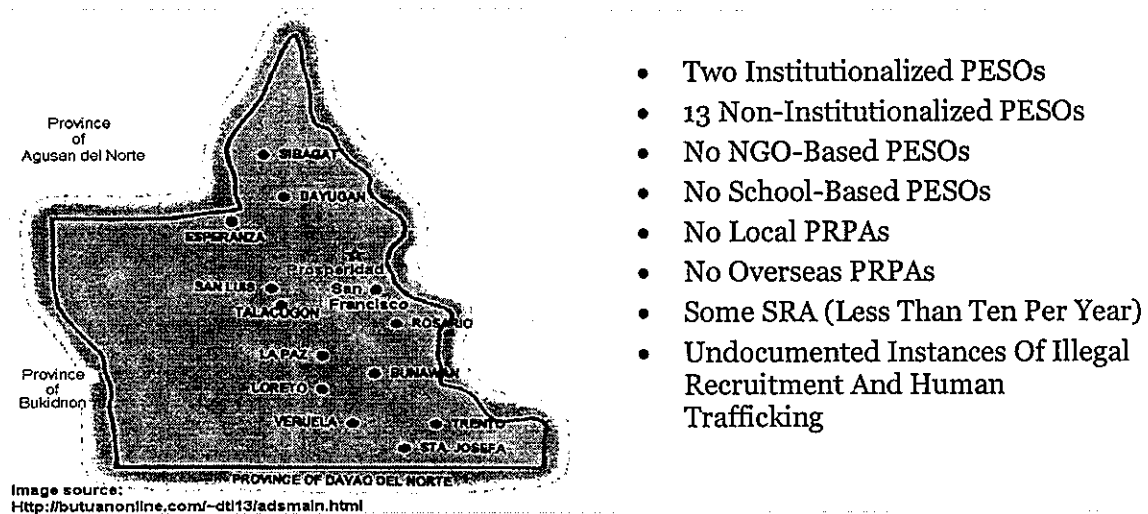


Figure 4.1. Employment service providers in Agusan del Sur

Employment services for youth and returning migrants. Due to constraints in finances, manpower and time, PESOs are very much identified with job fairs and implementation of the Special Program for Employment of Students (SPES). The most visible and popular program of the local government for youth is the Special Program for Employment of Students (SPES). SPES is a program wherein students are given summer jobs by employers from government and the private sector. As an incentive to these employers to hire more students, DOLE pays 40 percent of the wages of the students while the remaining 60 percent is shouldered by the employer.

From 2007 to 2010, the province implemented the SPES program at a cost of Php500,000 per annum benefitting 100 students yearly. In terms of impact, 108 student-participants in the program have since graduated from their studies crediting SPES as a helping mechanism for them to be able to accomplish this. Between 2007 and 2010, some 60 students were trained in beads making, 48 out-of-school youth in therapeutic massage and 21 OSYs in haircutting. Under Kabataan Information Technology program, 200 Alternative Learning System (ALS) participants were given computer literacy skills in 2010 in San Francisco, Prosperidad, Bayugan and Sibagat.

Some effort in career guidance, employment counseling, labor market information and referral and placement are also undertaken. But this continues to be a challenge due to shortage of funds, manpower and multitasking responsibilities of available staff. Meanwhile, there is currently no institutionalized program for returning migrants. However, skills training were provided in 2010 for 48 OFW dependents in the province.

USER PROFILE OF EMPLOYMENT SERVICES

User-clients (demand for labor). The government sector is the biggest user client of PESO services on the demand side. Local government units provide a ready supply of jobs at the local level from provincial to municipal to barangay level. Private employers using PESOs are still minimal.

User-clients (supply of labor). Students and jobseekers from the youth sector are the two main clients of PESOs on the supply side. As to their qualifications, highest educational attainment of 57.4 percent female and 49.1 percent male youth was high school level. Also, 40.7 percent of male youth reached only the elementary level or below compared to 25.7 percent for female youth. This is brought about by high dropout rates for male youth compared to female youth. The most common reason for higher dropout rates of males is that they have to help in the farm, fishing and other economic activity of parents. Nonetheless, figures for female youth were also alarming. 12.6 percent of female youth and 7.7 percent of male youth were college undergraduates while only 1.7 percent of male and 3.5 percent of female youth were college graduates.

Table 4.19. Users of local employment services provided by PESO

Type of User	Programs and Services Provided by PESO
Students and In-school Youth	SPES, Job Fairs, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Walk-in Jobseekers (Usually Youth)	Job Fairs, Referral and Placement, Career Guidance and Counseling, Employment Guidance and Counseling, Trainings
Local Employers	Referral of Jobseekers for Job Vacancies
Private Recruitment and Placement Agencies (PRPAs) Based Outside Province	Special Recruitment Activity (SRA) in Cooperation with Provincial and Municipal Governments
Government Agencies at Local Level (LGUs)	SPES, Job Referral and Placement

Table 4.20. Highest Educational Attainment of Youth in Agusan del Sur (in percent)

				Male	Female
Elementary & below				40.7	25.7
High school				49.1	57.4
College undergraduate				7.7	12.6
College graduate				1.7	3.5
Not stated				0.6	0.8
N (in thousand)				63	56
Source: DRDF/NSO 2007 Census of Population and Housing					

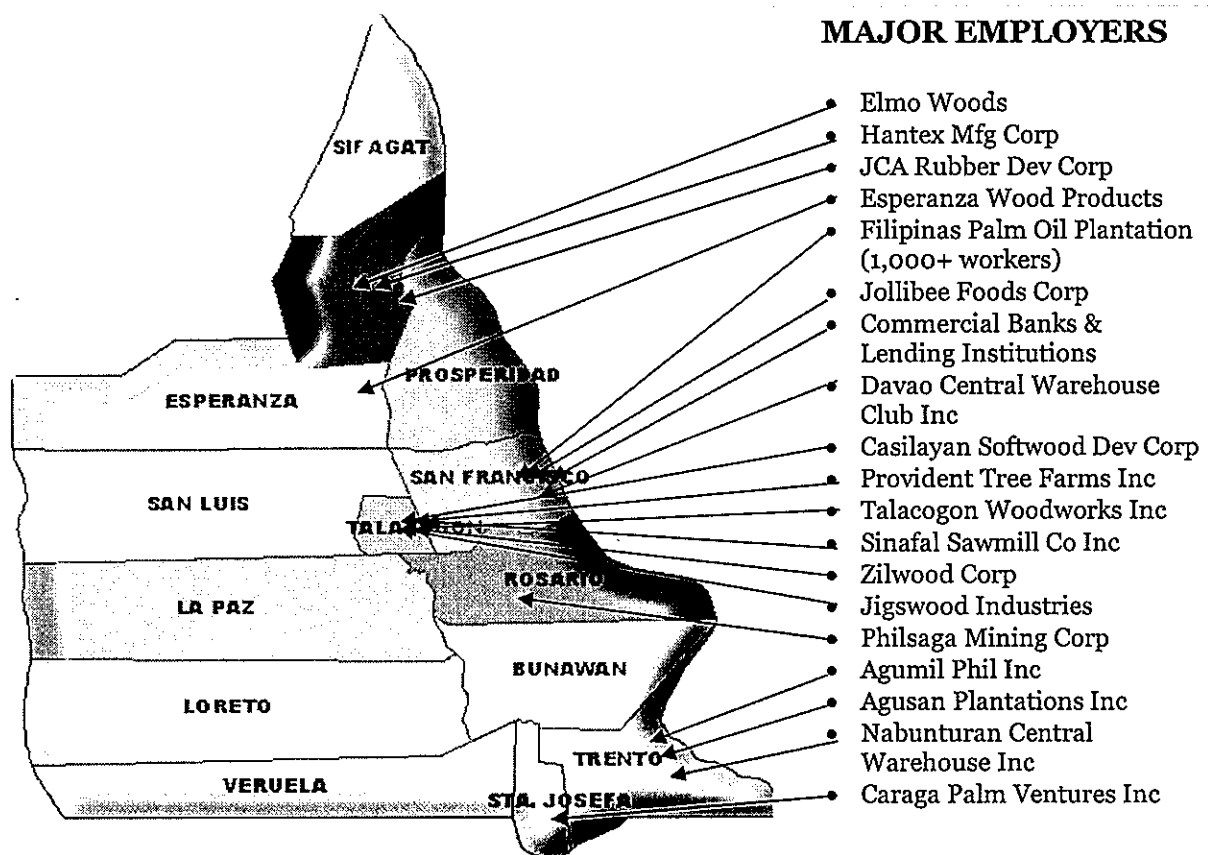


Figure 3.2. Major employers in Agusan del Sur (potential PESO clients) and potential entrepreneurship opportunities

5. LOCAL EMPLOYMENT SERVICES IN MAGUINDANAO



THE LOCAL LABOR MARKET IN MAGUINDANAO

Supply of labor. According to the National Statistics Office, there were 1,273,715 people in the province in 2007. This translates to a high 6.6 percent annual growth rate in population between the last census year of 2000 and 2007. In contrast, normal population rate of growth in other provinces in the Philippines was only in the vicinity of 1 and 2 percent. Of the total population, 18.76 percent are found in the 15-24 year age bracket. There were approximately 238,914 youth in Maguindanao as of 2007. This is lower than that observed for data on the national level.

On average, youth comprises 20 percent of the national population. One reason for the lower percentage of youth in the total population of Maguindanao is the continued

outmigration of youth from the province to destinations such as Manila and abroad. Of the 33 towns, Sultan Kudarat (Nuling) is the most populous with 9.5 percent of the total provincial population followed by Datu Odin Sinsuat (Dinaig) (8.1 percent), Parang (8.0 percent) and Shariff Aguak (Maganoy) with 5.5 percent. These three towns are contiguous to Cotabato City which is the strategic center of trade and government.

For 2011, the population of the province is expected to reach 1,644,754 persons if the trend continues, of which around 949,023 are in the working age group of 15 years old and over. The labor force, consisting of both employed and unemployed people, is projected to total to 528,606 persons. The magnitude of the unemployed is expected to reach 20,616 persons while the underemployed will reach 93,470.

Table 5.1. Labor supply in Maguindanao (2011 Projections)

	Popl'n	Working Age Popl'n	Labor Force	Em- ployed	Unem- ployed	Under- employed
Ampatuan	43,520	25,111	13,987	13,441	546	2,473
Buldon	47,697	27,521	15,329	14,731	598	2,711
Buluan	41,722	24,074	13,409	12,886	523	2,371
Datu Paglas	38,712	22,337	12,442	11,956	486	2,200
Datu Piang	64,528	37,233	20,738	19,930	808	3,667
Datu Odin Sinsuat (Dinaig)	133,992	77,313	43,063	41,384	1,679	7,615
Shariff Aguak (Maganoy)	90,830	52,409	29,192	28,053	1,139	5,162
Matanog	46,899	27,061	15,073	14,485	588	2,665
Pagalungan	40,098	23,137	12,887	12,384	503	2,279
Parang	132,032	76,182	42,434	40,779	1,655	7,503
Sultan Kudarat (Nuling)	156,666	90,396	50,351	48,387	1,964	8,903
Sultan Sa Barongis (Lambayong)	33,273	19,199	10,693	10,277	416	1,891
Kabuntalan (Tumbao)	28,877	16,662	9,281	8,919	362	1,641
Upi	53,921	31,112	17,330	16,654	676	3,064
Talayan	33,255	19,188	10,688	10,271	417	1,890
South Upi	41,340	23,853	13,286	12,768	518	2,349
Barira	35,649	20,569	11,457	11,010	447	2,026
Gen. S.K. Pendatun	46,536	26,851	14,956	14,373	583	2,644
Mamasapano	37,816	21,820	12,154	11,680	474	2,149
Talitay	28,362	16,365	9,115	8,760	355	1,612
Pagagawan	42,607	24,584	13,693	13,159	534	2,421
Paglat	30,258	17,459	9,725	9,345	380	1,719
Sultan Mastura	33,239	19,179	10,683	10,266	417	1,889
Guindulungan	30,703	17,716	9,868	9,483	385	1,745
Datu Saudi-Ampatuan	58,271	33,622	18,728	17,997	731	3,311

Datu Unsay	52,326	30,192	16,817	16,161	656	2,974
Datu Abdullah Sangki	42,948	24,781	13,803	13,265	538	2,441
Rajah Buayan	32,248	18,607	10,364	9,960	404	1,833
Datu Blah T. Sinsuat	29,256	16,881	9,402	9,036	366	1,663
Datu Anggal Midtimbang	30,621	17,668	9,841	9,457	384	1,740
Mangudadatu	31,379	18,106	10,085	9,692	393	1,783
Pandag	26,545	15,317	8,531	8,199	332	1,509
Northern Kabuntalan	28,628	16,518	9,201	8,842	359	1,627
MAGUINDANAO	1,644,754	949,023	528,606	507,990	20,616	93,470

Source: Basic data from NSO Labor Force Survey (January 2011) and NSO Census of Population (2007)

Note: The working age population is the number of persons who are 15 years old and over (the legal minimum working age is 15 years for nonhazardous occupations);

According to the 2007 Census of Population, persons who are of working age (15 years old and over) in Maguindanao constitute 57.7% of total population;

The labor force is the sum of employed and unemployed persons. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms;

The underemployed is a subset of the employed. The technical definition of the unemployed is also found in the section on Definition of Terms;

Population for 2011 was estimated based on the annual geometric growth rate of 6.60 based on 2000-2007;

Regional rates for labor force participation (55.7%), employed (96.1%), unemployed (3.9%) and underemployed (18.4%) were used as proxy for provincial rate.

Demand for labor. There are at least five major business firms in Maguindanao which are potential demanders of labor and have the potential for absorbing a big amount of the available supply of labor in the formal labor market. They are La Frutera, Lamsan Trading, Ardex Corp, Philippine Trade Center Inc and Minrico. A sixth firm, Mindanao Textile Inc (MINTEX) closed shop in May 2009 due to the drying up of order from the US. Mintex was the largest Mindanao-based clothes and textile exporter and its closing left 1,600 displaced workers in Maguindanao. The current big firms operating in the province are exempted by DOLE ARMM from paying the mandatory minimum wage of PhP222 per day. This was a compromise agreement in return for these business firms retaining their workers and not resorting to layoffs.

Cotabato City, which is physically within Maguindanao but is not politically part of the province, is a big source of the demand for labor especially since it hosts the region's political nerve center and is home to commercial banks and establishments and retail and wholesale trade. Workers from the surrounding towns of Maguindanao supply part of the labor requirements of Cotabato City. Also, the government is one of the biggest employers in the province.

Table 5.2. Major business firms in Maguindanao

Company	Location	Industry	No. of Workers
La Frutera Inc	Buluan	Banana plantation	1,000 to 1,800
Alip River Development & Export Corp (Ardex)	Datu Paglas	Banana plantation	500 to 600+
Agumil Phil Inc	Buluan	Crude oil processor	
Lamsan Inc	Sultan Kudarat	Corn starch	600+ (three shifts)
Phil Trade Center Inc (PTCI)	Sultan Kudarat	Corn starch	300+
Minrico Lumber Enterprises Co Inc	Sultan Kudarat	Plywood	500+

Source: DOLE ARMM

The informal sector. The informal sector is strong in agriculture. Most of these units are households which operate at low levels of organization. These household unincorporated enterprises are owned and operated by households not constituted as legal entities independent of the household that owns them. Labor relations where they exist are based on casual employment, kinship and personal relationships.

For 2011, some 427,728 persons, or 84.2 percent, of the 507,990 employed persons in Maguindanao are anticipated to belong to the informal sector. For the entire Philippines, a third (34.4 percent) of informal sector workers by occupational group are projected to be engaged in farming, forestry and fishing followed by those engaged in unskilled labor (29.7 percent). Historically, more than half of informal sector workers comes from agriculture (54.5 percent) followed by services (39.5 percent) and industry (6 percent).

Youth employment. The youth population of the province is expected to reach 239,458 persons in 2011. Of this number, 151,098 will be persons not in the labor force. These include fulltime students, housewives and those without work and are not actively looking for a job for a considerable period of time. Employed youth are estimated to reach 81,176 persons of which the majority (48,131 persons) will be considered as underemployed. The magnitude of the unemployed is expected to reach 7,184 persons belonging to the 15 to 24 age bracket.

Table 5.3. Employment status of youth (ARMM including Maguindanao)

	Both Sexes	Male	Female
Employed	33.9%	50.9%	17.5%
Underemployed	20.1%	19.1%	NA
Unemployed	3.0%	2.1%	3.9%
Not in labor force	63.1%	47.1%	78.6%

Source: DRDF, NSO Labor Force Survey July 2008

NA=not available

By gender, 50.9 percent of all male youth are historically employed, 19.1 percent of which are male youth joining the ranks of the underemployed. Unemployment rate for male youth is pegged at just 2.1 percent while 47.1 percent of all male youth are not considered to be part of the labor force.

Employment rate for female is lower at 17.5 percent. The main reason for the comparatively lower rate of employment for females is that most of them are not in the labor force. Most are full time students or not actively seeking work since they are housekeepers in their households of origin. More than Two-thirds (78.6 percent) of females are not in the labor force compared to 47.1 percent of males.

Table 5.4. Youth employment in Maguindanao (2011 projections)

	Youth Population	Not In Labor Force	Em-ployed	Unem-ployed	Under-employed
Ampatuan	6,336	3,998	2,148	190	1,274
Buldon	6,944	4,382	2,354	208	1,396
Buluan	6,074	3,833	2,059	182	1,221
Datu Paglas	5,636	3,556	1,911	169	1,133
Datu Piang	9,395	5,928	3,185	282	1,888
Datu Odin Sinsuat	19,508	12,310	6,613	585	3,921
Shariff Aguak	13,224	8,344	4,483	397	2,658
Matanog	6,828	4,309	2,315	205	1,372
Pagalungan	5,838	3,684	1,979	175	1,173
Parang	19,222	12,129	6,516	577	3,864
Sultan Kudarat	22,809	14,392	7,732	684	4,584
Sultan sa Barongis (Lambayong)	4,844	3,057	1,642	145	974
Kabuntalan	4,204	2,653	1,425	126	845
Upi	7,850	4,953	2,661	235	1,578
Talayan	4,842	3,055	1,641	145	973

South Upi	6,019	3,798	2,040	181	1,210
Barira	5,190	3,275	1,759	156	1,043
Gen. S.K. Pendatun	6,775	4,275	2,297	203	1,362
Mamasapano	5,506	3,474	1,867	165	1,107
Talitay	4,129	2,605	1,400	124	830
Pagagawan	6,203	3,914	2,103	186	1,247
Paglat	4,405	2,780	1,493	132	885
Sultan Mastura	4,839	3,053	1,640	145	973
Guindulungan	4,470	2,821	1,515	134	898
Datu Saudi-Ampatuan	8,484	5,353	2,876	255	1,705
Datu Unsay	7,618	4,807	2,583	229	1,531
Datu Abdullah Sangki	6,253	3,946	2,120	188	1,257
Rajah Buayan	4,695	2,963	1,592	141	944
Datu Blah T Sinsuat	4,259	2,687	1,444	128	856
Datu Anggal Midtimbang	4,458	2,813	1,511	134	896
Mangudadatu	4,568	2,882	1,549	137	918
Pandag	3,865	2,439	1,310	116	777
Northern Kabuntalan	4,168	2,630	1,413	125	838
MAGUINDANAO	239,458	151,098	81,176	7,184	48,131

Source: Basic data from NSO Labor Force Survey (July 2008) as calculated by DRDF and NSO Census of Population (2007)

Note: The youth population constitutes persons in the 15 to 24 age bracket (United Nations definition); According to the 2007 Census of Population, youth constitute 18.8% of total population in Maguindanao; Youth population equals the sum of those not in the labor force plus the employed and the unemployed; Youth labor force is the sum of employed and unemployed youth. The technical definitions of the employed and the unemployed are found in the section on Definition of Terms; The underemployed is a subset of the employed. The technical definition of the underemployed is also found in the section on Definition of Terms; Population for 2011 was estimated based on the annual geometric growth rate of 6.60 based on 2000-2007; Regional rates for youth not in the labor force (63.1%), employed (33.9%), unemployed (3.0%) and underemployed (20.1%) were used as proxy for provincial rate.

Youth unemployment. In terms of age groups, the 15-19 year age bracket is the least to be affected with a 35 percent unemployment rate compared to 65 percent for the 20-24 year age bracket. The reason is that most people in the 15-19 age group are full time students and this classifies them as not in the labor force. In terms of gender, females are worse off with a 66.1 percent unemployment rate in contrast to 33.9 percent for males.

Table 5.5. Unemployed youth by age group

	ARMM including Maguindanao	Philippines
15 to 19	35.0%	36.8%
20 to 24	65.0%	63.2%

Source: DRDF, NSO Labor Force Survey July 2008

Table 5.6. Unemployed youth by sex

	ARMM including Maguindanao	Philippines
15 to 19	33.9%	55.1%
20 to 24	66.1%	44.9%

Source: DRDF, NSO Labor Force Survey July 2008

One-third of unemployed youth (33 percent) are college graduates. Elementary graduates and high school undergraduates constitute 29.2 percent of the unemployed while 24.7 percent are high school graduates and college undergraduates. Those whose education is below the elementary graduate level constitute 13 percent of the unemployed.

Table 5.7. Unemployed youth by highest education

	ARMM including Maguindanao
Less than elementary graduate	13.0%
Elementary graduate - high school undergraduate	29.2%
High school graduate – college undergraduate	24.7%
College graduate	33.0%

Source: DRDF, NSO Labor Force Survey July 2008

Meanwhile, 38.6 percent of unemployed youth have been looking for work for at least five weeks. In contrast, only 18.9 percent of unemployed youth have been looking for work for just one week. This implies a tight labor market brought about by the paucity of job opportunities leading to the comparative longer time span in job search of the unemployed.

Table 5.8. Unemployed youth by number of weeks looking for work

	ARMM including Maguindanao	Philippines
One week	18.9%	19.3%
Two weeks	18.7%	21.9%
Three weeks	19.1%	14.0%
Four weeks	4.7%	16.5%
Five weeks or more	38.6%	28.3%

Source: DRDF, NSO Labor Force Survey July 2008

Another measure of the tightness of the labor market is that 43.8 percent of unemployed youth are first-time jobseekers compared to 56.2 percent who are repeat jobseekers, that is, they already have had experience at work. The higher rate of repeat jobseekers indicates the contractual and fluid nature of jobs available. This puts a strain on first time jobseekers since there is more competition for them and holding other things equal, an employer will most likely select somebody with experience as opposed to a first-time jobseeker who has no work experience.

Table 5.9. Unemployed youth by times looking for work

	ARMM including Maguindanao	Philippines
First Time	43.8%	38.1%
Not First Time	56.2%	61.9%

Source: DRDF, NSO Labor Force Survey July 2008

For those who are unemployed but are not looking for work, the major reason cited by more than two-thirds is the belief that there is no job available in the market (69.1 percent). Technically, these people are classified as discouraged workers. It should be noted that there is a time limit set by the labor force survey as to who is considered as a discouraged worker and who is not. Somebody who has no job, is available for work and is actively searching for a job is considered as unemployed. Somebody who meets the first two criteria plus the fact that he has not searched for work in the past six months at the time of the survey is still considered as unemployed, albeit as a discouraged worker. But once a person stopped looking for work for more than six months, he is technically no longer classified as unemployed or as a discouraged worker. He is simply no longer part of the labor force. Another reason cited by persons who are unemployed and are not looking for work is that they are awaiting past job application (17.1 percent).

Table 5.10. Unemployed youth by reason why not looking for work

	ARMM including Maguindanao	Philippines
Believe no work available	69.1%	40.0%
Awaiting past job application	17.1%	30.4%
Temporary illness	6.7%	5.6%
Bad weather	3.7%	2.3%
Waiting for job recall/rehire	3.5%	21.7%

Source: DRDF, NSO Labor Force Survey July 2008

For the unemployed who are not first time jobseekers, about a third (32.4 percent) are laborers and unskilled workers, 25 percent are farmers, forestry workers and fishermen while 23.8 percent are engaged in services, shops and marketing sales.

Table 5.11. Previous work of jobseeker

	ARMM including Maguindanao	Philippines
Laborers and unskilled workers	32.4%	39.5%
Service & shop & market sales	23.8%	27.9%
Farmers, forestry & fishermen	25.0%	2.7%
All other occupation	41.2%	29.9%

Source: DRDF, NSO Labor Force Survey July 2008

Youth underemployment. Underemployed youth (50.7 percent) from the 20-24 year old age group and those youth (49.3 percent) from the 15-19 year old age group are more or less evenly distributed. Underemployment is a perceived construct. Underemployed youth in the 20-24 age category are young adults who may be starting families and this may be the reason why many of them feel that they need more hours of employment that translates to more income to sustain family needs. In contrast, those in the 15-19 age group may not be necessarily faced with such a situation and have lighter obligations to think about.

Table 5.12. Underemployed youth by age group

	ARMM including Maguindanao	Philippines
15 to 19	50.7%	43.3%
20 to 24	49.3%	56.7%

Source: DRDF, NSO Labor Force Survey July 2008

By gender, males demonstrated a greater need for additional employment (69.7 percent) compared with their female counterparts (30.3 percent). Again, this may be explained by the fact that males are heads of family and have greater obligations.

Table 5.13. Underemployed youth by sex

	ARMM including Maguindanao	Philippines
Male	69.7%	76.6%
Female	30.3%	23.4%

Source: DRDF, NSO Labor Force Survey July 2008

Rates of underemployment are highest among those who finished high school and some college (28.1 percent). Those whose highest education ranges between elementary graduate to some high school comprised 46.1 percent of total. Those with less than an elementary graduate education have a share of 22.1 percent of underemployment. Only a handful of college graduates (3.7 percent) wanted additional hours of work. The probable reason for high rates of underemployment among people whose highest educational attainment is below the college graduate level is that minimum wages (and more often than not, less than minimum wages) tend to be the norm.

Table 5.14. Underemployed youth by highest education

	ARMM including Maguindanao	Philippines
Less than elementary graduate	22.1%	19.8%
Elementary graduate - high school undergraduate	46.1%	35.9%
High school graduate – college undergraduate	28.1%	38.6%
College graduate	3.7%	5.7%

Source: DRDF, NSO Labor Force Survey July 2008

By industry, agriculture and fishing encompasses the sector with the bulk of underemployed youth (83.7 percent). This is a result of the seasonal and informal nature of employment in this sector.

Table 5.15. Underemployed youth by type of industry where found

	ARMM including Maguindanao	Philippines
Agriculture & fishing	83.7%	53.2%
Sales & service	6.8%	16.4%
Manufacturing	1.7%	9.3%
Transport & telecommunications	3.3%	5.4%
All other industries	4.5%	15.7%

Source: DRDF, NSO Labor Force Survey July 2008

It is understandable to find the underemployed in work where they perform minimal number of hours per week. Some 44.7 percent of underemployed youth worked less than 24 hours during the reference period. However, the trend indicates that even those with full time work are prone to consider themselves as underemployed. Thus, the underemployed also include those whose hours of work fall between 24 to 39 hours (36.2 percent) and those whose hours of work are in the 40 to 48 hours category (19.1 percent).

Table 5.16. Underemployed youth by number of hours worked in past week

	ARMM including Maguindanao	Philippines
Less than 24 hours	44.7%	27.3%
24 to 39 hours	36.2%	31.1%
40 to 48 hours	19.1%	40.0%
Others	0.0%	1.6%

Source: DRDF, NSO Labor Force Survey July 2008

As to basic pay per day, the bulk of 90.7 percent receive less than minimum compensations. Only 9.3 percent are receiving wages above the minimum. The situation is brought about by the sluggish economy of the province. Employers reason out that their complying with the minimum wage law would mean cutting on labor requirements and worse, the folding up of their enterprises due to high overhead expenses, including labor expenses. It is the microenterprises and small and medium enterprises which are usually not able to comply with minimum wage regulations. This is not so much a problem with large enterprises.

Table 5.17. Underemployed youth by basic pay per day*

	ARMM including Maguindanao
Less than minimum	90.7%
Minimum wage	0.0%
More than minimum	9.3%

Source: DRDF, NSO Labor Force Survey July 2008

*ranges of minimum wages in PhP are Bicol = 187 to 239, West Visayas = 193 to 235, Caraga = 203 to 233 and ARMM = 210 to 222

Youth informal sector. The number of all employed youth workers, both formal and informal sectors, is forecast to reach 81,176 persons in 2011. Of this number, 68,350 persons will be regarded as underemployed. This is 84.2 percent of the total youth labor market, that is, the informal and formal sectors combined.

LOCAL EMPLOYMENT SERVICE PROVIDERS (ESPs)

Private recruitment and placement agencies. As of April 2011, there is one employment service provider for the overseas market which is Ledmir Agency located in Sultan Kudarat, Maguindanao. It is responsible for recruiting domestic helpers for abroad. In Cotabato City, there are some twelve private recruitment and placement agencies registered with the local POEA. These include Greenworld Placement Services and Kingdom International Manpower Services.

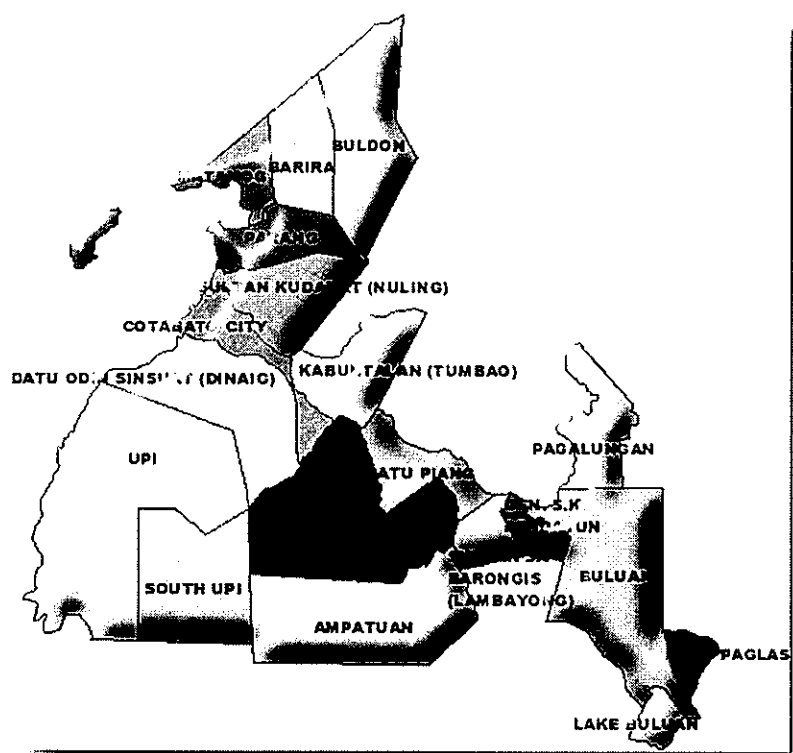
Public employment service offices. As yet, there are no officially created or designated Public Employment Service Offices in Maguindanao. According to a key informant who is also a high government official, there were LGU-based PESOs in ARMM in the past but this was not sustained. The functions of the PESO are currently being carried out by the Department of Labor and Employment ARMM and the POEA and OWWA offices.

Employment services for youth and returning migrants. The most visible of these services are the SPES and job fairs occasionally conducted by DOLE ARMM and the provincial government.

The SPES program of DOLE ARMM has allotted 100 slots for the province of Maguindanao in which students can experience the world of work during their summer break. Although some government line agencies partner with DOLE to implement the 60-40 arrangement with the government line agency shouldering 60 percent of wages of the student and the DOLE ARMM shouldering 40 percent of wages, there has been a dearth of participating employers from the private sector. The usual reason given by these employers is that they could barely afford the mandatory daily minimum wage of PhP222.

As a result, since the DOLE ARMM has the budget of 40 percent ready and available, it is only this amount that is given to the students joining the program. As a relaxation to the rules, LGU counterpart includes providing food to the students and the students are not required to report fulltime. Main criteria for being considered in the program is parent's annual income of below PhP38,000 as evidenced by an income tax return.

Mintex closed shop in 2009 and the DOLE ARMM has provided a program for displaced workers of the factory. Kabuhayan starter kits were given to 30 displaced workers last February 2011 (first batch). The second batch of 100 plus beneficiaries received their starter kit in May.



- No PESOs (DOLE ARMM implements some PESO functions such as SPES and JOB FAIRS)
- No Local PRPA
- One Overseas PRPA (in Sultan Kudarat)
- Some SRA (less than five per year)
- 12 Overseas PRPAs in Cotabato City
- Undocumented Recruitment by Non-Licensed Job Agents/ Contractors for Abroad

Figure 5.1. Employment service providers in Maguindanao

USER PROFILE OF EMPLOYMENT SERVICES

Since the DOLE ARMM performs employment services in the province and as a result of the fact that there are no private local employment service providers nor PESOs, we shall concentrate on the DOLE ARMM's SPES program.

User-clients (demand for labor). The government sector is the biggest user client of SPES on the demand side. Local government units are allotted slots for SPES at the municipal level. Private employers participating in SPES are still minimal.

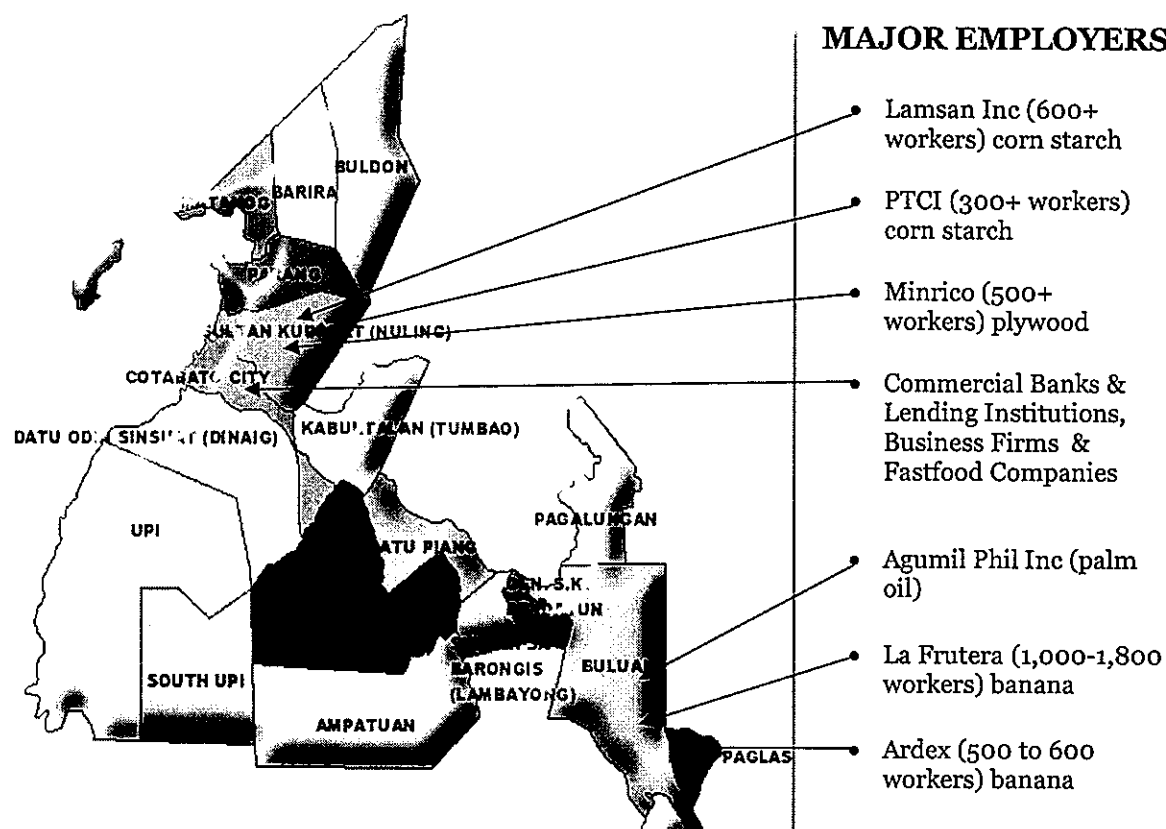
User-clients (supply of labor). Students from the youth sector are the main clients of SPES on the supply side. As to general qualifications, highest educational attainment of youth is concentrated in the elementary and high school levels. 45.7 percent of male and 41.5 percent of female youth reached only the elementary level.

Almost similar proportions (41.5 percent male and 43.5 percent female youth) reached the high school level. Low educational attainment was brought about by high dropout rates for both male and female youth. The most common reasons are expectation of helping in the farm, fishing, microenterprise and other economic activity of parents. 9.3 percent of female youth and 8.3 percent of male youth were college undergraduates while just 1.4 percent of female and 1.1 percent of male youth were college graduates.

Table 5.18. Highest Educational Attainment of Youth in Maguindanao (in percent)

	Male	Female
Elementary & below	45.7	41.5
High school	41.1	43.5
College undergrad	8.3	9.3
College graduate	1.1	1.4
Not stated	3.9	4.2
N (in thousand)	121	118

Source: DRDF/NSO 2007 Census of Population and Housing



ENTREPRENEURSHIP OPPORTUNITIES

- Agribusiness (Value-adding Traditional Crops)
- High Value Crops (Oil Palm, Rubber)
- Food Processing (Banana Chips and Corn)
- Fish Processing & Trading
- Aquaculture (including Seaweed)
- Cattle and Carabao
- Native Arts & Crafts (Traditional Inaol Weaving, Water Hyacinth-based Products, Native Delicacies)
- Retail & Trading Services (Agricultural Commodities & Dry Goods)

Figure 5.2. Major employers in Maguindanao (potential PESO clients) and potential entrepreneurship opportunities

6. ASSESSMENT OF PESOs

METHODOLOGY

For the assessment of PESOs, a sample was derived from the universe of PESOs in the four project sites. Currently, there are 15 PESOs in Agusan del Sur, 22 in Antique and 22 in Masbate. There are no PESOs in Maguindanao. Total PESOs for the four sites add up to 59. Only two---Agusan del Sur Provincial PESO and Sibagat Municipal PESO---are institutionalized with their own budget and staff. The rest are not.⁴ The sample was arrived at using the following criteria:

- 1) All provincial PESOs in the four sites are to be included (unfortunately, Maguindanao does not have a provincial PESO and Masbate's provincial PESO manager has only been in office for a matter of days so that these two were not included in the sample);
- 2) All city-based PESOs in the four sites are to be included (unfortunately again, Masbate City PESO was not included because the PESO manager-designate refused to grant the interview citing that the formal letter request should be coursed through the city mayor);
- 3) All school-based PESOs in the four sites are to be included (this has been accomplished);
- 4) All NGO-based PESOs in the four sites are to be included (there are no NGO-based PESOs in the four sites);
- 5) A sample of municipality-based PESOs is to be included based on proximity and accessibility to round-the-clock transportation (it is to be noted that the island-based PESOs were not included precisely because of time, accessibility and logistics constraints).

In summary, 22 out of a possible 59 PESOs, or 37.3 percent of the total, were included in the sample. The sample PESOs were assessed based on critical indicators as contained in the ILO-developed evaluation tool (see Annex 7) which highlights the ideal workings of a PESO

⁴ The complete list of PESOs in the project sites are: **15 PESOs in Agusan del Sur** (Provincial PESO, City of Bayugan PESO, Municipal PESOs of Bunawan, Esperanza, La Paz, Loreto, Prosperidad, Rosario, San Francisco, San Luis, Sibagat, Santa Josefa, Talacogon, Trento and Vuela); **22 PESOs in Antique** (Provincial PESO, Municipal PESOs of Anini-y, Barbaza, Belison, Bugasong, Caluya, Culasi, Hamtic, Laua-an, Libertad, Pandan, Patnongon, San Jose, San Remigio, Sebaste, Sibalom, Tibiao, Tobias Fournier and Valderrama, University of Antique PESO, Advance Central College PESO and St Anthony's College PESO); **22 PESOs in Masbate** (Provincial PESO, Masbate City PESO, Municipal PESOs of Aroroy, Baleno, Balud, Batuan, Cataingan, Cawayan, Claveria, Dimasalang, Esperanza, Mandaon, Milagros, Mobo, Monreal, Palanas, Pio V Corpuz, Placer, San Fernando, San Jacinto, San Pascual and Uson). There are no PESOs in Maguindanao.

providing core services that comply with national and international standards and conventions. The sample PESOs are:

1. Provincial PESO of Agusan del Sur (province level)
2. City of Bayugan PESO, Agusan del Sur (city level)
3. Municipal PESO of Bunawan, Agusan del Sur (municipal level)
4. Municipal PESO of Esperanza, Agusan del Sur (municipal level)
5. Municipal PESO of La Paz, Agusan del Sur (municipal level)
6. Municipal PESO of Loreto, Agusan del Sur (municipal level)
7. Municipal PESO of Prosperidad, Agusan del Sur (municipal level)
8. Municipal PESO of San Francisco, Agusan del Sur (municipal level)
9. Municipal PESO of San Luis, Agusan del Sur (municipal level)
10. Municipal PESO of Santa Josefa, Agusan del Sur (municipal level)
11. Municipal PESO of Rosario, Agusan del Sur (municipal level)
12. Municipal PESO of Talacogon, Agusan del Sur (municipal level)
13. Municipal PESO of Trento, Agusan del Sur (municipal level)
14. Municipal PESO of Veruela, Agusan del Sur (municipal level)
15. Provincial PESO of Antique (province level)
16. Municipal PESO of San Jose, Antique (municipal level)
17. Municipal PESO of Sibalom, Antique (municipal level)
18. St Anthony's College PESO, San Jose, Antique (educational institution)
19. University of Antique PESO, Sibalom, Antique (educational institution)
20. Advance Central College PESO, San Jose, Antique (educational institution)
21. Municipal PESO of Milagros, Masbate (municipal level)
22. Municipal PESO of Aroroy, Masbate (municipal level)

The research tools used in the assessment of PESOs are:

1. Guided Self-Assessment using 100 Evaluative Factors: Employment Services; as developed by the ILO (see Annex 7);
2. SWOT Analysis;
3. Training Needs Analysis.

100 EVALUATIVE FACTORS: EMPLOYMENT SERVICES IN DEVELOPING COUNTRIES

Evaluation tool. The current assessment used ILO's 100 Evaluative Factors: Employment Services in Developing Countries as a tool (See Annex 7). This assessment tool provides a clear-cut checklist through which a quick rundown of current status of public employment services in developing countries may be evaluated and compared. Although all the items in the checklist may not apply to local PESOs, it is important that they form part of the integral checklist so as to provide comparability across countries, across regions, across provinces, across other employment services and across PESOs. If any item in the checklist does not apply to any particular PESO, there is a space marked 'not applicable' that is simply

ticked off. The 100 factors define high performance and standards in most PESO service and management areas. As such, the most valuable use of this instrument is that of PESO improvement.

As to scoring, each of the 100 items has the individual value of 1 if ‘fully being done’, 0.5 (or one-half) if ‘being done to some extent’, and 0 if ‘not at all being done’ and ‘not applicable’. All replies are added up to get the total score. As a caveat, the interpretation should be viewed only as approximations in terms of levels of improvements needed.

Table 6.1. Score interpretation of ILO’s 100 Evaluative Factors

Score range	Level of PES services and operations
90-100	Optimal
75-89	Very good
60-74	Good
45-59	Fair
25-44	Many improvements needed
Below 25	Much improvement needed

Critical areas and indicators. The 100 Evaluative Factors touched on five thematic blocks which define the critical areas in which the PESO is assessed. These critical areas are (1) accessibility and visibility of PESO (2) scope of PESO core functions and services (3) systematization of PESO forms and procedures (4) customer orientation, satisfaction and user-friendliness of PESO and (5) management and information systems of PESO. Each critical area is assessed based on critical indicators (see Table 6.2). For each critical indicator, the 100 Evaluative Factors set a benchmark (or ideal situation) which set the bar with which to gauge current performance of the PESOs.

Table 6.2. Critical areas and indicators of PESO performance

Critical areas	Critical indicators	Benchmark (ideal situation)
Accessibility and visibility of PESO	<ul style="list-style-type: none"> • Location • Signage 	<ul style="list-style-type: none"> • PESO is located in a congenial area that is safe, central enough, easy to get to, close to public transport and has available parking • Signs, maps and locators to PESO are appealing, legible, ample enough, large enough and clear enough so that an optimal number of would-be clients of PESO manage to reach the office with a minimum of hassle (or none at all)

	<ul style="list-style-type: none"> • Office first impressions • Job vacancy board • Web-based services • Jobseeker self-service facilities 	<ul style="list-style-type: none"> • PESO is able to convey a professional look thru cleanliness, uncluttered work space, ergonomic office layout, good ventilation and appropriate level of noise • Job vacancy boards are located in the most auspicious place to attract the widest attention of jobseekers, accessible and unobstructed for viewing, sufficient number of vacancies are posted, job postings are in legible and presentable form, organized and clustered by sector, well-maintained (displaying only current and available jobs) • PESO is automated and web-active • PESO provides self service facilities for jobseekers
Scope of PESO core functions and services	<ul style="list-style-type: none"> • Labor market information (LMI) services and vocational career resources • Referral and placement services (including job matching and employer outreach) • Guidance and counseling services 	<ul style="list-style-type: none"> • PESO actively partners with other stakeholders to generate LMI and vocational career resources geared toward students and jobseekers, updated LMI and vocational career resources regularly dispensed to jobseekers and students, LMI and career resources are of such caliber as to enable users to make informed educational and employment decisions • PESO has a systematized and computerized database of jobseekers or skills registry system (SRS); PESO is able to establish relationships with employers, generate and obtain job orders from employers, provide LMI to employers, interface with employers to complete job vacancy records • PESO is able to assist clients in vocational choice, change and adjustment, provide guidance to clients to reduce vocational barriers, provide resources on jobs in demand, job duties, working conditions and required skills and training, assist clients in career exploration and job search, assess jobseeker interests and abilities, fit jobseeker attributes with occupational requirements, provide job coaching, develop career plans

Systematization of PESO forms and procedures	<ul style="list-style-type: none"> • Interviewing forms and procedures • Employer outreach forms and procedures • Job matching forms and procedures • Counseling forms and procedures 	<ul style="list-style-type: none"> • Procedures to assign numeric occupational and industrial codes are used • Employers are assigned ID or tracking numbers, 'job order' or 'job vacancy registration form' is used and contains: job title, occupational and industrial codes, employer information, job information, job tasks, education experience and skills required, record of vacancy referrals • Procedures to match jobseeker qualifications with job requirements are methodical, objective, efficient and transparent, forms and procedures are in place to document job matching decisions and to monitor and periodically audit job matching activities • Procedures are in place to identify and refer registrants requiring counseling, 'counselee record' is used, 'vocational planning' form is used
Customer orientation, satisfaction and user-friendliness of PESO	<ul style="list-style-type: none"> • Reception and office work area • Interviewing and referral • Outreach program 	<ul style="list-style-type: none"> • PESO reception area for clients is uncluttered, writing surfaces and implements are available, sufficient chairs are available, receptionist is helpful and professional, registrant waiting time is within acceptable limits, a readable placard lists required registration materials and instructions, waiting area is sufficient for customer flow, reading materials available to keep waiting registrants occupied, PESO is disabled-friendly • These interviewing functions are provided: ascertaining registrant training needs and referring to training, provision of job and occupation information, referring to counseling and workshops, provision of resume and job search assistance, matching jobseekers to vacancies, referring registrants to employers • PESO routinely reaches out to customers and community via career presentation at schools, participation in job fairs, provision of employment-related workshops and

	<ul style="list-style-type: none"> • Job matching • Career advising and counseling • LMI • Forms and procedures • Innovation and demand-driven service 	<p>participation in seminars as requested by community, hosting of employer forums, media promotions and advertising</p> <ul style="list-style-type: none"> • Job matching staff are trained and proficient in all aspects of job matching, well informed of employers requirements and expectations for vacancies, well informed of registrants job preferences, experience, education and qualifications • Career advising and counseling staff are personable, emphatic and professional, counseling staff have specialized training or education in principles of career choice, change and adjustment, occupational information and resources, vocational self-assessments, career development and planning, theory and method of counseling • PESO staff are knowledgeable and are willing and able to share their expertise to clients on labor market information including trends, prospects and forecasts of labor market supply and demand • Forms and procedures are user-friendly and of good print quality • PESO actively fosters strong customer orientation by listening to customers, keeping promises, being helpful, friendly and courteous, thinking outside the box; PESO routinely administers customer satisfaction surveys
Management and information systems of PESO	<ul style="list-style-type: none"> • Monitoring and evaluation • Staffing 	<ul style="list-style-type: none"> • PESO routinely collect measures on customers (walk-in clients), jobseeker registrants, job orders from employers, vacancies posted, referrals made, placements (number of referees hired), employer visits made, counseling sessions, individuals counseled, special population clients (disadvantaged workers etc) served, jobseeker and employer demographic information • Number, range and level of PESO positions are sufficient to meet needs

	<ul style="list-style-type: none"> • Staff training and exposure to best practices • Facilities and resources • Leadership 	<ul style="list-style-type: none"> • Staff are appropriately and fully trained in PESO processes, systems, work functions and values • Facilities and resources are available and sufficient to meet needs • PESO manager provides competent leadership: imparts forward looking vision, clear direction and expectations, fosters teamwork, give frequent recognition, resolves conflicts, encourage learning, motivate employees, lead courageously, champions change
	<ul style="list-style-type: none"> • Strategic planning 	<ul style="list-style-type: none"> • On an annual basis, PESO prepares and implements a strategic plan that sets goals, identifies implementation partners, specifies enabling activities to achieve goals, provides dates and timeframes, establishes indicators to measure progress
	<ul style="list-style-type: none"> • Standardization of operations 	<ul style="list-style-type: none"> • PESO has in place and abides by an operations manual outlining PESO vision and mission, structure, processes and systems, work functions, performance evaluation, administrative procedures, staff conduct and responsibilities
	<ul style="list-style-type: none"> • Interconnectivity with other stakeholders 	<ul style="list-style-type: none"> • A public employment service stakeholder advisory committee or something to this effect is in place that acts as an advisory board, empowered to provide oversight and guidance, meets regularly and imposes accountability to ensure sustainability of public employment services

Results of the assessment. The following are the results of the assessment using the critical areas and indicators:

- 1) **Accessibility and visibility of PESO.** The first order of business for any office setting up shop and trying to attract clients is to make its presence felt by physically situating in the right location with signage that provides directions to the office. This also includes managing to create a favorable first impression among clients visiting the PESO for the first time and utilizing web-based and self-service facilities that ensures efficiency in service delivery.

Location. The benchmark is that the PESO should be centrally located within a congenial area that is safe, easily accessible, close to public transport and with available parking.

For non-institutionalized LGU-based PESOs in Antique, Masbate and Agusan del Sur where PESO managers-designate hold regular jobs at the local government level, no separate office is provided for PESO operations. If, for example, the PESO manager-designate is the Planning Officer of the Municipal Planning and Development Office (MPDO) located at the municipal hall, her office and her desk becomes the de facto PESO office. In contrast, for the institutionalized LGU-based PESO in Agusan del Sur, spacious office is provided at the far wing of the Provincial Capitol building complex at ground floor level.

On the overall, the strength of LGU-based PESOs is their central location, safe surroundings (being the political nerve center of the municipality or province), and ease of conveyance due to closeness to public transport and available parking. For this reason, accessibility of PESO is high in terms of current location. For the school-based PESOs, their location is also ideal since schools are in a safe area, are close to public transport and have available parking.

Signage. Ideally, signs, maps and locators to PESO should be put up at strategic locations at street level. They should be appealing, legible, ample enough and large enough so that an optimal number of would-be clients of PESO manage to reach the office with a minimum of hassle (or none at all) using these signage as guide.

Unfortunately, street level PESO signage in LGU-based PESOs in Antique, Masbate and Agusan del Sur are not available although a PESO sign is appended to the PESO office itself. First time visitors of PESO need to ask directions from random strangers within the vicinity of the local government center—sometimes even these people do not know where the PESO is or what it stands for. For school-based PESOs, there are also no such signage to guide first time visitors. In schools themselves, placement and guidance office are not called PESO per se nor do they have signs categorically stating that they are school-based PESOs. They are simply called ‘Placement and Community Outreach Office’ or ‘Guidance, External Relations and Placement Office’.

Office first impressions. As the saying goes, first impressions last. The benchmark is that the PESO must convey professionalism to first time visitors through clean work areas, uncluttered work space, ergonomic office layout, good ventilation and appropriate level of noise.

Within limits, one can say that both LGU-based and school-based PESOs in Antique, Masbate and Agusan del Sur have clean work areas, uncluttered work space, ergonomic office layout, good ventilation and appropriate noise level.

However, the LGU-based PESOs are not able to escape the stamp of the typical government office that epitomizes LGUs in the provinces.

Job vacancy boards. Under ideal conditions, job vacancy boards should be located in the most auspicious place to attract the widest attention of jobseekers. They should be accessible and unobstructed for viewing and should contain a sufficient number of vacancies. Job postings should be legible, presentable and organized and clustered by sector. Lastly, boards should be well-maintained, displaying only current and available jobs.

In LGU-based and school-based PESOs, job vacancy boards usually occupy the space next to the door leading to the PESO office. In some LGUs, job vacancy boards do not occupy a separate space but is lumped together with the general bulletin board of the municipality located at the central portion of the municipal hall. By and large, job vacancy boards are located in the most auspicious place of the building housing the PESO. They are accessible enough and are unobstructed for viewing. Job postings are legible, presentable, organized and clustered by sector.

However, what is lacking is a sufficient number of vacancies to populate these job boards. Also, there are some problems in the maintenance of current and available jobs displayed since those jobs which are long-filled up or are no longer available have the tendency of still populating the job boards.

Web-based services. Web connectivity enables peoples and offices to do more in less time leading to faster and more hassle-free transactions and greater productivity. The ideal is for PESO operations to be automated and web-active through the phil-job.net portal.

Much is left to be desired in terms of hardware, web connectivity and computer applications to make the PESOs in Antique, Masbate and Agusan del Sur truly web-active and interconnected. The same can be said of the PESO's clients. Exposure of jobseekers to web-based services of the PESO through phil-job.net should be encouraged as well as employer interface with PESO. The potential of text messaging using cell phones should also be used as an alternative means of accessing the web. At present, both school-based and LGU-based PESOs rely on cell phone messaging as a means to transmit job vacancies from employers to jobseekers.

Self-service facilities. The age of computers can be truly said as the age of self-service especially since this has made possible the proliferation of automated machines. For the PESO, self-service also means complementary use of standardized self-assessment, self-evaluation and self-service tools in skills registry system (SRS), job placement, guidance and counseling. The benchmark is for the PESO to provide self service facilities for jobseekers especially in the light of shortage of PESO staff.

By and large, self-service facilities and standardized self-assessment, self-evaluation and self-service tools are still not available in PESOs located in Antique, Masbate and Agusan del Sur. Although some self-service automated machines for linking up with phil-job.net were distributed to selected provinces and municipalities a few years back, most of these have broken down and are not serviceable.

- 2) **Scope of PESO core functions and services.** The benchmark is for the scope of PESO's services to minimally include labor market information services and vocational resources, referral and placement services (including job matching and employer outreach) and guidance and counseling services.

Labor market information services and vocational career resources. Under ideal situations, the PESO is expected to actively partners with other stakeholders to generate LMI and vocational career resources geared toward students and jobseekers. There is also the expectation for the PESO to come up with updated LMI and vocational career resources that are regularly dispensed to jobseekers and students. Lastly, the LMI and career resources that come out of the PESO must be of such caliber as to enable users to make informed educational and employment decisions.

For the LGU-based PESOs in Antique, Masbate and Agusan del Sur, LMI and vocational career resources are done to some extent and may not necessarily be of such caliber as to enable users to make informed educational and employment decisions. More than anything else, limitations in finances, manpower and active partnering with other stakeholders are the main reasons for the limited provision of this basic PESO service. There is much improvement needed in this area.

Referral and placement services (including job matching and employer outreach). Benchmark is for the PESO to maintain a systematized and computerized database of registrants (jobseekers) in a skills registry system (SRS); also, the PESO should have established relations with employers, is able to generate and obtain job orders from employers, is able to provide LMI, and interface with employers to complete job vacancy records.

Again, although a skills registry system (SRS) is maintained, there is room for improvement in systematization and computerization of the database. Regarding establishing relations with employers, generating and obtaining job orders, and interfacing and provision of LMI to employers, there is a need to expand the number of private sector employers with which the PESO coordinates. Job matching for the private sector is not a regular activity because of the small number of employer clients as against the huge number of jobseeker clients. This is usually done on a needs basis, that is, whenever a potential employer client phones in a request for applicants for its job opening. Limitations in finances, manpower, active partnering and weak economic environment are major reasons for low performance of PESOs in this regard.

Guidance and counseling services. Ideal conditions necessitate that the PESO must be able to assist clients in vocational choice, change and adjustment, provide guidance to clients to reduce vocational barriers, provide resources on jobs in demand, job duties, working conditions and required skills and training, assist clients in career exploration and job search, assess jobseeker interests and abilities, fit jobseeker attributes with occupational requirements, provide job coaching, and develop career plans.

For the LGU-based PESOs in Antique, Masbate and Agusan del Sur, client assistance in the diverse areas of guidance and counseling services are activities done only to some extent. The sheer magnitude and complexity of these functions and the lack of finances and staff are major reasons for the limited performance of PESOs in this regard. For the school-based PESOs, the ratio of guidance counselor to students is so skewed that guidance and counseling services may not necessarily reach all in-school youth on an individual basis.

- 3) **Systematization of PESO forms and procedures.** A systematized regime where forms and procedures are standardized is a hallmark of a well-planned office. This sets about the methodical need for discipline and professionalism with the end view of achieving economies in man hours and physical resources.

Interviewing forms and procedures. The benchmark is interviewing forms that are assigned numeric occupational and industrial codes and procedures that are systematized.

Currently, the PESOs in Antique, Masbate and Agusan del Sur are not equipped with such systematization in interviewing forms and procedures.

Employer outreach forms and procedures. Ideally, employers are assigned ID or tracking numbers by the PESO. A 'job order' or 'job vacancy registration form' is used and contains job title, occupational and industrial codes, employer information, job information, job tasks, education experience and skills required, record of vacancy referrals.

Again, the PESOs in Antique, Masbate and Agusan del Sur do not as yet adopt tracking numbers and job vacancy registration forms containing all the prescribed field. The reason is that the small number of private sector employer clients does not warrant the adoption of such sophisticated systematization in forms and procedures.

Job matching forms and procedures. Benchmark is that the procedures to match jobseeker qualifications with job requirements are methodical, objective, efficient and transparent. In concrete terms, this means forms and procedures are in place to document job matching decisions and to monitor and periodically audit job matching activities.

The PESOs in Antique, Masbate and Agusan del Sur are currently not equipped with such systematization in job matching forms and procedures.

Counseling forms and procedures. Ideally, procedures are in place to identify and refer registrants requiring counseling. This would include the use of ‘counselee records’ and ‘vocational planning forms’, among others.

Again, the PESOs in Antique, Masbate and Agusan del Sur have as yet not adopted counseling forms and procedures including ‘counselee records’ and ‘vocational planning forms’.

- 4) **Customer orientation, satisfaction and user-friendliness of PESO.** Under ideal situations, the PESO must at all times be oriented to customer needs and demands. Satisfaction of users of PESOs must be an ultimate goal and user friendliness in all aspects of PESO operations must be a genuine concern.

Reception and office work area. Ideally, PESO reception area for clients should be uncluttered, writing surfaces and implements are available, sufficient chairs are available, receptionist is helpful and professional, registrant waiting time is within acceptable limits, a readable placard lists required registration materials and instructions, waiting area is sufficient for customer flow, and reading materials are available for waiting registrants. The PESO office should also be disabled-friendly.

Working within their particular circumstances, both LGU-based and school-based PESOs in Antique, Masbate and Agusan del Sur have uncluttered reception area, available writing surfaces and implements, sufficient chairs, helpful and professional receptionists (this is usually the PESO manager for PESOs with only one staff), acceptable limits of waiting time for registrants, waiting area that is sufficient for customer flow, and available reading materials for waiting registrants (to some extent).

What is missing, however, is a readable placard listing required registration materials and instructions that registrants can easily refer to.

Interviewing and referral. Ideally, the following interviewing functions are provided: ascertaining registrant training needs and referring to training, provision of job and occupation information, referring to counseling and workshops, provision of resume and job search assistance, matching jobseekers to vacancies, referring registrants to employers

The PESOs in Antique, Masbate and Agusan del Sur are only able to do the previously-mentioned interviewing and referral functions in their totality to some extent due to limitations in staff, finances and resources.

Employer outreach program. Ideally, the PESO routinely reaches out to customers and the community via career presentation at schools, participation in job fairs,

provision of employment-related workshops and participation in seminars as requested by community, hosting of employer forums, media promotions and advertising.

The PESOs in Antique, Masbate and Agusan del Sur are able to provide the previously-mentioned services to an extent although limitations in staff, finances and resources means that the totality of clients are not reached satisfactorily.

Job matching. Under ideal situations, job matching staff are trained and proficient in all aspects of job matching, well informed of employers requirements and expectations for vacancies, well informed of registrants job preferences, experience, education and qualifications

Although many possess basic trainings, the PESOs in Antique, Masbate and Agusan del Sur needs further training and capacity building for them to be able to provide the previously-mentioned services effectively and professionally.

Career advising and counseling. The benchmark is that career advising and counseling staff should be personable, emphatic and professional. Also, counseling staff should have specialized training or education in principles of career choice, change and adjustment, occupational information and resources, vocational self-assessments, career development and planning, theory and method of counseling.

Again, although basic trainings have been provided, the PESOs in Antique, Masbate and Agusan del Sur needs further training and capacity building for them to be able to provide career advising and counseling services effectively and professionally.

Labor market information. Under ideal situations, LMI staff has the expertise to come up with updated LMI and vocational career resources that are regularly dispensed to jobseekers and students. LMI and career resources that come out of the PESO must be easy to understand so as to enable users to make informed educational and employment decisions.

For PESO managers and staff in Antique, Masbate and Agusan del Sur, expertise in coming up with LMI and vocational career resources may not necessarily be of such caliber as to enable users to make informed educational and employment decisions. Limitations in finances, manpower and active partnering with other stakeholders are the main reasons for the low performance. There is much improvement needed in this area.

Forms and procedures. Ideally, forms and procedures are user-friendly and of good print quality.

Within the circumstances, the available forms and procedures utilized in PESOs in Antique, Masbate and Agusan del Sur are user-friendly and of acceptable quality.

However, other forms and procedures (i.e. career advising and counseling) are not present.

Innovation and demand-driven service. The ideal is a PESO that actively fosters strong customer orientation by listening to customers, keeping promises, being helpful, friendly and courteous, thinking outside the box. Also, the PESO routinely administers customer satisfaction surveys

The PESOs in Antique, Masbate and Agusan del Sur expend effort to actively foster strong customer orientation. However, customer satisfaction surveys are not regularly conducted although some PESOs (such as the Provincial PESO of Agusan del Sur) have done this in the past. Again, limitations in staff, finances and resources are major factors impinging on efforts to innovate and create demand-driven service.

5) Management and information systems of PESO

Monitoring and evaluation. Ideally, the PESO routinely collect measures on customers (walk-in clients), jobseeker registrants, job orders from employers, vacancies posted, referrals made, placements (number of referees hired), employer visits made, counseling sessions, individuals counseled, special population clients (disadvantaged workers etc) served, jobseeker and employer demographic information.

The PESOs in Antique, Masbate and Agusan del Sur are required to submit regular monthly monitoring reports which, by and large, are currently being done. However, the conduct of evaluation is a matter that is done only to some extent due to limitations in staff, finances and resources.

Staffing. Under ideal conditions, the number, range and level of PESO positions are sufficient to meet needs.

The PESOs in Antique, Masbate and Agusan del Sur are severely hampered by a lack of manpower which negatively affects operations and services.

Staff training and exposure to best practices. Ideally, staff is appropriately and fully trained in PESO processes, systems, work functions and values.

Although basic trainings are conducted for managers and staff among PESOs in Antique, Masbate and Agusan del Sur, more technical training and capability building are needed to beef up expertise of staff and exposure to best practices.

Facilities and resources. Under ideal conditions, facilities and resources are available and sufficient enough to meet needs.

The PESOs in Antique, Masbate and Agusan del Sur are currently challenged by limitations in facilities and resources.

Leadership. The PESO manager must provide competent leadership, impart forward looking vision and clear direction and expectations, foster teamwork, give frequent recognition, resolve conflicts, encourage learning, motivate employees, lead courageously, and champion change.

More often than not, the PESOs in Antique, Masbate and Agusan del Sur are ‘one-man bands’. Otherwise, PESOs consist of a PESO manager-designate and one staff. Under the circumstances, leadership qualities are present but initiatives toward team building are hampered by a lack of finances and resources.

Strategic planning. On an annual basis, the PESO prepares and implements a strategic plan that sets goals, identifies implementation partners, specifies enabling activities to achieve goals, provides dates and timeframes, and establishes indicators to measure progress.

The PESOs in Antique, Masbate and Agusan del Sur are able to do strategic planning. The weakness here is that due to poor LMI database, plans and projects are targeted based on past records of accomplishments. Ideally, targets should be based on the actual number of potential PESO clients needing assistance in the locality. Because such LMI data are not available, this is not being done.

Standardization of operations. PESO has in place and abides by an operations manual outlining PESO vision and mission, structure, processes and systems, work functions, performance evaluation, administrative procedures, staff conduct and responsibilities.

A manual of operations for PESOs is available from DOLE as part of that office’s technical and administrative support to PESOs. However, the PESOs in Antique, Masbate and Agusan del Sur still need to fully put these standards of operations into practice.

Interconnectivity with other stakeholders. A public employment service stakeholder advisory committee or something to this effect is in place that acts as an advisory board, empowered to provide oversight and guidance, meets regularly and imposes accountability to ensure sustainability of public employment services.

A national federation of PESOs is existent. Regional and provincial federations are also existent. However, there is a need for PESOs in Antique, Masbate and Agusan del Sur to strengthen interconnectivity and linkages through these federations as well as exploring other mechanisms to widen scope of service delivery.

Interpretation of scores. Figure 6.3 summarizes the overall score which agglomerates the scores from the five thematic blocks (critical areas and indicators) used in the assessment of PESOs.

It should be emphasized that there is a need for the evaluation using the 100 Evaluative Factors to be guided by an independent evaluator. Otherwise, there is a tendency for the respondents to put their organization in the best light possible.

Also, it should be firmly explained to respondents that the exercise is not a performance appraisal but is simply being conducted to get a grip on the current status of local employment services provided by PESOs and that it is an instrument for self-assessment and self-discovery on channels in which improvements in employment services can be carried out.

It should also be explained that an honest response is needed because the ultimate end user of the assessment is the PESO itself and answers that tend to overestimate the PESO's capacity has a negative effect since planners and policymakers are not realistically apprised of the real situation, and therefore, the policy response may not be the appropriate one.

Going to the guided self-assessment itself, the majority of the PESOs have interpretative scores wherein 'many improvements' in the five thematic blocks are needed. A few have assessed their PESOs as 'fair' in terms of PESO services and functions. At least two PESOs assessed their organization as 'good'.

The main difference of these two PESOs is that both are private school-based. The rest are LGU-based and one is a government school-based PESO. This suggests the common observation that the private sector, being motivated by profit, may be better at doing certain employment services functions than the public sector since the latter is mainly motivated by service.

Table 6.3. Guided self-assessment scores

PESO Type (n=22)	Self-evaluation Score	Interpretation of Level of Public Employment Service (PES) Services and Operations
School-based	62.0	Good
School-based	60.5	Good
LGU	54.0	Fair
LGU	49.5	Fair
LGU	47.5	Fair
LGU	44.5	Fair
LGU	42.5	Many improvements needed
LGU	42.5	Many improvements needed

LGU	42.5	Many improvements needed
LGU	40.0	Many improvements needed
School-based	38.5	Many improvements needed
LGU	36.5	Many improvements needed
LGU	33.5	Many improvements needed
LGU	32.0	Many improvements needed
LGU	31.5	Many improvements needed
LGU	29.0	Many improvements needed
LGU	29.0	Many improvements needed
LGU	29.0	Many improvements needed
LGU	27.5	Many improvements needed
LGU	22.5	Much improvement needed
LGU	15.5	Much improvement needed
LGU	10.0	Much improvement needed

SWOT ANALYSIS OF PESOs BY PROVINCE

A popular Zen recounts how a Zen master described a drinking glass filled with water at the mid-level as either half-full or half-empty, depending on one's point of view. The same can be said of a SWOT analysis. It is subjective inasmuch as a strength or opportunity to one person can be construed by another person as a weakness or a threat. The SWOT exercise for the PESOs, broken down by province, yielded the following results:

ANTIQUÉ

PERCEIVED STRENGTHS

1. SPES program. The SPES program consistently emerged as a perceived strength of the PESOs. Probably, this is because SPES is done yearly and regularly. Also, it has a regular budget and there is a direct impact on beneficiaries in terms of money earned for services rendered. Components of the SPES program that were considered as a strength were the point system in selection adopted by PESO for SPES beneficiaries and other methods for identifying beneficiaries, which minimized political influence in the selection process.

2. Funding support. A common response of the key informants is their positive attitude toward the funding allotted to support their activities however modest this may be.

3. LGU has PESO office and staff. Although non-institutionalized, the key informants see the presence of a PESO office and staff as strength.

4. Supportive LCE (governors and mayors). Another perceived strength is the support given to them by the local chief executive. This is quite crucial given the political dynamics that characterize local governments at the local level.

5. Supportive school executives (for school-based PESOs). Key informants from the school-based PESOs also saw the support of their executives as strength. Their school presidents were supportive of their activities, including attendance in national and regional PESO conferences, in furtherance of the PESO mandate.

6. Good reputation, affordable tuition fee and work attitude of students and alumni leads to high rate of job placement. The key informant from the school-based PESO said that due to the factors mentioned, alumni and graduating students are easily employed by employers and firms looking for job applicants.

PERCEIVED WEAKNESSES

1. PESO not institutionalized. This has been a long standing issue that has plagued the implementation of the PESO program right from the start of its creation in 1999, with the passage of RA 8759.

2. Low capacity for PESO operations. There was general consensus on this weakness for all key informants. PESO is not fully equipped in skills and equipment. There are constraints in finance, manpower and facilities.

3. PESO program not aligned to school-based program. A school-based PESO said that the current PESO program does not have a perfect fit with the school's placement, guidance and outreach program. This is probably caused by the school's private status.

4. Shortage of qualified trainers (in school) impact on quality of graduates and employability. Another school-based PESO said the shortage of qualified trainers to teach in local schools has a great effect on quality of graduates churned out by schools and their employability. The reason why there is a shortage of qualified trainers is that the best of them leave the provinces for greener pastures and higher salaries. The schools in the provinces cannot afford to pay them rates that they can command in Manila or abroad.

PERCEIVED OPPORTUNITIES

1. Current measures to institutionalize PESOs. The initiatives undertaken by the Joint Programme on Youth, Employment and Migration being implemented in the four project sites by United Nations agencies is seen as an opportunity for strengthening the PESOs by finally giving the PESO a permanent staff and office created by local ordinances.

2. LCEs (mayors and governors) have good relationship with PESO. This provides the opportunity for the PESO to push its agenda among the LCEs.

3. Trainings given to PESO by LGUs and other organizations. It is perceived that these training opportunities are a means for the PESO to become capacitated and improve on its performance despite constraints.

4. Provision of one year courses leads to students getting employed faster. The school-based key informant said that in the choice of courses, more students opt for short term courses (one year) brought about by budgetary constraints and the desire to forego additional effort that longer-term courses necessitate. The most compelling reason was that the students wanted to finish something (anything) so that they can get employed already.

PERCEIVED THREATS

1. Weak LMI database. Weak collection, maintenance, analysis and interpretation of LMI data is a threat to the PESO inasmuch as weak labor market intelligence leads to a situation where the PESO is not able to target judiciously its clients nor are clients given the proper labor market information for them to make the correct career and employment choice, resulting in weak PESO programs at the local level.

2. Poor basic education leads to poorly qualified jobseeker. The weak link in the chain from school to work is the poor basic education in the country. This results in poorly qualified jobseekers and is a cause for potential employer clients to be picky when choosing potential employees. The result is unemployment for jobseekers possessing poor education and skills.

STRATEGIES FOR ANTIQUE PESOs BASED ON SWOT ANALYSIS

1. The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

2. In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

3. To reduce the PESO's vulnerability to external threats identified such as a weak LMI database, there is a need to exploit the PESO's number one strength, its SPES program. Thus, SPES beneficiaries can be tapped and given proper training and guidance to assist the PESO collect the necessary LMI data that would address weak LMI database.

4. To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Also, strategies should be devised that enable the PESO to make the most out of the available resources.

MASBATE

PERCEIVED STRENGTHS

1. **SPES program.** The SPES program is done regularly and has a budget and there is a direct impact on beneficiaries in terms of monetary value. Components of the SPES program that were considered as a strength were the number of 'SPES babies' (SPES alumni) who made good here and abroad.

2. **Funding support.** There is a positive attitude toward the funding allotted by the LGU to support PESO activities.

3. **LGU has PESO office and staff.** The key informants considered this as strength despite the fact that there is dearth of staff and resources for the PESO. This goes to show the positive frame of mind of most PESOs.

4. **Supportive LCE (governors and mayors).** A perceived strength for Masbate is the support given to them by the local chief executive. For the inactive PESOs whose LCEs have a different point of view when it comes to PESO, however, this did not emerge as strength.

PERCEIVED WEAKNESSES

1. **PESO not institutionalized.** This has been a long standing issue that has plagued the implementation of the PESO program right from the start of its creation in 1999, with the passage of RA 8759.

2. **PESO managers are newly designated or inactive.** This surfaced in Masbate where two PESOs do not have designates; also six PESOs are inactive including four LGU-based, one NGO-based and one school-based PESO. The provincial PESO manager is new having been designated by the governor only in May 2011.

3. **Low capacity for PESO operations.** There was general consensus on this weakness for all key informants. PESO is not fully equipped in skills and equipment. There are constraints in finance, manpower and facilities.

PERCEIVED OPPORTUNITIES

1. **Current measures to institutionalize PESOs.** The initiatives undertaken by the Joint Programme on Youth, Employment and Migration being implemented in the four project sites by United Nations agencies is seen as an opportunity for strengthening the PESOs by finally giving them a permanent staff and office created by local ordinances.

2. **LCEs (mayors and governors) have good relationship with PESO.** This provides the opportunity for the PESO to push its agenda among the LCEs.

PERCEIVED THREATS

1. Politics. As 2013 nears, the political elections and possible changing of the guards was considered as a threat to PESO operations. This surfaced among PESO managers whose local chief executives are sympathetic to the program. One can argue that for those PESO managers whose local chief executives are not sympathetic to the PESO program, the 2013 elections may be considered as an opportunity since there is a chance that newly elected officials may become sympathetic.

2. Gold mined out soon in Filminera Mining Corp. This cropped up in Masbate. The key informant suggested that due to the current intense mining operations being conducted by the mining firm, the available mineral resources will be soon depleted. This does not bode well for the local employment situation and will create unemployment among locals who are mostly employed as security personnel and day laborers in the mining company.

STRATEGIES FOR MASBATE PESOs BASED ON SWOT ANALYSIS

1. The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

2. In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

3. To reduce the PESO's vulnerability to external threats identified such as politics and phasing out of operations of foreign investors creating unemployment, there is a need to focus efforts on the institutionalization of LGU-based PESOs throughout the province. With a PESO office and permanent staff created by local law, there would no longer be any fear or trepidation that the continuity of PESO programs will be hampered by political changes of fortune.

4. To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Also, strategies should be devised that enable the PESO to make the most out of the available resources.

AGUSAN DEL SUR

PERCEIVED STRENGTHS

1. SPES program. The SPES program consistently emerged as a perceived strength of the PESOs. In Agusan del Sur, a raffle system is in effect to ration SPES slots.

2. Funding support of LGU. Although some considered the relatively little fund they have to implement PESO programs as a weakness, key informants from Agusan del Sur see funding support from local governments as strength.

3. LGU has PESO office and staff. The key informants considered this as strength despite the fact that there is dearth of staff and resources for the PESO. This goes to show the positive frame of mind of most PESOs.

4. Supportive LCE (governors and mayors). A perceived strength is the support given to them by the local chief executive. For the inactive PESOs whose LCEs have a different point of view when it comes to PESO, however, this did not emerge as strength.

PERCEIVED WEAKNESSES

1. PESO not institutionalized. This has been a long standing issue that has plagued the implementation of the PESO program right from the start of its creation in 1999, with the passage of RA 8759.

2. Low capacity for PESO operations. There was general consensus on this weakness for all key informants. PESO is not fully equipped in skills and equipment. There are constraints in finance, manpower and facilities.

PERCEIVED OPPORTUNITIES

1. Current measures to institutionalize PESOs. The initiatives undertaken by the Joint Programme on Youth, Employment and Migration being implemented in the four project sites by United Nations agencies is seen as an opportunity for strengthening the PESOs by finally giving them a permanent staff and office created by local ordinances.

2. LCEs (mayors and governors) have good relationship with PESO. This provides the opportunity for the PESO to push its agenda among the LCEs.

PERCEIVED THREATS

1. TESDA modular courses are now only one to three months whereas before, TESDA courses are one to two years. The key informant from Agusan del Sur said the national program thrust of the TESDA wherein all of its courses are now converted into one to three month modular courses as opposed to the previous policy of offering one to two year TESDA courses is a threat to the employability of jobseekers. The reasoning is that TVET

courses should be intensive and cannot be covered by one to three months modular courses. As a result, shorter time in course work leads to poorly qualified graduates of TVET.

STRATEGIES FOR AGUSAN DEL SUR PESOs BASED ON SWOT ANALYSIS

1. The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

2. In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

3. To reduce the PESO's vulnerability to external threats identified such as poor qualification of jobseekers, there is a need to link up with other stakeholders especially among institutions of education and TVET schools. A concerted strategy must be put in effect to address poor quality of graduates and jobseekers.

4. To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Also, strategies should be devised that enable the PESO to make the most out of the available resources.

Table 6.4. PESO SWOT Analysis

	Antique	Masbate	Agusan del Sur
Strengths	<ul style="list-style-type: none"> • SPES program • Funding support of LGU • LGU has PESO office and staff • Supportive LCEs • Supportive school executives • Good reputation, affordable tuition fee and work attitude of students lead to high rate of job placement 	<ul style="list-style-type: none"> • SPES program • Funding support of LGU • LGU has PESO office and staff • Supportive LCEs 	<ul style="list-style-type: none"> • SPES program • Funding support of LGU • LGU has PESO office and staff • Supportive LCEs
Weaknesses	<ul style="list-style-type: none"> • PESO not institutionalized • Low capacity for PESO 	<ul style="list-style-type: none"> • PESO not institutionalized 	<ul style="list-style-type: none"> • PESO not institutionalized

	<ul style="list-style-type: none"> operations • PESO not aligned to school-based programs • Shortage of qualified trainers (in school) impact on quality of graduates and employability 	<ul style="list-style-type: none"> • Low capacity for PESO operations • PESO managers newly designated or inactive 	<ul style="list-style-type: none"> • Low capacity for PESO operations
Opportunities	<ul style="list-style-type: none"> • Current measures to institutionalize PESOs • LCEs have good relationship with PESO • Trainings given to PESO by LGUs and other organizations • Provision of one year courses leads to students getting jobs faster 	<ul style="list-style-type: none"> • Current measures to institutionalize PESOs • LCEs have good relationship with PESO 	<ul style="list-style-type: none"> • Current measures to institutionalize PESOs • LCEs have good relationship with PESO
Threats	<ul style="list-style-type: none"> • Weak LMI database • Poor basic education lead to poorly qualified jobseekers 	<ul style="list-style-type: none"> • Politics • Gold mined out soon in Filminera (creating unemployment) 	<ul style="list-style-type: none"> • TESDA modular courses are now only 1-3 months; before TESDA courses are 1-2 years

TRAINING NEEDS ASSESSMENT

Methodology. For the analysis of training needs of PESOs, the key informants were initially asked to rate their skills in certain areas that are necessary for carrying out fully the core functions and services that a PESO should be minimally offering its clients.

These skills include computer operations, basic PESO operations, phil-job.net, gender sensitivity, labor market information, labor market analysis, labor and employment measurement concepts, labor laws, career counseling, employment counseling, vocational counseling, referral and placement, interviewing techniques, persuasion techniques, marketing techniques, entrepreneurship and other skills that was left for them to identify.

The rationale for this initial inventory of available skills is for the respondents to assess judiciously those areas where they think they still need improvement and where training may contribute to greater productivity at work, and those areas where they are already good or even superior and where provision of training is no longer necessary.

Self-assessed training needs. Based on the self-assessed ranking of the key informants (the number of respondents is 21 PESO managers or staff), the preferred trainings, in order of priority, are: labor laws, labor market information (LMI), labor market analysis, career, vocational and employment counseling, marketing and persuasion techniques, phil-job.net, referral and placement, labor and employment measurement concepts, understanding job contracts, entrepreneurship, computer skills, and interviewing techniques.

Table 6.5. Training needs

Priority Training Needs (Self-assessed)	Percent (n=21)
Labor Laws	38.1%
Labor Market Information (LMI)	33.3%
Labor Market Analysis	23.8%
Career, Vocational and Employment Counseling	23.8%
Marketing and Persuasion Techniques	19.0%
Phil-job.net	9.5%
Referral and Placement	9.5%
Labor and Employment Measurement Concepts	4.8%
Understanding Job Contracts	4.8%
Entrepreneurship	4.8%
Computer Skills	4.8%
Interviewing Techniques	4.8%

7. STRENGTHS, GAPS AND CONSTRAINTS IN DELIVERY OF EMPLOYMENT SERVICES



CRITERIA FOR ASSESSMENT OF STRENGTHS, GAPS AND CONSTRAINTS IN EMPLOYMENT SERVICE DELIVERY

Since the nationwide network of PESOs was created through Republic Act No. 8759⁵, it follows that the most cogent method for assessing the current strengths, gaps and constraints of the PESOs is to go back to this legislation and to review whether the intent and purpose of the law are being carried out at present. RA 8759 mandated the institutionalization of a national employment facilitation service network through the establishment of PESOs (for the full text of RA 8759, please refer to Annex 1).

⁵ Republic Act 8759 (Public Employment Service Act of 1999) enacted into law all previous efforts and put in place a national employment service. The law devolved employment services at the local level through a network of public employment service offices (PESOs) in local government units. A major constraint in the institutionalization of PESOs is the absence of nationally-sourced government funding dedicated to the project. As a result, the initiative lies in the hands of local governments through local legislations (city and municipal ordinances or provincial board resolutions) for the creation and funding of PESOs.

RA 8759's Implementing Rules and Regulations (see Annex 2) provide a list of, at least, six mandates that the PESO is expected to fulfill, to wit:

- 1) LMI services;
- 2) Referral and placement services for local and overseas as well as private and civil service employment;
- 3) Training and vocational guidance and employment counseling services;
- 4) Self-employment services;
- 5) Reintegration assistance services to returning overseas Filipino workers (OFWs);
- 6) Other services.

RA 8759's Implementing Rules and Regulations also tasked the DOLE Central Office to:

- 1) Provide policy directions and prescribe standards on employment services;
- 2) Develop and maintain a computerized job matching facility accessible to all PESOs nationwide and the Philippine Overseas Labor Offices (POLOs) and a computerized national registry of skills, employment and business opportunities for easy access of its clients. For this purpose, the Phil-job.net shall serve as the basic LMI system which shall be continuously enhanced and upgraded;
- 3) Develop and maintain performance-based and gender-responsive indicators to assess and evaluate the effectiveness of the NFSN and the PESOs;
- 4) Develop and maintain training curricula on all aspects of employment service, including gender awareness;
- 5) Establish and maintain training facilities for employment service providers; and
- 6) Develop and maintain a Manual of Operations for the effective implementation of the employment service program.

Meanwhile, DOLE Regional Offices are mandated to:

- 1) Exercise administrative and technical supervision over the PESOs;
- 2) Prepare and submit budgetary requirements to the Central Office;
- 3) Recommend the requirements for human resources, equipment and other necessary resources to the Central Office for the effective management and administration of the PESO;
- 4) Develop, administer and manage area-based or region-specific employment projects for PESO's implementation;
- 5) Maintain a computerized regional registry of skills as well as employment and business opportunities for easy access of its clients; and
- 6) Monitor and evaluate the performance of the PESOs.

The present assessment used the detailed services contained in the PESO mandate under implementing rules and regulations of RA 8759 (Table 7.1) as the jump-off point to identify the strengths, gaps and constraints in employment service delivery of the PESOs in the four project sites.

Table 7.1. PESO mandate under implementing rules and regulations of RA 8759

Areas	Detailed Services
LMI services	<ul style="list-style-type: none"> • Market and promote each service, through all forms of media, to all its labor market clients • Regularly obtain a list of job vacancies from employers • Generate and maintain an updated registry of skills • Gather, collate and process data or information on employment trends, particularly labor supply and demand, and disseminate such data or information to labor market clients • Provide information on licensed or authorized recruitment agencies or recruiters for local and overseas employment
Referral and placement services for local and overseas as well as private and civil service employment	<ul style="list-style-type: none"> • Undertake active sourcing of vacancies • Evaluate the qualifications of jobseekers in relation to wage employment options • Refer jobseekers for appropriate employment assistance and monitor the result of such referrals • Institute measures to ensure that recruitment and placement services, both for local and overseas, are in accordance with existing laws, rules and regulations
Training and vocational guidance and employment counseling services	<ul style="list-style-type: none"> • Conduct pre-employment counseling, including values development and enhancement of work ethics, to prospective local and most especially to overseas jobseekers • Administer and evaluate psychological tests or examinations • Undertake employability enhancement trainings or seminars for jobseekers as well as those intending to change careers or enhance their employability • Conduct orientation and training to prospective local and overseas jobseekers regarding rules and regulations on anti-illegal recruitment
Self-employment services	<ul style="list-style-type: none"> • Maintain and provide updated directory of government and non-government institutions with existing livelihood programs, including

	<ul style="list-style-type: none"> the directory of lending institutions • Determine client's potentials for entrepreneurial undertakings • Refer clients for appropriate self-employment or livelihood assistance and monitor the results of such referrals • In coordination with DOLE Regional Coordinating Council (DOLE-RCC), undertake livelihood and self-employment programs
Reintegration assistance services to returning overseas Filipino workers (OFWs)	<ul style="list-style-type: none"> • Provide a mechanism for the reintegration of OFWs • Determine or obtain information on returning OFWs and provide periodic information of job opportunities • Undertake other appropriate programs to promote the welfare of OFWs and assist in gathering or tapping the skills and potentials of the returning OFWs • Undertake re-integration programs and projects that maybe developed by DOLE's Replacement and Monitoring Center (RPMC)
Other services	<ul style="list-style-type: none"> • Job Fairs • Livelihood and Self-employment Bazaars • Special Credit Assistance for Placed Overseas Workers • Special Program for Employment of Students (SPES) • Work Appreciation Program (WAP) • Workers Hiring for Infrastructure Projects (WHIP)

STRENGTHS

SPES PROGRAM

RA 7323 as amended by RA 9547 (see Annexes 3 and 4) mandates the PESO as implementer of the program. SPES or Special Program for Employment of Students is an incentive for private firms and businesses to hire students during the summer and Christmas school break. Under the scheme, the firm pays only 60 percent of mandated minimum wages prevailing in the area while DOLE shoulders the remaining 40 percent.

The strength of the program is that it has a ready budget with DOLE appropriations being included in DOLE's annual budget. For local government participants, a budget for funding the 60 percent counterpart of local employers is also usually available.

Although it can be argued that the program has not attracted enough private sector firms to warrant its continuation and thereby defeating its original purpose, it can be counter-argued that SPES provides employment creation of a short-term nature and is a venue for stimulating local economies especially in poor provinces such as Antique, Masbate, Agusan del Sur and Maguindanao. Most provinces are not able to comply fully with the law. In Maguindanao, however, businesses cannot afford the 60 percent mandatory share of the private sector. Still, DOLE ARMM continues with the program by simply paying SPES beneficiaries with the 40 percent DOLE counterpart. In general, SPES becomes a venue for temporary job creation and work appreciation for the youth sector.

Because of its huge popularity, the demand of student applicants for SPES slots is greater than the available supply of slots. There is only an average of 100 slots per province. Creative methods are being used to ration slots. In Agusan del Sur, a raffle system is adopted while in Antique, a point system evaluation method is utilized in some PESOs.

For students to really get to appreciate the nature of work---any kind of work, for that matter---there is a need for those in white-collar courses to be exposed to light field work such as plant nursery or street sweeping. Conversely, students in blue-collar and agriculture-related courses can be assigned to the office so they can have a feel of what different kinds of job are really like.

JOB FAIRS

The regular conduct of job fairs is mandated under the PESO Act of 1999 (RA 8759). Most jobs available in such fairs, however, are of a short term nature, usually lasting for five months. Companies have resorted to this practice as a way of evading the provisions in the Labor Code which require companies to regularize employment status of workers who completed six months of tenure. Standard practice is that prior to reaching six months with the company, the worker gets his walking papers. Because of the oversupply of labor, another worker from the legion of jobseekers simply takes the place of the terminated worker under the same conditions.

Although companies see the undesirable effects of this policy in terms of the need for continually training new people (which puts a strain and additional cost on human resources administration), the practice persists. One can conclude that on the overall, it is cheaper for companies to continue with the policy of high employee turnover rate compared to complying with government-mandated laws on employee permanency and the accompanying benefits accruing to permanent employees. At this point in time, there is a need to review the Labor Code provisions on employee permanency to weigh the cost and benefits of individual company decisions on the matter as they affect the economy on the whole.

Of the job fairs held in Antique, Masbate, Agusan del Sur and Maguindanao, job openings are mostly for posts abroad. PRPAs from outside of the province are invited to participate in the activity. Posters and streamers disseminate the activity to jobseekers.

For every 100 jobseekers who participate in the activity, however, less than 10 percent are hired. No direct employment assistance is given to the 90 percent who did not get jobs except having them register in the skills registry of the PESO, which, becomes part of the Skills Registry System (SRS), and uploaded in phil-job.net.

A job fair is an efficient venue for the direct linking of employers and jobseekers. It is a desirable undertaking in this respect. The main hindrance, however, is the matching process of jobs and applicants. Majority of jobseekers are not qualified (that is, they do not possess the minimum qualification standards that companies are looking for in prospective workers). This may be a reflection of the bigger picture. Most employers and training institutions in the four provinces agree that the main hindrance to jobseekers not being able to land jobs is their low qualification (brought about by the low quality in general education) followed by their work attitude. As a result, job fairs for most jobseeker participants simply become a venue for skills registry with phil-job.net.

To make job fairs holistic and more attuned to the needs of the majority of jobseekers not able to land a job, other meaningful services should be provided. The most practical of these would be a diagnostic of why jobseekers turned down for jobs did not get these jobs. A job fair is therefore an opportune venue for career counseling activities to jobseekers.

SCHOOL-BASED PESOS

Although not originally included in the provisions of RA 8759 which only referred to PESOs being set up in State Universities and Colleges (SUCs), the inclusion of private schools in the National Facilitation Service Network (NFSN) is a ray of bright hope in the effort to strengthen the entire network. Private schools bring with them to the network their expertise and work ethos. Most importantly, the profit motive which is the bottom line of any private enterprise gives these private schools a relative edge in efficiency.

Because school-based PESOs optimize the direct link between the source of the supply of labor (schools) and the demand for labor (employers), it is recommended that DOLE enter into MOAs with more private schools. This is an area which should be prioritized over the establishment of other types of PESO, say, NGO-based PESOs.

NGO-based PESOs still need to organize their potential clientele while school-based PESOs already have a 'captive' clientele. Also, for NGOs which do not distinguish between types of clients, its scope would tend to be more diffused and unfocused. In a school, however, there is always the assumption that students are in there precisely because they want to get jobs later on. Schools become the vehicle which enables them to qualify for such jobs. As a result, some form of 'self selection' characterizes the supply of labor from school-based PESOs. It is always easier to get jobs for jobseekers with the right motivation and proper credentials.

A final argument is that school-based PESOs effectively short-circuit the process of providing for employment services. Since the school is the direct source of labor supply, most employers are wont to go directly to the schools, especially those with a solid reputation for quality education and high standards.

Ideally, the end result of such a situation is a lessening of the burden on LGU-based PESOs (since school-based PESOs already take care of in-school youth).

This gives LGU-based PESOs the opportunity to concentrate on clients not covered by the private sector including disadvantaged workers, retrenched workers, informal sector workers, laborers and unskilled workers and out-of-school youths. These groups are traditionally left out by private markets. Government usually provides them safety net measures precisely because they are most prone to be affected by structural changes in the economy.

The down side, however, is that since employers go directly to schools rather than going to LGU-based PESOs (as this saves them time and there is the assurance of the quality of manpower they are getting from the school-based PESOs), the LGU-based PESOs may be perceived or branded as an 'inferior' source of quality manpower.

At this stage, the LGU-based PESOs still has to prove their mettle and convince employers that the jobseekers in their roster are of a quality that can compete with the best of those coming from school-based PESOs.

Table 7.2. Strengths in employment services delivery of PESOs

STRENGTHS	RECOMMENDATIONS
1. SPES PROGRAM <ul style="list-style-type: none"> • Mandated by law RA 7323 (as amended by RA 9547) • 40% of wages shouldered by DOLE; regular appropriations in DOLE budget • 60% of wages shouldered by employers; majority of employers are LGUs; businesses and some GOs in Maguindanao cannot afford 60%; DOLE ARMM pushes thru with the 40% anyway • Becomes a venue for temporary job creation and work appreciation for the youth sector • Very popular; to most, PESO=SPES • Demand of student applicants for SPES slots greater than supply of slots 	<ul style="list-style-type: none"> • Lobby for more funding for SPES in Congress • Should include more slots for OSYs desiring to enroll in school • To truly appreciate the nature of work, expose students in office-related courses to light field work such as plant nursery or street sweeping; expose student in agriculture related courses to office work

2. JOB FAIRS

- **Mandated by law (RA 8759)**
- **Venue for direct link of employers and jobseekers**
- **Venue for skills registry of jobseekers**
- **Most jobs offered in job fairs are only five months maximum**
- **Less than 10% of jobseekers participating in job fairs are hired**
- **No direct employment assistance to the 90% who did not get jobs except having them register in skills registry system**
- Review Labor Code provision on permanency rules
- Make job fairs holistic; provide other meaningful employment services to those who did not get jobs; remember that they also expended time, money and effort in participating in the job fair, example, diagnostics of why they did not get jobs and career counseling

3. SCHOOL-BASED PESOs

- **Inclusion of private schools in National Facilitation Service Network (NFSN)**
- **Not originally included in RA 8759**
- **Bright spot in local employment services; private sector better at doing things than public sector because profit motive is main incentive for efficiency**
- Enter into MOAs with more private schools (HEIs); 'blue desks' in TVET schools take care of TVET sector
- Needs strengthening because it optimizes direct link between supply of labor (schools) and demand for labor (employers)
- Should be prioritized over others such as NGO-based PESOs

GAPS AND CONSTRAINTS

PESO ADMINISTRATION AND MANAGEMENT

Multitasking functions and add-on nature of PESO functions. In non-institutionalized PESOs, which comprise the majority of PESOs, PESO duties are add-on functions over and above regular functions of PESO managers who are themselves designated only. Most PESO managers are budget officers, human resource management officers, planning officers, information officers or department head managers of their respective LGUs. To comply with the provisions of RA 8759, these local officials were designated by their LCEs

also as PESO managers of the LGU-based PESOs. For the school-based PESOs, PESO manager-designates may be guidance counselors, external affairs officers, instructors or managers. As a result, multitasking has become a way of life at work due to lack of personnel. Even PESO managers in institutionalized PESOs are given add-on work not related to PESO functions. For instance, part of the job of a PESO manager in Agusan del Sur is cooperatives development for the province.

Low capacity and limited budget for PESO operations. Because PESOs are not fully equipped in terms of skills and equipment, there is low capacity for PESO operations. Also, the limited budget and resources with which the PESO operates are only enough for them to comply with the 60 percent employer share in wages of beneficiaries for the SPES program and for their traveling expenses to attend PESO-related activities.

Table 7.3. Budget of selected non-institutionalized PESOs

Type of PESO (n=14)	Budget for 2011
LGU-based	P500,000
LGU-based	P500,000
LGU-based	P400,000
LGU-based	P300,000
LGU-based	P300,000
LGU-based	P300,000
LGU-based	P300,000
LGU-based	P250,000
LGU-based	P161,000
LGU-based	P124,000
LGU-based	P100,000
LGU-based	P80,000
LGU-based	P50,000
LGU-based	No Budget

The standard recommendation to this longstanding problem is to institutionalize the PESOs in LGUs at the local level. At the very least, it would take a minimum of six to seven months and PhP70,000 for the LGU to push through with institutionalization through a Sanggunian resolution.

As a stopgap solution---that is, while waiting for the wheels of institutionalization to grind within the administrative machinery of the LGU---perhaps the most straightforward answer to the perennial problem of lack of manpower in PESOs is to simply detail DOLE Central Office personnel to the PESOs.

DOLE personnel are technically better equipped for PESO operations because of their grounding in labor and employment functions at the national level. This is an opportune

moment to share this expertise with PESO staff at the LGU level. A direct hand for DOLE at the LGU level gives it a direct link to promote employment at the grassroots level. Technical and administrative supervision over its personnel detailed locally will also speed up the implementation of the PESO program because DOLE can always recall non-performing employees. This may be a way out of the politicization of some LGU-based PESOs.

PESO may become politicized. Holding offices at the LGUs and being LGU officials, the loyalty of PESO managers is to their LGUs, which is understandable. In the normal operations of the LGU, the administration of local government functions is their core function and the PESO functions of PESO manager-designates are sometimes relegated to the background in lieu of more important business.

Some key informants aired the sentiment that among PESO manager-designates in inactive PESOs, there may be non-interest and non-committal to the PESO's programs. In the words of the key informants, some recalcitrant PESO manager-designates are '*pasaway*' '*dine-dedma lang ang programa*' '*hindi nagsu-submit ng report*' '*nakikisuyo na lang ang DOLE para ipatupad ang programa*'. Sometimes, they would not even allot time to attend meetings of the PESO.

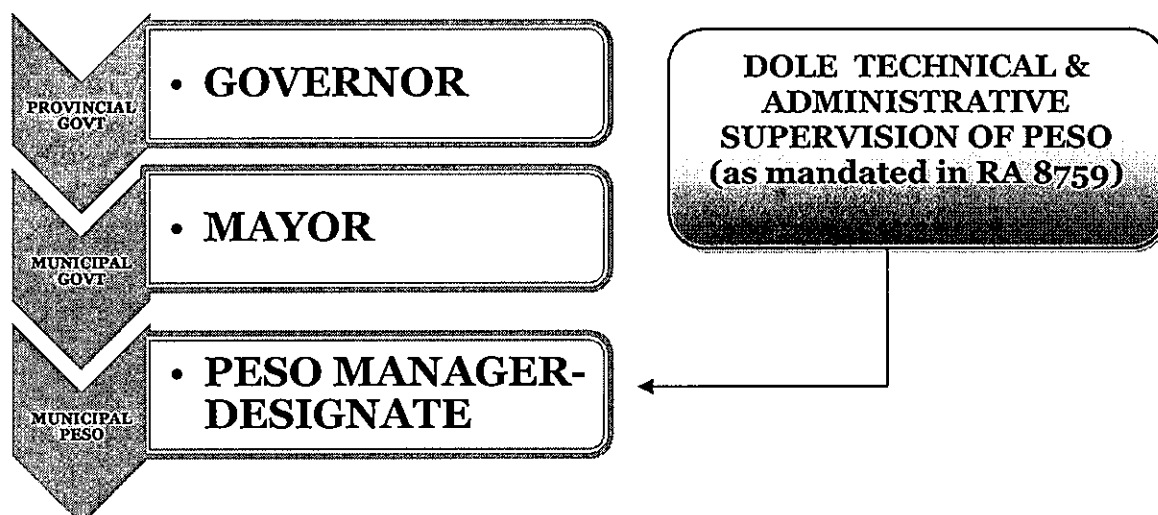


Figure 7.1. Organizational hierarchy of PESO at municipal level

On a brighter note, DOLE's Bureau of Local Employment maintains an incentives program for PESOs through year-end honoraria of Php2,000 each to compliant PESOs. Through the scheme, it hopes to motivate the LGU-based PESOs to submit reports on time and achieve their targets. DOLE BLE also provides computers, 3-G broadband and other

equipment to PESOs who are active and are doing their duties. As a supplement to this policy, perhaps DOLE BLE can initiate a separate intervention for inactive PESOs to prevent them from further drifting away from the program. As things stand, these inactive PESOs tend to become more marginalized because they may not have the necessary skills, attitude and equipment to make the PESO program work in their locality. A positive reinforcement scheme is necessary to enable them to return to the fold.

A Memorandum of Agreement is the instrument with which the DOLE and the LGU-based PESOs agree in writing on the duties and expectations each has of the other. Since the PESO Act of 1999, many MOAs have been entered into by DOLE and the LGU-based PESOs wherein said LGUs, in compliance with the law, are given the authority to implement the mandate of RA 8759. When entering into these MOAs, there is an implicit presumption of goodwill that the LGUs are willing to extend to DOLE and that DOLE, in turn, is willing to extend to the LGUs in the conduct of the implementation of the provisions of RA 8759.

Bearing this in mind, there really is no excuse for LGU-based PESOs not to honor the provisions of the MOA knowing fully well their obligations under the said agreement. However, the penchant for *ningas cogon* and the continuing succession of political appointees that have populated the LGUs since the passage of the PESO Act of 1999 may have contributed to the shortness of memory of certain implementers as to the exact contractual obligations these LGU-based PESOs have with DOLE.

Thus, it is high time for DOLE to take concrete measures to enforce and affirm the integrity of the MOAs entered into between DOLE and LGUs. This becomes an opportunity for reviving inactive PESOs. New PESO managers get to be apprised first hand of the MOA existing between DOLE and the LGU. Lastly, a revised MOA is an opportunity for introducing new provisions that make the agreement more attuned to changing times and trends in employment services.

PESO may not be making the most of the limited resources available to provide the widest range of services. The PESOs are challenged by a lack of budget, lack of manpower and lack of equipment. The PESO's budget in the four provinces ranges from no budget to Php500,000 (see Table 7.3). The bulk of the PESO's budget goes to payment of SPES (the 60 percent counterpart of the LGU as employer of students). Traveling expenses of PESO managers are charged to this account while supplies and materials of the PESO are sourced from regular programs handled by PESO managers. The salaries of PESO manager-designates come from the budget of the office from which their regular plantilla item belongs.

With the little that they have to implement the PESO's programs, there is no margin to spend on non-necessities. There is a need, therefore, for the PESOs to adopt time-saving and manpower-saving methods of employment services in order to optimize its scarce resources. Innovation is a key word in this endeavor. This could include self-service, self-assessment and self-help approaches for clients, internet-based resources (example, online registering for SRS, Facebook, texting for tracking services, phil-job.net), diagnostics at reception (segregating types of clients at reception into self help, brief assistance needed or intensive assistance needed) and group counseling, support groups and job clubs.

ARGUMENTS FOR NON-INSTITUTIONALIZATION

PESO is not the only program lobbying for institutionalization. The PESO competes with other programs such as tourism, environment and investments promotions, among others, in its quest for an institutionalized office. According to key informants, the priority of PESO to some LGUs is not high because it is non-revenue generating.

The mindset of some LGU officials may also become a roadblock to institutionalization. As a key informant said, some LGU officials air the sentiment that “*kami pa ang gagasta para sa programa na DOLE naman dapat ang gumagawa*”. Also, the institutionalization of the PESO is a political process that takes time (it needs a minimum of six to seven months and Php70,000 for institutionalization to take place).

To soften the stand of some LGU officials, there is a need to carefully explain to LCEs the benefit of having a well-rounded and well-functioning PESO. Advocates must appeal to the self-interest of politicians---what is in it for them to further their political careers. Advocates should also appeal to the political windfall that will be reaped by LCEs if the PESO becomes institutionalized. A concrete example of how PESO institutionalization can help local politicians is that with institutionalization, there would be more funds for job fairs and SPES which would translate to more good will for local politicians.

The down side of this, of course, is that we may be further putting the PESO on the spot as a political machinery that caters to politicians when, in fact, it should, first and foremost, be catering to its original clients of jobseekers and employers.

There is also the need to explore other strategies to strengthen PESOs in the mean time while talks of PESO institutionalization are making the rounds.

BULK OF BUDGET OF PESO GOES TO SPES AND JOB FAIRS

The local budget for PESOs goes mainly to SPES and job fairs. The reason is that these are the programs that are highly visible and popular. On the demand side, high unemployment and students needing cash for tuition are practical reasons for the popularity of these programs. As a result, it is expected that SPES and job fairs will continue to be flagship programs of PESOs under the LGUs while other PESO core functions are given lesser attention. To make other PESO programs work, there is a need to exploit the situation by anchoring PESO core functions on job fairs and SPES (an example is to give career counseling to all SPES and job fair applicants).

CLIENTELE OF PESO

Majority of employer clients of LGU-based PESOs are also the LGUs. Due to the weak economic environment, the LGUs as employers are also the clients of the LGU-based PESOs in most municipalities. As a result, LGUs are the biggest employers down to the barangay level. There is a need to address the weak formal labor markets in the four provinces to redress

the imbalance of private sector participation in local economic development. There should be a sustained effort to convince local elites to place their money in active investment within the provinces and create jobs in the process. The policy wherein the government becomes a source of employment creation should be a stopgap measure that is adopted only in the short term because it crowds out private sector initiative and is not good for the economy in the long run.

LABOR MARKET INFORMATION

Marketing and promotion of PESO services needs strengthening. At present, marketing and promotion activities to clients of PESOs on both demand and user side are not being fully implemented. In fairness to the PESOs, this may be a calculate strategy inasmuch as there is the realization that it has limited capacity for servicing clients so that promoting its services to a wide band of people may create unmet expectations and lead to more disillusioned people among the ranks of the unemployed and underemployed. Therefore, marketing and promotion activities should be gradual until such time that the PESO has the necessary resources for it to fully service its clientele.

Sourcing job vacancies from private employers are not regularly undertaken. The key words are “regularly undertaken” because there is, in fact, a conscious effort in soliciting job vacancies. However, due to a host of factors, this tends to be sporadic. Multitasking functions of the PESO leaves little time for critical functions such as this activity. Despite the limitations, there should be regular visits to employers calendared in the activity of the PESO, if it is serious in its approach to solicit more private sector jobs. This is one of the more critical aspects of a minimally-functioning PESO providing core employment services to clients.

Computerized skills registry system has snags. In the four provinces, there is a problem in internet access and computer hardware available in the PESOs. To optimize the skills registry of jobseekers (which is nothing really more than a resume of jobseekers containing skills qualifications), measures should be taken to standardize procedures so that self service mechanisms for users of phil-job.net becomes the norm. At present, jobseekers are asked to manually fill forms for the Skills Registry System (SRS). Usually, these forms are encoded in phil-job.net by the staff of the PESO or SPES beneficiaries or sent to the DOLE Regional Offices where they are encoded by regional staff in the phil-job.net. To short-circuit the process, it is recommended that DOLE makes it a policy for jobseekers to directly go to phil-job.net and input their application in the website.

This is akin to hitting four birds with one stone. First, we save more trees by cutting on the use of paper through the adoption of an electronic application system for jobseekers. Second, we save on at least two steps in the process. These are the act of the jobseeker filling up the form manually and the act of the PESO encoding the manually-filled forms into the computer. Third, we compel jobseekers to use phil-job.net thereby introducing them to the website and hopefully, making them loyal users of the job portal (which is one of the main goals of RA 8759). Lastly, we introduce the youth to the use of the computer and the World Wide Web thereby integrating them into the global network, which is the current wave. This will be particularly helpful to youth in the four provinces which have comparatively low computer usage compared to youth in other urbanized regions.

Also, there is a need to provide computers and internet access and 3-G broadband to the PESOs. To make phil-job.net more appealing to youth and jobseekers alike, efforts should be made to make the website more commercial looking. Tie-ups with major telecommunications firms can be undertaken to provide the widest scope of coverage for the website.

No directory of GO and NGO livelihood programs in phil-job.net. As an alternative to wage employment, self-employment should be part of the options available to jobseekers. To fully equip would-be entrepreneurs, knowledge support should be provided, initially on available government assistance and other services provided by NGOs. This should be integral information in the phil-job.net website. A section on self-employment in phil-job.net is mandated by RA 8759.

Constraints in systematizing and analyzing data on labor and employment trends. Knowing fully well the work load of the PESOs, the preparation of provincial or municipal reports analyzing labor supply and demand may be too much of a strain on overworked staff. Nevertheless, RA 8759 mandated PESOs to undertake this activity. There is thus a need to sustain this developmental aspect of the PESO. It is recommended that the PESOs be trained or their skills upgraded on LMI analysis and report writing.

REFERRAL AND PLACEMENT

Active sourcing of vacancies needs to be strengthened. As noted, LGUs themselves tend to be the main source of job vacancies especially at the municipality level. Aggressive effort needs to be undertaken to persuade local firms to submit their vacancies on a regular basis. One recommendation to put this in motion is to enact a local ordinance or resolution requiring local firms to submit their vacancies to the PESO regularly. However, this move is contrary to the spirit of ILO Convention 88 which calls for free and voluntary use of public employment services. It may also be an added burden for the private sector and is a disincentive to investments promotion at the local level.

The current method employed by PESO is to simply provide information on available jobs to their clients. Based on their list of employer contacts, some of these employers simply send a text message or call the PESO whenever the need for prospective jobseekers arises. The PESO fields out this request to its contact of jobseekers.

Tracking services missing in referral of jobseekers for employment. PESO should do more than simply provide information on possible jobs for jobseekers. There should be a mechanism wherein jobseekers are obliged to send a text message of the result of their application with local firms whose vacancies were coursed through the PESO. This should be entered in a logbook for such a purpose at the PESO office. Such a scheme puts in place a more or less systematic means of monitoring referrals and placement.

Need to standardize tools in evaluation of jobseeker qualifications regarding wage employment options. At present, each PESO is given the leeway to assess and evaluate qualifications of jobseekers. This is usually done through a 'play by ear' approach. The PESO

manager evaluates potential for employment of jobseeker based on gut feel influenced largely by the way the jobseeker presents himself, his demeanor and his facility in convincing the PESO manager of his qualifications, plus of course, his paper credentials. A concern about the 'play by ear' approach is that there is no standardization of criteria for selecting who is and who is not qualified. This may cause referral of jobseekers which are not exactly qualified. As a result, the credibility of the PESO may suffer among employers and this may lead to lesser employers patronizing the job matching services of the PESO. It is imperative, therefore, for the PESO to be able to refer applicants who are qualified and meeting employer standards. Due to these reasons and because of the resource constraints of the PESO, it may be best to simply administer a standardized self-assessment tool for jobseeker wage employment options, as stipulated in RA 8759.

Limited measures instituted to ensure that recruitment and placement services are in accordance with law, rules and regulations. There should be coordination between BLE, OWWA and POEA to put such measures in place. Relevant agencies should provide trainings on labor laws and recent orders, rules and regulations.

TRAINING, VOCATIONAL GUIDANCE AND EMPLOYMENT COUNSELING

Limited pre-employment counseling, values development, employability enhancement trainings and seminars to prospective local and overseas jobseekers. Many PESOs conduct pre-employment orientation seminars (PEOS) or seminars similar to this wherein jobseekers and fresh graduates are given tips on crafting effective resumes that put themselves in the best light, techniques of presenting themselves to employers and answering questions in job interviews smartly and concisely. Labor Education for Graduating Students (LEGS) and similar seminars are also given to graduating students in schools including employability enhancement trainings and seminars. Some examples are Agusan del Sur's bead making training for the youth and community-based training in food and beverage services in Antique.

Unfortunately, due to the constraint in resources, these services are not done frequently enough to cover a wide band of clients. To remedy this, the activities may be anchored in the conduct of SPES and job fairs since both programs provide a captive market of jobseekers and students.

No self administered standardized psychological tests. RA 8759 mandates the adoption of such a tool. Because most standardized Western-based psychological tests are covered by intellectual property rights and may be cumbersome to implement and interpret, it is suggested that the PESO simply utilize self-administered self-assessment tests similar to TESDA's career profiling. The most important use of such as tool is for the youth to be able to make the right choice of career based on innate talents, aptitude and skills.

Limited orientation and training to prospective local and overseas jobseekers on anti-illegal recruitment. Again, this is due to manpower and budgetary constraints of the PESO. Also, there is a need to capacitate them on the intricacies of labor laws especially on anti-illegal recruitment.

SELF EMPLOYMENT SERVICE

No self-administered tool to measure client's potential for entrepreneurship. For clients referred to programs for self-employment, PESO managers do not have a standardized tool for measuring entrepreneurship potential. Most play it by ear. The PESO could adopt ILO's tool in its Start and Improve Your Business modules for assessing entrepreneurship potential.

No updated directory or non-systematized directory of existing GO and NGO livelihood programs including directory of lending institutions. To remedy this, SPES beneficiaries may be utilized to compile said directory. The compendium of research and assessment studies of the YEM Programme including data from the DRDF study on baseline data of the four provinces may also be useful.

Referral of clients for self employment and likelihood assistance from other GOs and NGOs not fully explored. The PESO must cultivate good will and friendly ties with other GOs and NGOs. It is suggested that it spearhead the formation of a network of GOs and NGOs with employment programs. It goes without saying that a prime consideration for sustainability of such a network is that participants in the network support each other's programs.

SPECIAL PROGRAMS

Workers Hiring in Infrastructure Projects (WHIP). Covered by RA 6685, there is a need to exploit this program because it is a large source of job creation and is covered by law. The law mandates private and government contractors to source at least 50 percent of their unskilled and 30 percent of their skilled manpower requirements from local jobseekers for infrastructure projects within the LGUs. The PESO should be on the lookout for local infrastructure projects as potential sources of employment for local jobseekers. They should be proactive and must coordinate with contractors---both private and government---for job vacancies.

REINTEGRATION ASSISTANCE SERVICES TO RETURNING OFWS

None or minimal program on reintegration assistance services to returning OFWs. As stipulated in RA 8759, there should be a clear mechanism for reintegration of OFWs, a baseline information on returning OFWs, a program to promote welfare of OFWs and the tapping of skills and potentials of returning OFWs, and reintegration programs or projects for OFWs. There is a need to coordinate with OWWA and POEA to address these gaps.

Table 7.4. Gaps and constraints in employment services delivery of PESOs

GAPS AND CONSTRAINTS	RECOMMENDATIONS
1. PESO ADMINISTRATION AND MANAGEMENT	
<ul style="list-style-type: none"> • PESO managers are designated only; PESO duties are add-on functions over and above regular functions 	<ul style="list-style-type: none"> • Institutionalize PESOs (minimum of 6-7 months and Php70,000 for LGU to institutionalize PESO)
<ul style="list-style-type: none"> • Low capacity for PESO operations; not fully equipped in terms of skills and equipment; limited budget and resources 	<ul style="list-style-type: none"> • Detail DOLE Central Office personnel to PESO (Rationale: DOLE personnel technically better equipped for PESO, must share their expertise to PESO staff)
<ul style="list-style-type: none"> • Multitasking due to lack of personnel (even PESO manager in institutionalized PESOs are given add-on work not related to PESO) 	<ul style="list-style-type: none"> • There is presumption of good will when DOLE entered into MOA with LGUs
<ul style="list-style-type: none"> • PESO may become politicized; loyalty of PESO manager is to the LGU (which is understandable) 	<ul style="list-style-type: none"> • Must honor and affirm integrity of MOA between DOLE and LGUs
<ul style="list-style-type: none"> • Inactive PESOs are <i>'pasaway' 'dine-dedma lang and programa' 'hindi nagsu-submit ng report' 'nakikisuyo na lang and DOLE para ipatupad ang programa'</i> 	<ul style="list-style-type: none"> • Becomes an opportunity for reviving inactive PESOs; new PESO managers get to experience first had what MOA is between DOLE and LGU
<ul style="list-style-type: none"> • PESOs may not be making the most of the limited resources available to provide the widest range of services 	<ul style="list-style-type: none"> • New MOA is opportunity to revise provisions to make them more attuned to changing times
	<ul style="list-style-type: none"> • BLE policy on honoraria for performing PESO managers may further alienate nonperforming PESOs; separate intervention needed
	<ul style="list-style-type: none"> • Adopt time- and manpower-saving methods of employment services <ul style="list-style-type: none"> ➢ Self-service, self-assessment and self-help approaches ➢ Internet-based (ex. online registering for SRS, job information and tracking services at Facebook) ➢ Texting of job information and referrals ➢ Group counseling vs. individual counseling
2. ARGUMENTS FOR NOT INSTITUTIONALIZING PESO	
<ul style="list-style-type: none"> • PESO is not the only program lobbying for institutionalization; it compete with other programs such as tourism, 	<ul style="list-style-type: none"> • Must carefully explain to LCEs benefits of PESO (what is in it for them to further their political careers)

<p>environment and investments promotion</p> <ul style="list-style-type: none"> • Priority of PESO to some LGUs is not high because it is non-revenue generating • Mindset of some LGUs (<i>'kami pa ang gagasta para sa programa na DOLE naman dapat ang gumagawa'</i>) • Institutionalization of PESO is a political process that takes time (minimum of 6-7 months but may be longer and P70,000 for LGU to institutionalize) 	<ul style="list-style-type: none"> • Appeal to the political windfall that will be reaped by LCEs if PESO is institutionalized (more job fairs and SPES) • Explore other strategies in the mean time
<p>3. BULK OF PESO BUDGET GOES TO SPES</p> <ul style="list-style-type: none"> • Budget for PESO goes mainly to SPES and job fairs because these are the programs that are highly visible and popular • Other PESO core functions are given less attention • SPES and job fairs will continue to be flagship programs of PESOs under LGUs 	<ul style="list-style-type: none"> • Educate LCE on PESO core functions • To make other PESO programs work, exploit the situation by anchoring PESO core functions on job fairs and SPES (ex. Give diagnostics on why they did not land a job in job fairs and career counseling to all SPES and job fair applicants)
<p>4. CLIENTELE OF PESO</p> <ul style="list-style-type: none"> • Majority of employer clients are LGUs (LGUs are biggest employers at the barangay and municipal level) • Government as source of employment creation should be a stopgap measure only because it crowds out private sector initiative 	<ul style="list-style-type: none"> • Address the weak formal labor markets in the four provinces • Convince local elites to place their money in active investments within the provinces and create jobs in the process
<p>5. LABOR MARKET INFORMATION</p> <ul style="list-style-type: none"> • PESO core services, except SPES and job fairs, not well-known to clients • List of job vacancies from private employers not regularly undertaken • Snags in computerized skills registry system (SRS); problem in internet access and computer availability • No directory of GOs and NGOs with 	<ul style="list-style-type: none"> • Information dissemination should be gradual as may create big demand leading to unmet expectations • Regular visits to employers calendared in activity of PESO • Provide computers and internet access and 3-G broadband • Adopt self service mechanism for users

livelihood programs in phil-job.net	of phil-job.net
<ul style="list-style-type: none"> • Constraints in collating and analyzing data on employment trends, labor supply and demand 	<ul style="list-style-type: none"> • Make it a policy for jobseekers to register online rather than manually (we save more trees and time) • Put up a section on self-employment in phil-job.net • Train or upgrade skills of PESO on LMI analysis
6. REFERRAL AND PLACEMENT	
<ul style="list-style-type: none"> • Active sourcing of vacancies needs to be strengthened; aggressive effort to persuade local firms to submit vacancies • Needs standardized tool to evaluate jobseeker qualification on wage employment options • Tracking services missing in referral of jobseekers for employment • Limited measures instituted to ensure that recruitment and placement services are in accordance with law, rules and regulations 	<ul style="list-style-type: none"> • PESO should do more than simply provide information on possible jobs • Jobseekers to text outcome of referral; entered in a logbook at PESO for monitoring • Must develop and adopt standardized tool to evaluate jobseeker qualification re wage employment • Coordinate with BLE and POEA to put such measures in place training on labor laws
7. TRAINING, VOCATIONAL GUIDANCE AND EMPLOYMENT COUNSELING	
<ul style="list-style-type: none"> • Limited pre-employment counseling, values development, employability enhancement trainings and seminars to prospective local and overseas jobseekers • No self administered standardized psychological tests • Limited orientation and training to prospective local and overseas jobseekers on anti-illegal recruitment 	<ul style="list-style-type: none"> • Capacitate PESOs on counseling thru trainings • Anchor this activity on SPES and job fairs • Must develop and adopt standardized self-assessment test (similar to TESDA's career profiling) • Training on labor laws
8. SELF EMPLOYMENT SERVICE	
<ul style="list-style-type: none"> • No self-administered tool to measure client's potential for entrepreneurship • No updated directory of existing GO and NGO livelihood programs 	<ul style="list-style-type: none"> • Adopt ILO tool for assessing entrepreneurship potential • Use SPES beneficiaries to compile said directory

<p>including directory of lending institutions</p> <ul style="list-style-type: none"> • Referral of clients for self employment and livelihood assistance from other GOs and NGOs not fully explored 	<ul style="list-style-type: none"> • Use data from DRDF study on baseline data on YEM • Cultivate goodwill and friendly ties with other GOs and NGOs • Form a network of GOs and NGOs with employment programs and support each other's programs
<p>9. SPECIAL PROGRAMS</p> <ul style="list-style-type: none"> • Workers Hiring in Infrastructure Projects (WHIP) covered by RA 6685 	<ul style="list-style-type: none"> • Must exploit WHIP because it is a big source of job creation and is covered by law • PESO should be on the lookout for local infrastructure projects; must be proactive with contractor for job vacancies for local residents as mandated by law
<p>10. REINTEGRATION ASSISTANCE SERVICES TO RETURNING OFWS</p> <ul style="list-style-type: none"> • None or minimal program in this area 	<ul style="list-style-type: none"> • Coordination with OWWA and POEA to address gap

8. INDUSTRY SECTORS WHERE YOUTH EMPLOYMENT COULD BE PROMOTED



LOCAL ECONOMY

Overview. The economy of the four provinces remains predominantly agricultural with farming and fishing as main sources of income. Investment from outside of the province pouring in to provide jobs for the youth sector has limited prospects at the present time and policymakers should not bank on this strategy alone.

Stimulating entrepreneurship at the micro level seems to be one of the more realistic options to solve the problem of youth unemployment and underemployment. This could be undertaken hand in hand with technical and vocational skills training so that youth wishing to work outside of the province are able to access competitive jobs abroad and in nearby urban centers.

If anything, it is in agriculture and agribusiness where the thrust of government should be concentrated inasmuch as there is still unmet potential in this area, especially in terms of productivity. Technology needs to be imparted to optimize agriculture. Agricultural production inputs should be beefed up to help the four provinces catch up to other provinces which are in the forefront. Finally, technical skills, expertise and even capital should be provided to small scale farmers and fishers to help them improve their output (San Pedro and ILO: 2011).

Poverty incidence. More than half of the four province's population is considered poor according to the National Statistics Office. For households with large members, meager foodstuff and basic necessities are rationed. Because of high poverty incidence, family members share and make do with whatever is available which may impact negatively on recommended daily caloric intake. Also as a result, majority of people are on low incomes leading to a situation where money becomes tight. This is brought about by seasonality of employment and low wages, particularly in the informal sector. Low wages and insecurity of tenure also characterize the formal sector. As for disadvantaged youth, many are unemployed or underemployed. Many also expressed the desire for work and for those with some form of employment, more hours of work to increase their incomes (San Pedro and ILO: 2011).

Table 8.1. Poverty situation (2006)

Antique

Poverty incidence among families	43.0%
Poverty incidence among population	51.6%
Annual per capita food threshold (pesos)	10,216
Annual per capita poverty threshold (pesos)	14,650
Magnitude of poor families	46,005
Magnitude of poor population	255,321
Subsistence incidence among families	23.9%
Subsistence incidence among population	30.2%

Masbate

Poverty incidence among families	51.0%
Poverty incidence among population	59.5%
Annual per capita food threshold (pesos)	10,276
Annual per capita poverty threshold (pesos)	14,248
Magnitude of poor families	80,512
Magnitude of poor population	487,672
Subsistence incidence among families	30.7%
Subsistence incidence among population	38.6%

Agusan del Sur

Poverty incidence among families	48.7%
Poverty incidence among population	56.2%
Annual per capita food threshold (pesos)	10,080
Annual per capita poverty threshold (pesos)	14,544
Magnitude of poor families	58,161
Magnitude of poor population	334,069
Subsistence incidence among families	28.0%
Subsistence incidence among population	33.9%

Maguindanao

Poverty incidence among families	62.0%
Poverty incidence among population	69.3%
Annual per capita food threshold (pesos)	10,190
Annual per capita poverty threshold (pesos)	15,556
Magnitude of poor families	107,074
Magnitude of poor population	596,464
Subsistence incidence among families	28.0%
Subsistence incidence among population	34.1%

Source: NSCB, NSO

Consumer demand. As a result of these factors, consumer demand at the local level is driven by remittances from locals working abroad or in other parts of the country such as Manila. The families of OFWs who were lucky enough to command high wages abroad are the nouveau riche in the provinces. Generally, there is slow consumer demand for non-basic goods. Consumption decisions tend to favor basic necessities such as foodstuff over non-basic items. It is hard to push luxury items that have no practical necessity. Because people are on a budget, buying on credit or installment basis is a popular response. Buying on piecemeal basis is practiced rather than in bulk. This leads to the rise of the sari-sari store which is the storehouse of goods bought piecemeal whenever the need arises.

There is seasonality of consumption and this is particularly true for agricultural workers. They are able to spend on non-basic consumer items only after the harvest season when they are paid for seasonal work. Also, most OFWs and Filipinos abroad go home for vacation during the Christmas season so that consumption spending is stimulated in this period. Bonuses and thirteenth month pay of government and private wage earners are given out around this time adding to money in circulation. This is the time when microenterprises are able to experience brisk sales to compensate for the lean months when sales suffer a slump.

The rule of thumb is that business starts to pick up during the latter part of the year beginning September up to December (San Pedro and ILO: 2011).

ENABLING ENVIRONMENT FOR INVESTMENT PROMOTION

Antique. An enabling environment for investment promotion is in place in the province through the initiative of the local government. Provincial Ordinance No. 2007-39, which amended Provincial Ordinance No. 016-2002 (an ordinance adopting the Antique Investment Code of 2002) strengthened the Antique Investment Board to implement the provisions of the Code. Membership of the Board includes the PPDO, DTI, Provincial Tourism Office, Provincial Environment and Natural Resources Office, Provincial Treasurer's Office, Provincial Assessor's Office, Antique Chamber of Commerce and Industry, Antique Bankers Association, and representatives from the tourism industry, manufacturing sector, agricultural sector, and NGOs.

The Board is also responsible for overseeing the Investment Priorities Plan, which prioritizes ecotourism, light manufacturing, agribusiness, and services such as media, advertising, medical, information technology, financial, human resources development, among others. (ASOG and ILO: 2011).

Masbate. The Masbate Provincial Investment Incentive Board was created through Provincial Investment Incentive Code of 2009 (approved through Sangguniang Panlalawigan Resolution No. 55-2009). It is composed of the governor and vice-governor as chairperson and vice chairperson, respectively, and member representatives of the business sector, Sangguniang Panlalawigan chair on trade and industry, three NGO representatives, the president of the local chapter of the Mayor's League of the Philippines, the Provincial Treasurer's Office, Provincial Assessor's Office, PPDO, Provincial Tourism Office, DTI, and TESDA. However, the Board is yet to be activated.

Despite inactivity, investments promotion has already been prioritized by the Provincial Government of Masbate. In a resolution passed by Sangguniang Panlalawigan, Php3.67 billion was allocated for Masbate's Annual Investment Program for 2011. The Provincial Government of Masbate does not have a Provincial Economic Development Office (PEDO) or a Local Enterprise and Investment Promotions Office (LEIPO) (ASOG and ILO: 2011).

Agusan del Sur. Also, the Provincial Government of Agusan del Sur does not have a PEDO and LEIPO. However, the counterpart of the PEDO is the Economic Enterprise Office (EEO) which took charge of the economic enterprises of the province during the previous administration.

Agusan del Sur has an investment code but there are still difficulties in implementing it. Although structures are already present, they are not yet fully functional. The Provincial Government of Agusan del Sur has a Provincial Development and Investment Plan (PDIP) and Annual Investment Plan (AIP), a five-year plan and one-year budget plan, respectively, but are still looking forward to realize their terms.

The ASERBAC or Agusan del Sur Economic Research and Business Assistance Center serves as both the LEIPO and PEDO of Agusan del Sur (ASOG and ILO: 2011).

KEY EMPLOYMENT GENERATORS (KEGS)

Based on national and regional consultations as well as labor market information, market trends and other economic indicators, the Department of Labor and Employment (DOLE) has identified twelve industries as key employment generators for the country in the next ten years (2011-2020). They were singled out in consultation with the National Economic Development Authority (NEDA) and the Board of Investments of DTI.

The KEGs that have the most potential for employing the greatest number of workers, at the national level, are: (1) agribusiness (2) cyber services (3) health and wellness (4) hotel, restaurant and tourism (5) mining (6) construction (7) banking and finance (8) manufacturing (9) ownership dwellings and real estate (10) transport and logistics (11) wholesale and retail trade (12) overseas employment.

Also, four emerging industries were highlighted. These are industrial sectors with rates of growth faster than that of the economy and, therefore, with the potential to provide employment faster than output growth, in the long term. The emerging industries are: (1) creative industries (2) diversified/strategic farming and fishing (3) power and utilities (4) renewable energy.

Key employment generators (KEGs) in Antique. In Region VI (Antique is part of west Visayas), NEDA's priorities for investment includes renewable energy and bio-fuel for provinces in the region. The thrust is also on physical infrastructure as support to investors in cyber services and tourism. Roll-on roll-off services and ports improvement are another mechanism to support investors in transport and logistics.

The following KEGs were identified by stakeholders in western Visayas: (1) cyber services (2) health, wellness and medical tourism (3) agribusiness (4) construction. Emerging industries in the region are (1) renewable energy and bio-fuel (2) transport and logistics (3) real estate development (4) mining (small scale).

Key employment generators (KEGs) in Masbate. At the regional level, KEGs in Region V---to which Masbate belongs---based on consultation with stakeholders from the public and private sectors are: (1) agribusiness (2) tourism (3) construction (4) mining (5) maritime. The two emerging industries are: (1) cyber services (2) health, wellness and medical tourism.

Key employment generators (KEGs) in Agusan del Sur. The Caraga region---to which Agusan del Sur is agglomerated---is one of the richest region in terms of natural resources but one of the poorest in terms of poverty indicators. To remedy this imbalance, the Regional Development Council (RDC) has adopted an industry clustering strategy to synergize Caraga. Industry clustering encourages networking among various stakeholders by providing

them with a venue for regular exchange of ideas. There are eight industry clusters in Caraga, namely wood, oil palm, tourism, abaca, high value vegetables, seaweed and arts and crafts clusters.

The stakeholders from both the public and private sectors have identified the following KEGs in Caraga: (1) agribusiness and fishery (2) mining (3) hotel, restaurant and general services (4) banking and finance (5) information technology/BPOs. Also, there are three emerging industries that surfaced (1) information technology/BPOs (2) diversified/strategic farming (3) health and wellness.

Key employment generators (KEGs) in Maguindanao. The KEGs identified in the National Human Resource Conference of 2007, particularly as regards Mindanao super region, to which Maguindanao belongs, were: (1) agribusiness (2) construction (shipbuilding) (3) cyber services (4) hotels and restaurants (5) mining.

Table 8.2 Key employment generators

Key Employment Generators (KEGs) Next Ten Years (2011-2020)	
(1)	Agribusiness
(2)	Cyber services
(3)	Health and wellness
(4)	Hotel, restaurant and tourism
(5)	Mining
(6)	Construction
(7)	Banking and finance
(8)	Manufacturing
(9)	Ownership dwellings and real estate
(10)	Transport and logistics
(11)	Wholesale and retail trade
(12)	Overseas employment
Emerging Industries	
(1)	Creative industries
(2)	Diversified and strategic farming and fishing
(3)	Power and utilities
(4)	Renewable energy
Source: DOLE BLE	

POTENTIAL SECTORS FOR YOUTH EMPLOYMENT PROMOTION

At the national level, the sector with the most potential, at present, for absorbing the most number of youth workers is cyber services. This would include the provision of skills for qualified youth to be able to land jobs as medical transcriptionists, animators (clean up artists, 3D animators, multimedia artists) and most importantly, customer contact (call center agent). Also, the business process outsourcing industry is the most popular industry where jobs abound at present, according to the Bureau of Local Employment. In this regard, the PESOs could promote the BPO industry to students and jobseekers with the right skills and potential as a potential career. Other industries with potential are agribusiness, hotel restaurant and tourism, health and wellness, retail and trading services and entrepreneurship (microenterprise).

In the four provinces, there is a need to promote entrepreneurship to jobseekers with the right skills and entrepreneurship potential especially in the rural areas where there is a lack of formal employers. Since the concentration of employers in the provinces is located in the capital towns or cities, there is not much business activity in the poorer and more distant municipalities. It is in these places that alternatives to wage employment should be promoted. The PESO's referral and placement activities is going to have a hard time soliciting formal sector jobs from employer prospects in municipalities far from regional centers so that self-employment and livelihood programs of GOs and NGOs may become a reasonable alternative for those without jobs and need a livelihood. Enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding so PESO should provide the linking function between jobseekers and cooperatives. This is the first step for them to gain credit while at the same time being exposed to the working of a cooperative which will be beneficial to them later on.

In summary, the following entrepreneurship opportunities in Antique, Masbate, Agusan del Sur and Maguindanao were identified by a recent ILO study (San Pedro: 2011):

Table 8.3. ANTIQUE POTENTIAL ENTREPRENEURSHIP OPPORTUNITIES

- **Agribusiness (Value-adding Traditional Crops including Muscovado Sugar, Orchards and Bamboo)**
- **Food Processing (Banana Chips and Muscovado Sugar)**
- **Fish Processing & Trading**
- **Aquaculture (including Seaweeds)**
- **Swine and Poultry**
- **Native Arts & Crafts (Traditional Pottery from Sibalom Clay, Patnongon Loomweaving, Semiprecious Stones from San Remigio and Sibalom)**
- **Retail & Trading Services (Agricultural Commodities & Dry Goods)**
- **Ecotourism**

Table 8.4. MASBATE ENTREPRENEURSHIP OPPORTUNITIES

- **Agribusiness (Value-adding Traditional Crops)**
- **Food Processing (Banana Chips and Carmelado)**
- **Fish Processing & Trading (including Crab Meat, Prawn and Squid)**
- **Aquaculture**
- **Swine and Poultry**
- **Cattle and Carabao**
- **Native Arts & Crafts (Traditional Pottery from Mobo Clay, Mats, Handicrafts)**
- **Retail & Trading Services (Agricultural Commodities & Dry Goods)**
- **Ecotourism**

TABLE 8.5. AGUSAN DEL SUR ENTREPRENEURSHIP OPPORTUNITIES

- **Agribusiness (Value-adding Traditional Crops)**
- **High Value Crops (Oil Palm, Abaca, Rubber, Gmelina and Falcata Tree Nurseries)**
- **Food Processing (Banana Chips)**
- **Fish Processing & Trading**
- **Aquaculture**
- **Swine and Poultry**
- **Wood and Timber Products**
- **Native Arts & Crafts (including Gold Processing, Handicrafts from Aksam and Other Native Materials)**
- **Retail & Trading Services (Agricultural Commodities & Dry Goods)**
- **Ecotourism**

TABLE 8.6. MAGUINDANAO ENTREPRENEURSHIP OPPORTUNITIES

- **Agribusiness (Value-adding Traditional Crops)**
- **High Value Crops (Oil Palm, Rubber)**
- **Food Processing (Banana Chips and Corn)**
- **Fish Processing & Trading**
- **Aquaculture (including Seaweed)**
- **Cattle and Carabao**
- **Native Arts & Crafts (Traditional Inaol Weaving, Water Hyacinth-based Products, Native Delicacies)**
- **Retail & Trading Services (Agricultural Commodities & Dry Goods)**

9. AREAS FOR COLLABORATION

As a public service, the PESO must be able to keep its non-discriminatory and all-inclusive mandate of providing employment services to all people wishing to avail of such services regardless of capacity to pay or preparedness for work. Thus, the challenge now facing the PESO is to make sure all clients are sufficiently empowered for them to be able to access decent jobs and employment opportunities. For clients facing financial constraints, this may mean referral for wage employment or self employment options; for clients unprepared for work or a career, this would include identifying skills gaps and determining the most appropriate means of closing these gaps.

The first order of business to make public employment services a mainstay of the employment landscape is to ensure that the PESO is able to survive, and, for that matter, prosper, in spite of the seeming insurmountable problems that it faces. This can be expediently done through strategies that allow the PESO to make the most out of the limited resources within which it operates.

The most important of these strategies, given the circumstances, would be to pass on to the private sector what it does best or what it should be doing in the first place so that the PESO can devote more time to clients not covered by the private sector. These residual clients would include disadvantaged workers, retrenched workers, informal sector workers, laborers and unskilled workers and out-of-school youths. These groups traditionally belong to categories which are left out by private markets and to which the government usually provide safety net measures precisely because they are most prone to be affected by structural changes in the economy.

This does not mean, of course, that the PESO should no longer entertain clients outside the ambit of the previously mentioned worker categories. They are, and should remain, legitimate clients of the PESOs. The point is that as a matter of prioritization and with the end in view of efficiency of outcomes as well as due to the constraints faced by PESOs, it would be beneficial if all local stakeholders sit together and agree on their strengths and what they are able to do best.

As an example, if all school-based PESOs are able to provide guidance, referral and job placement for their graduates (a function that is inherent in their function as institutions of higher learning), this lifts a tremendous strain on public employment services at the LGU level which could now concentrate on more needy segments of the jobseeker population. The synergizing effect of such an arrangement is the provision of the widest array of employment services at the local level and more resources for underserved youth and jobseekers.

Some collaborative mechanisms for consideration include:

COLLABORATION BETWEEN PESOS, LOCAL BUSINESS GROUPS AND LOCAL EMPLOYERS AND BUSINESS FIRMS

Local employers should be preferred clients of PESO because they are the source of jobs and are the most important clients of the PESO. Thus, cultivating good will with the private sector and local chambers of commerce and industries should be of prime importance. This includes regular social and official visits by PESO to employers. Sadly enough, the local chambers of commerce and industries in the four provinces are challenged for the most part by the weak economic environment of the localities.

A concrete measure for the PESOs to beef up its contacts of employers is by coordinating with the LGU-based business and licensing office. The businesses operating in a municipality or province are mandated by law to register with the local business permits and licensing office. The PESO should regularly coordinate with this office to gain a list of private businesses. It is a ready source of potential employer clients.

As a quid pro quo, the PESO manager can provide labor market information to local business firms in exchange for information on job vacancies. The PESO is in the best position as a provider of labor market intelligence to employers. Through daily dealings with employers and jobseekers, the PESO gets a practical grasp of the skills and jobs in demand in a particular locality. This should be shared with the employers as a means of signaling to them that the PESO manager is a professional worker, well-versed in technical aspects of labor and employment issues. As well, labor market information gathered by the PESO should be fed back to TESDA, CHED, DEPED, and DOLE. In all of these, local chamber of commerce---or in their absence, other business groups---should be involved in the process.

To optimize the flow and collection of labor market information, there is a need to capacitate and upgrade skills of PESOs on labor market intelligence that is best done through the provision of appropriate technical trainings.

COLLABORATION BETWEEN AND AMONG PESO, DOLE AND INSTITUTES OF HIGHER LEARNING

Even prior to the passage of the PESO law in 1999, SUCs and HEIs have guidance, placement and outreach offices built in or inherent in their functions as institutions of learning albeit this is generally weak because of high ratio of students to guidance counselor.

It is recommended that each SUC and HEI should concentrate on taking care of its students and alumni for referral and placement. Although this is currently being done, there is much room for improvement regarding this activity.

DOLE needs to invite more SUCs and HEIs for MOAs as school-based PESOs, thereby widening the NFSN through schools. It would be a desirable end if all HEIs and SUCs becomes accredited as school-based PESOs. DOLE should also provide capacity building and financial assistance to strengthen guidance and placement in HEIs and SUCs.

PESO and career guidance networks at the regional level should be strengthened. DOLE must capacitate existing networks like the Bicol Career Guidance Network (BCGN) in terms of financial support so they can undertake career guidance activities at the local level.

DOLE needs to market and promote Phil-job.net to school-based PESOs. Access to Phil-job.net in career placement office and computer centers in schools should be guaranteed by school administration. Toward this end, DOLE must also provide more computer and internet facilities to schools dedicated to Phil-job.net in order to widen access to students.

COLLABORATION BETWEEN AND AMONG PESO, DOLE, TVET SCHOOLS AND TESDA

The PESO should link up with TESDA's Job Bridging Program. TESDA is in charge of TVET graduates through its 'blue desks' (for blue-collar jobs) in TVET schools for job referral and placement of graduates. TVET schools with 'blue desks' effectively administer the function of school-based PESO and should ideally be part of the NFSN. There is therefore a need to formalize this mechanism through the signing of a MOA between DOLE and these training institutions as school-based PESOs.

Also, the local Community Training and Employment Coordinator (CTEC) and PESO manager within LGU-based PESOs should be one and the same person to simplify functions and operations. It can be argued that the concept of a 'blue desk' manned by PESO and CTEC in LGUs just belabors and duplicates what the PESO is already doing all along. With or without a 'blue desk', the PESO does not discriminate against any type of jobseekers seeking its assistance. Thus, with or without a 'blue desk', the PESO is there all along to help all those needing assistance whether they are blue collar or white collar workers. In this light, the job induction program of TESDA must also be linked to the PESO to enable it to segue into similar efforts being done by the PESO and DOLE.

COLLABORATION BETWEEN AND AMONG DOLE, PESO, PTA AND DEPED

To remedy the situation where many youth graduating from high school (and even dropouts) have no idea of the jobs or careers they want to pursue, there is a need to institutionalize career guidance as early as possible. Career information provided to school children at the elementary level may be a valid option considering that children have a high capacity to absorb while work values inculcated early on in life tend to linger for the rest of a person's life. This is the main point why DOLE and DEPED should collaborate in providing career guidance as early as the elementary level, maybe during homeroom. DOLE should coordinate with DEPED to institutionalize career guidance early on.

DOLE must also invite parents and PTAs in its career guidance seminars for students. In the Philippine setting, as opposed to the West where career choice is largely an individual choice, the youth's choice of a career is influenced to a large extent by parents and siblings since they are the ones who are obliged to shoulder the tuition of these youth when they go to college. Because a youth's career choice is often a family-based decision, career guidance seminars must help parents make the optimal choice in careers for their children. Thus, in furtherance of this aim, there is a need for DOLE to extend capacity building to schools for guidance and placement functions.

COLLABORATION BETWEEN PESO AND PHIL-JOB.NET

The website phil-job.net is the ideal tool for interconnectivity between and among all players in the jobs market. It becomes a clearinghouse for jobseekers to access the web and submit job applications online, search for job opportunities, run job matching processes, get list of vacancies and get employer contact information. For employers logging on to the website, it becomes an access point to post job vacancies online for free, search for jobseekers, run job matching processes and get list of jobseeker contact information.

To further strengthen this process, there must be stronger cooperation and sharing of database between Phil-job.net and other job portals. A huge number of untapped potential users especially in the four provinces will be benefitted by an information drive to promote usage of the website.

On the down side, there is no monitoring mechanism by which policymakers can gauge the number of job matching done through the phil-job.net website although in fairness, this is also a problem of employment services in advanced countries including the US Department of Labor. There is therefore a need to devise mechanisms to monitor job placements (tracking services). This could be done through sampling the jobseekers in the database and conducting an internet survey.

COLLABORATION BETWEEN PESO AND DOLE'S REGIONAL OFFICES

Prior to the creation of regional clustering during Marcos's martial law regime, provinces pretty much went their separate ways when crafting area development approaches in support of regional development. The creation of regional groups (which originally only included 12 regions plus Metro Manila but has now expanded to 17 regions) ideally became a vehicle for synergizing, sharing and pooling collective resources at the regional front. Provinces sharing boundaries, cultures, trade and human traffic were thus agglomerated into regions to promote development at the regional level.

RA 8759 mandates the DOLE's regional offices to develop and manage area-based or region-specific employment projects for PESO's implementation. Due to limitations, this is something that is minimally or not at all done. The law also tasked DOLE Regional Offices to maintain a computerized regional registry of skills as well as employment and business opportunities for easy access of its clients at the regional level. Both mandates are excellent take off point for intraregional connectivity between and among PESOs. Although such computerized regional registry of skills is not readily available, this is something that can easily be extracted from the phil-job.net database.

At this juncture, the DOLE regional offices in the four provinces is enjoined to spearhead a program or programs in response to felt needs for regional interconnectivity. The website phil-job.net is the most logical portal of choice for such interconnectivity. One caveat is that obtaining the best match between jobs and skills regardless of geographical location within the region may conflict with individual LCE's political goal of local jobs for local residents.

COLLABORATION BETWEEN PESOS, MFIS, MULTI-PURPOSE COOPERATIVES, NGOS AND GOS

Since the concentration of employers in the provinces is located in the capital towns or cities, there is not much business activity in the poorer and more distant municipalities. It is in these places that alternatives to wage employment should be promoted. The PESO's referral and placement activities may have a hard time looking for prospects in the said municipalities so that self-employment and livelihood programs of GOs and NGOs may become a reasonable alternative for those without jobs and want to earn a living.

Enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding so jobseekers should be enjoined to join these cooperatives. This is the first step for them to gain credit while at the same time being exposed to the workings of a cooperative which will be beneficial to them later on. Many PESO managers are also trainers in ILO's SIYB and this provides a ready pool of trainers on entrepreneurship that could be mobilized.

COLLABORATION BETWEEN PESO AND YOUTH GROUPS

Mainstreaming OSY youth groups is one strategy to situate them into a more active role that could help disadvantaged youth---most especially the out-of-school youth---in general to try and make something positive out of their current situation. In this connection, there is a need to capacitate youth groups as conduit of self-employment assistance. Through technical and financial assistance from GOs and NGOs coursed through PESO, these youth groups can target OSYs and disadvantage workers at community level for livelihood programs. Tapping into youth volunteerism for collective enterprise is also a means of helping youth veer away from the malaise and non-direction brought by unemployment and limited opportunities. A more active role for the Sangguniang Kabataan is recommended.

Table 9.1. Areas for collaboration

AREAS FOR COLLABORATION	RECOMMENDATIONS
1. PESO AND LOCAL PRIVATE EMPLOYERS AND BUSINESS FIRMS	<ul style="list-style-type: none">• Local employers as preferred clients of PESOs• Cultivating good will of local employers thru regular social visits to private employers• PESO to provide labor market intelligence to employers gathered from everyday dealings with other labor market stakeholders• PESO to regularly get list of private businesses from Local Business Permit and

	Licensing Office of LGU; this is a ready source of potential employer clients for PESO
<p>2. PESO, DOLE AND INSTITUTES OF HIGHER LEARNING (SUCs AND HEIs)</p> <ul style="list-style-type: none"> • SUCs and HEIs have guidance, placement and outreach offices inherent in their functions as institutions of learning albeit this is generally weak because of big ratio of students to guidance counselor/placement officer • DOLE to market and promote phil-job.net to school-based PESOs • PESO and career guidance networks in schools 	<ul style="list-style-type: none"> • Each SUC and HEI to concentrate on its own students for referral and placement • DOLE to invite more SUCs and HEIs to enter into MOAs with DOLE • Schools must assure access to Phil-job.net in career placement offices and computer centers in schools • DOLE to provide capacity building to strengthen guidance and placement in HEIs and SUCs provide more computer and internet facilities to schools dedicated to Phil-job.net in order to widen access to students • Capacitate existing networks like BCGN in terms of financial support so they can undertake career guidance activities at local level
<p>3. PESO, DOLE, TVET SCHOOLS AND TESDA</p> <ul style="list-style-type: none"> • TESDA's Job Bridging Program 	<ul style="list-style-type: none"> • 'Blue desks' in TVET schools are tasked to do job referral of trainees; these 'blue desks' should be accredited/ MOA signed by DOLE as school-PESOs since they effectively administers the function of school-based PESOs and become part of NFSN • CTEC and PESO Manager should be one and the same person • 'Blue desk' manned by PESO and CTEC in LGUs just belabors and duplicates what PESOs are already doing all along • Job Induction Program of TESDA linked to PESO
4. PESO, DOLE, PTA AND DEPED	<ul style="list-style-type: none"> • Career guidance in elementary done in

<ul style="list-style-type: none"> • Career guidance in schools at elementary level • Educate parents on career guidance too since parents have a big say on children's career because they pay the tuition 	<p>homeroom</p> <ul style="list-style-type: none"> • DOLE coordinates with DEPED to institutionalize career guidance in elementary • DOLE invites parents in its career guidance seminars for students • DOLE gives seminars to PTAs to help parents make wise choice in careers for their children • DOLE provides capacity building to schools for guidance and placement function
<p>5. PESO AND PHIL-JOB.NET</p> <ul style="list-style-type: none"> • Phil-job.net main tool for interconnectivity • Untapped potential users especially in provinces • No monitoring mechanism 	<ul style="list-style-type: none"> • Strengthen cooperation and sharing of data between Phil-job.net and other job portals • Devise mechanism to monitor job placements (tracking services) • This could be done thru sampling jobseekers in the database and conducting an internet survey
<p>6. PESO AND DOLE'S REGIONAL OFFICES</p> <ul style="list-style-type: none"> • Intraregional connectivity between PESOs • No area-based and region specific employment projects for implementation by PESO as developed by DOLE regional office • Obtaining the best match between jobs and skills regardless of geographical location may conflict with LCE's political goal of local jobs for local residents 	<ul style="list-style-type: none"> • Phil-job.net as the portal of choice in interconnectivity • DOLE regional offices to develop area-based and region-specific projects
<p>7. PESO, MFIs, MPCs, NGOs AND GOs</p> <ul style="list-style-type: none"> • PESO and self-employment 	<ul style="list-style-type: none"> • PESO coordinate with local multi-purpose cooperatives and recommend its clients as

<p>and livelihood programs of GOs and NGOs</p> <ul style="list-style-type: none"> • Enterprise development services linkages to MFIs and multi-purpose cooperatives (MPCs) 	<p>potential members; this is the initial step for credit access</p> <ul style="list-style-type: none"> • Many PESO manager also trainers in ILO's SIYB there is ready source of trainers
<p>8. PESO AND YOUTH GROUPS</p>	<ul style="list-style-type: none"> • PESO to tap youth volunteerism and veer them away from vice brought by unemployment • Mainstreaming OSY youth groups • Youth groups to target OSYs and disadvantage workers at community level for livelihood; capacitate youth groups as conduit of self-employment assistance • More active role for Sangguniang Kabataan

10. SUMMARY AND RECOMMENDATIONS

ANTIQUE

EMPLOYMENT SERVICE PROVIDERS

There are 22 non-institutionalized PESOs in Antique. Of these, 19 are LGU-based and three are school-based PESOs. There are no NGO-based PESOs. There are no local private recruitment and placement agencies (PRPAs) based in the province. There is one overseas private recruitment and placement agency (PRPA) based in San Jose. Some Special Recruitment Activity (SRA) is done in the province, in coordination with LGU-based PESOs and municipal governments, by Manila-based or region-based overseas PRPAs mostly for domestic helpers. There are also some 62 private contractors for sacada migrant workers registered with the Antique office of the Department of Labor and Employment.

ASSESSMENT OF PESOs

Five thematic blocks were identified as critical areas for PESO assessment. These are (1) accessibility and visibility of PESO (2) scope of PESO core functions and services (3) systematization of PESO forms and procedures (4) customer orientation, satisfaction and user-friendliness of PESO and (5) management and information systems of PESO. Several critical indicators were used in evaluating these critical areas. In sum, PESOs in Antique have interpretative scores wherein 'many improvements' in the five thematic blocks are needed. Two school-based PESOs in Antique assessed their organization as 'good'.

STRENGTHS, GAPS AND CONSTRAINTS IN LOCAL EMPLOYMENT SERVICE

The Special Program for Employment of Students (SPES) and Job Fairs continue to be the two flagship programs of the local PESOs. They are considered as strengths of the PESO because they are conducted on a regular basis, being supported by law and having budgetary appropriations from DOLE and local government units. School-based PESOs in Antique are a ray of bright hope in the effort to strengthen the NFSN. Because school-based PESOs optimize the direct link between the source of the supply of labor (schools) and the demand for labor (employers), it is recommended that DOLE enter into MOAs with more private schools.

There are several gaps and constraints in local employment services provided by the PESO. The most significant of these are constraints in staffing, physical resources and inventory and finances. They impact negatively on the provision of LMI, guidance and counseling, and referral and placement functions of the PESO.

The weak local labor market especially in the localities outside of the provincial capital has a large effect on the prospects of the PESO to solicit local job vacancies from employers.

STRATEGIES FOR ANTIQUE PESOs BASED ON SWOT ANALYSIS

The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

To reduce the PESO's vulnerability to external threats identified such as a weak LMI database, there is a need to exploit the PESO's number one strength, its SPES program. Thus, SPES beneficiaries can be tapped and given proper training and guidance to assist the PESO collect the necessary LMI data that would address weak LMI database.

To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Based on the self-assessed training needs of PESO managers in Antique, there is a need to capacitate them in labor laws, labor market information (LMI), labor market analysis, career, vocational and employment counseling, marketing and persuasion techniques, phil-job.net, referral and placement, labor and employment measurement concepts, understanding job contracts, entrepreneurship, computer skills, and interviewing techniques.

Also, strategies should be devised that enable the PESO to make the most out of the available resources. This could include self-service, self-assessment and self-help approaches for clients, internet-based resources (example, online registering for SRS, Facebook, texting for tracking services, phil-job.net), diagnostics at reception (segregating types of clients at reception into self help, brief assistance needed or intensive assistance needed) and group counseling, support groups and job clubs.

POTENTIAL SECTORS FOR YOUTH EMPLOYMENT PROMOTION

There is a need to promote entrepreneurship to jobseekers with the right skills and entrepreneurship potential especially in the rural areas where there is a lack of formal employers.

Promoting self-employment through enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding and

the PESO should link jobseekers to these cooperatives. This is the first step for them to gain credit while at the same time being exposed to the working of a cooperative which will be beneficial to them later on.

Potential entrepreneurship opportunities in Antique are agribusiness (value-adding traditional crops including muscovado sugar, orchards and bamboo, food processing (banana chips and muscovado sugar), fish processing and trading, aquaculture (including seaweeds), swine and poultry, native arts and crafts (traditional pottery from Sibalom clay, Patnongon loomweaving, semiprecious stones from San Remigio and Sibalom), retail and trading services (agricultural commodities and dry goods), and ecotourism.

AREAS FOR COLLABORATION

Given the need for institutionalizing LGU-based PESOS as priority, it is critical to capacitate PESOs for them to be able to provide one-stop shop resources such as labor market information, referral and placement, job matching and provision of self-employment through government and non-government livelihood assistance programs.

There is also the need to link LGU-based PESO with other non-institutionalized (and never to be institutionalized PESOS) such as school-based placement service providers. This would include their sitting down and identifying strengths that will enable them to prioritize on scope of clientele.

The private sector should be given an active part in recruitment and placement and must be an integral part of the National Facilitation Service Network or NFSN. To complement this activity, the PESO's non-discriminatory and all-inclusive mandate should be maintained at all times such that clients without the ability to pay for employment services and those that may not necessarily possess the necessary human capital are still given the chance to remedy their situation and improve their position so that they are able to catch up with jobseekers who are better prepared for the labor market.

In this regard, the maintenance of a public employment service characterized by free but professional services needs to be strengthened. This should clearly be distinguished from private employment agencies which collect user fees for their services. Ultimately, the PESO cannot be replaced by any private sector initiative in employment services. Short of a failure in the labor market, PESOs needs to be present if only as a coordinative agency that is the frontline government service that jobseekers visit in their effort to remedy difficulties in their employment situation.

In concrete terms, the following collaborative mechanisms would strengthen local employment services in Antique, to wit: (1) collaboration between PESO, local business groups and local employers and business firms to widen the scope of job solicitation functions of the PESO (2) collaboration between and among PESO, DOLE and institutes of higher learning to integrate activities of HEIs in the NFSN (3) collaboration between and among PESO, DOLE, TVET schools and TESDA to integrate the TVET sector in activities of the NFSN (4) collaboration between and among DOLE, PESO, PTA and DEPED for career guidance and counseling (5) collaboration between PESO and phil-job.net for interconnectivity

(6) collaboration between PESO and DOLE's regional offices for regional intraconnectivity and area-based employment projects (7) collaboration between PESO, MFIs, multi-purpose cooperatives, NGOs and GOs to promote self-employment and entrepreneurship and (8) collaboration between PESO and youth groups to channel youth dynamism to community projects (especially out-of-school youth) and foster youth volunteerism.

MASBATE

EMPLOYMENT SERVICE PROVIDERS

There are 22 non-institutionalized LGU-based PESOs in Masbate. There are currently no school-based or NGO-based PESOs. There are no local nor overseas private recruitment and placement agencies (PRPAs) based in the province. Some Special Recruitment Activity (SRA) is done in the province, in coordination with LGU-based PESOs and municipal governments, by Manila-based or region-based overseas PRPAs mostly for domestic helpers. An unknown number of human trafficking and illegal recruitment activities may exist based on anecdotal evidence from key informants. Masbate has many exit points which makes this activity easy to do and hard to monitor.

ASSESSMENT OF PESOs

Five thematic blocks were identified as critical areas for PESO assessment. These are (1) accessibility and visibility of PESO (2) scope of PESO core functions and services (3) systematization of PESO forms and procedures (4) customer orientation, satisfaction and user-friendliness of PESO and (5) management and information systems of PESO. Several critical indicators were used in evaluating these critical areas. In sum, PESOs in Masbate have interpretative scores within the range of 'fair' and 'many improvements needed' in the five thematic blocks.

STRENGTHS, GAPS AND CONSTRAINTS IN LOCAL EMPLOYMENT SERVICE

The Special Program for Employment of Students (SPES) and Job Fairs continue to be the two flagship programs of the local PESOs. They are considered as strengths of the PESO because they are conducted on a regular basis, being supported by law and having budgetary appropriations from DOLE and local government units.

There are several gaps and constraints in local employment services provided by the PESO. The most significant of these are constraints in staffing, physical resources and inventory and finances.

The weak local labor market especially in the localities outside of the provincial capital has a large effect on the prospects of the PESO to solicit local job vacancies from employers.

STRATEGIES FOR MASBATE PESOs BASED ON SWOT ANALYSIS

The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

To reduce the PESO's vulnerability to external threats identified such as politics and phasing out of operations of foreign investors creating unemployment, there is a need to focus efforts on the institutionalization of LGU-based PESOs throughout the province. With a PESO office and permanent staff created by local law, there would no longer be any fear or trepidation that the continuity of PESO programs will be hampered by political changes of fortune.

To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Based on the self-assessed training needs of PESO managers in Masbate, there is a need to capacitate them in labor laws, labor market information (LMI), labor market analysis, career, vocational and employment counseling, marketing and persuasion techniques, phil-job.net, referral and placement, labor and employment measurement concepts, understanding job contracts, entrepreneurship, computer skills, and interviewing techniques.

Also, strategies should be devised that enable the PESO to make the most out of the available resources. This could include self-service, self-assessment and self-help approaches for clients, internet-based resources (example, online registering for SRS, Facebook, texting for tracking services, phil-job.net), diagnostics at reception (segregating types of clients at reception into self help, brief assistance needed or intensive assistance needed) and group counseling, support groups and job clubs.

POTENTIAL SECTORS FOR YOUTH EMPLOYMENT PROMOTION

There is a need to promote entrepreneurship to jobseekers with the right skills and entrepreneurship potential especially in the rural areas where there is a lack of formal employers. Since the concentration of employers in the provinces is located in the capital towns or cities, there is not much business activity in the poorer and more distant municipalities. It is in these places that alternatives to wage employment such as self-employment should be promoted.

Promoting self-employment through enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding and the PESO should link jobseekers to these cooperatives. This is the first step for them to gain credit while at the same time being exposed to the working of a cooperative which will be beneficial to them later on.

Potential entrepreneurship opportunities in Masbate include agribusiness (value-adding traditional crops), food processing (banana chips and carmelado), fish processing and trading (including crab meat, prawn and squid), aquaculture, swine and poultry, cattle and carabao, native arts and crafts (traditional pottery from Mobo clay, mats, handicrafts), retail and trading services (agricultural commodities and dry goods), and ecotourism.

AREAS FOR COLLABORATION

Given the need for institutionalizing LGU-based PESOS as priority, it is critical to capacitate PESOs for them to be able to provide one-stop shop resources such as labor market information, referral and placement, job matching and provision of self-employment through government and non-government livelihood assistance programs.

There is also the need to link LGU-based PESO with other non-institutionalized (and never to be institutionalized PESOS) such as school-based placement service providers. This would include their sitting down and identifying strengths that will enable them to prioritize on scope of clientele.

The private sector should be given an active part in recruitment and placement and must be an integral part of the National Facilitation Service Network or NFSN. To complement this activity, the PESO's non-discriminatory and all-inclusive mandate should be maintained at all times such that clients without the ability to pay for employment services and those that may not necessarily possess the necessary human capital are still given the chance to remedy their situation and improve their position so that they are able to catch up with jobseekers who are better prepared for the labor market.

In this regard, the maintenance of a public employment service characterized by free but professional services needs to be strengthened. This should clearly be distinguished from private employment agencies which collect user fees for their services. Ultimately, the PESO cannot be replaced by any private sector initiative in employment services. Short of a failure in the labor market, PESOs needs to be present if only as a coordinative agency that is the frontline government service that jobseekers visit in their effort to remedy difficulties in their employment situation.

In concrete terms, the following collaborative mechanisms would strengthen local employment services in Masbate, to wit: (1) collaboration between PESO, local business groups and local employers and business firms to widen the scope of job solicitation functions of the PESO (2) collaboration between and among PESO, DOLE and institutes of higher learning to integrate activities of HEIs in the NFSN (3) collaboration between and among PESO, DOLE, TVET schools and TESDA to integrate the TVET sector in activities of the NFSN (4) collaboration between and among DOLE, PESO, PTA and DEPED for career

guidance and counseling (5) collaboration between PESO and phil-job.net for interconnectivity (6) collaboration between PESO and DOLE's regional offices for regional intraconnectivity and area-based employment projects (7) collaboration between PESO, MFIs, multi-purpose cooperatives, NGOs and GOs to promote self-employment and entrepreneurship and (8) collaboration between PESO and youth groups to channel youth dynamism to community projects (especially out-of-school youth) and foster youth volunteerism.

AGUSAN DEL SUR

EMPLOYMENT SERVICE PROVIDERS

There are 13 non-institutionalized and two institutionalized LGU-based PESOs for a total of 15 PESOs in Agusan del Sur. There are currently no school-based or NGO-based PESOs in the province. There are no local nor overseas private recruitment and placement agencies (PRPAs) based in the province. Some Special Recruitment Activity (SRA) is done in the province, in coordination with LGU-based PESOs and municipal governments, by Manila-based or region-based overseas PRPAs mostly for domestic helpers. An unknown number of human trafficking and illegal recruitment activities may exist based on anecdotal evidence.

ASSESSMENT OF PESOs

Five thematic blocks were identified as critical areas for PESO assessment. These are (1) accessibility and visibility of PESO (2) scope of PESO core functions and services (3) systematization of PESO forms and procedures (4) customer orientation, satisfaction and user-friendliness of PESO and (5) management and information systems of PESO. Several critical indicators were used in evaluating these critical areas. In sum, majority of PESOs in Agusan del Sur have interpretative scores wherein 'many improvements' in the five thematic blocks are needed.

STRENGTHS, GAPS AND CONSTRAINTS IN LOCAL EMPLOYMENT SERVICE

The Special Program for Employment of Students (SPES) and Job Fairs continue to be the two flagship programs of the local PESOs. They are considered as strengths of the PESO because they are conducted on a regular basis, being supported by law and having budgetary appropriations from DOLE and local government units.

There are several gaps and constraints in local employment services provided by the PESO. The most significant of these are constraints in staffing, physical resources and inventory and finances.

The weak local labor market especially in the localities outside of the provincial capital has a large effect on the prospects of the PESO to solicit local job vacancies from employers.

STRATEGIES FOR AGUSAN DEL SUR PESOs BASED ON SWOT ANALYSIS

The SPES is the centerpiece of the PESO at the LGU level. In order to pursue opportunities that are a good fit to the PESO's strength, there is a need to anchor other PESO core functions and services to the SPES and to a lesser extent, job fairs (which are also popular).

In order to overcome weaknesses in the area of low capacity for PESO operations and the PESOs not being institutionalized, there is a need to bank on the good rapport going on between the PESO and LCEs to further the agenda of the PESO. The ultimate goal is to convince local politicians to put into effect local laws and resolutions that institutionalize PESO activities including provision of budgetary requirements.

To reduce the PESO's vulnerability to external threats identified such as poor qualification of jobseekers, there is a need to link up with other stakeholders especially among institutions of education and TVET schools. A concerted strategy must be put in effect to address poor quality of graduates and jobseekers.

To establish a defensive plan to prevent the PESO's weaknesses from making it susceptible to external threats, there is a need to capacitate the PESOs in terms of expertise building in the fields of LMI, referral and placement and guidance and counseling. Based on the self-assessed training needs of PESO managers in Agusan del Sur, there is a need to capacitate them in labor laws, labor market information (LMI), labor market analysis, career, vocational and employment counseling, marketing and persuasion techniques, phil-job.net, referral and placement, labor and employment measurement concepts, understanding job contracts, entrepreneurship, computer skills, and interviewing techniques.

Also, strategies should be devised that enable the PESO to make the most out of the available resources. This could include self-service, self-assessment and self-help approaches for clients, internet-based resources (example, online registering for SRS, Facebook, texting for tracking services, phil-job.net), diagnostics at reception (segregating types of clients at reception into self help, brief assistance needed or intensive assistance needed) and group counseling, support groups and job clubs.

POTENTIAL SECTORS FOR YOUTH EMPLOYMENT PROMOTION

There is a need to promote entrepreneurship to jobseekers with the right skills and entrepreneurship potential especially in the rural areas where there is a lack of formal employers. Since the concentration of employers in the provinces is located in the capital towns or cities, there is not much business activity in the poorer and more distant municipalities. It is in these places that alternatives to wage employment such as self-employment should be promoted.

Promoting self-employment through enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding and

the PESO should link jobseekers to these cooperatives. This is the first step for them to gain credit while at the same time being exposed to the working of a cooperative which will be beneficial to them later on.

Potential entrepreneurship opportunities in Agusan del Sur include agribusiness (value-adding traditional crops), high value crops (oil palm, abaca, rubber, gmelina and falcata tree nurseries), food processing (banana chips), fish processing and trading, aquaculture, swine and poultry, wood and timber products, native arts and crafts (including gold processing, handicrafts from agsam and other native materials), retail and trading services (agricultural commodities and dry goods), and ecotourism.

AREAS FOR COLLABORATION

Given the need for institutionalizing LGU-based PESOS as priority, it is critical to capacitate PESOs for them to be able to provide one-stop shop resources such as labor market information, referral and placement, job matching and provision of self-employment through government and non-government livelihood assistance programs.

There is also the need to link LGU-based PESO with other non-institutionalized (and never to be institutionalized PESOS) such as school-based placement service providers. This would include their sitting down and identifying strengths that will enable them to prioritize on scope of clientele.

The private sector should be given an active part in recruitment and placement and must be an integral part of the National Facilitation Service Network or NFSN. To complement this activity, the PESO's non-discriminatory and all-inclusive mandate should be maintained at all times such that clients without the ability to pay for employment services and those that may not necessarily possess the necessary human capital are still given the chance to remedy their situation and improve their position so that they are able to catch up with jobseekers who are better prepared for the labor market.

In this regard, the maintenance of a public employment service characterized by free but professional services needs to be strengthened. This should clearly be distinguished from private employment agencies which collect user fees for their services. Ultimately, the PESO cannot be replaced by any private sector initiative in employment services. Short of a failure in the labor market, PESOs needs to be present if only as a coordinative agency that is the frontline government service that jobseekers visit in their effort to remedy difficulties in their employment situation.

In concrete terms, the following collaborative mechanisms would strengthen local employment services in Agusan del Sur, to wit: (1) collaboration between PESO, local business groups and local employers and business firms to widen the scope of job solicitation functions of the PESO (2) collaboration between and among PESO, DOLE and institutes of higher learning to integrate activities of HEIs in the NFSN (3) collaboration between and among PESO, DOLE, TVET schools and TESDA to integrate the TVET sector in activities of the NFSN (4) collaboration between and among DOLE, PESO, PTA and DEPED for career guidance and counseling (5) collaboration between PESO and phil-job.net for interconnectivity

(6) collaboration between PESO and DOLE's regional offices for regional intraconnectivity and area-based employment projects (7) collaboration between PESO, MFIs, multi-purpose cooperatives, NGOs and GOs to promote self-employment and entrepreneurship and (8) collaboration between PESO and youth groups to channel youth dynamism to community projects (especially out-of-school youth) and foster youth volunteerism.

MAGUINDANAO

EMPLOYMENT SERVICE PROVIDERS

There are no LGU-based PESOs in Maguindanao and DOLE ARMM implements some PESO functions, as mandated by law, such as SPES and job fairs. There are currently no school-based or NGO-based PESOs either. There are no local private recruitment and placement agencies (PRPAs) based in the province although there is one overseas PRPA located in Sultan Kudarat, Maguindanao. Some Special Recruitment Activity (SRA) is done in the province, in coordination with municipal governments, by Manila-based or region-based overseas PRPAs mostly for domestic helpers.

An unknown number of human trafficking and illegal recruitment activities may exist based on anecdotal evidence from key informants. Maguindanao is near the Philippine backdoor exit points of Zamboanga and Sulu. Cotabato City, physically part of Maguindanao but politically part of Region 12, is host to 12 overseas PRPAs. Labor market activities in Cotabato City tend to spill over to neighboring Maguindanao province.

STRENGTHS, GAPS AND CONSTRAINTS IN LOCAL EMPLOYMENT SERVICE

The Special Program for Employment of Students (SPES) and Job Fairs continue to be the two flagship programs of the DOLE ARMM. They are considered as strengths of the DOLE ARMM because they are conducted on a regular basis, being supported by law and having budgetary appropriations from DOLE ARMM and local government units.

There are several gaps and constraints in local employment services provided by the DOLE ARMM. The most significant of these are constraints in staffing, physical resources and inventory and finances.

The weak local labor market especially in the localities outside of the provincial capital has a large effect on the prospects of the PESO to solicit local job vacancies from employers. Problems in peace and order also add to the difficulty.

POTENTIAL SECTORS FOR YOUTH EMPLOYMENT PROMOTION

There is a need to promote entrepreneurship to jobseekers with the right skills and entrepreneurship potential especially in the rural areas where there is a lack of formal employers. Since the concentration of employers in the provinces is located in the capital

towns or cities, there is not much business activity in the poorer and more distant municipalities. It is in these places that alternatives to wage employment such as self-employment should be promoted.

Promoting self-employment through enterprise development services should include linkages to MFIs and credit access. Local-based cooperatives can be a source of funding and the PESO should link jobseekers to these cooperatives. This is the first step for them to gain credit while at the same time being exposed to the working of a cooperative which will be beneficial to them later on.

Potential entrepreneurship opportunities in Maguindanao include agribusiness (value-adding traditional crops), high value crops (oil palm, rubber), food processing (banana chips and corn), fish processing and trading, aquaculture (including seaweed), cattle and carabao, native arts and crafts (traditional inao weaving, water hyacinth-based products, native delicacies), retail and trading services (agricultural commodities and dry goods).

AREAS FOR COLLABORATION

Given the need for institutionalizing LGU-based PESOS as priority, it is critical to set up PESOs in the province and to capacitate these PESOs for them to be able to provide one-stop shop resources such as labor market information, referral and placement, job matching and provision of self-employment through government and non-government livelihood assistance programs.

There is also the need to link the LGU-based PESO to be set up with other non-institutionalized (and never to be institutionalized PESOS) such as school-based placement service providers. This would include their sitting down and identifying strengths that will enable them to prioritize on scope of clientele.

The private sector should be given an active part in recruitment and placement and must be an integral part of the National Facilitation Service Network or NFSN. To complement this activity, the PESO's non-discriminatory and all-inclusive mandate should be maintained at all times such that clients without the ability to pay for employment services and those that may not necessarily possess the necessary human capital are still given the chance to remedy their situation and improve their position so that they are able to catch up with jobseekers who are better prepared for the labor market.

In this regard, the maintenance of a public employment service characterized by free but professional services needs to be strengthened. This should clearly be distinguished from private employment agencies which collect user fees for their services. Ultimately, the PESO cannot be replaced by any private sector initiative in employment services. Short of a failure in the labor market, PESOs needs to be present if only as a coordinative agency that is the frontline government service that jobseekers visit in their effort to remedy difficulties in their employment situation.

In concrete terms, the following collaborative mechanisms would strengthen local employment services in Maguindanao, to wit: (1) collaboration between PESO, local business

groups and local employers and business firms to widen the scope of job solicitation functions of the PESO (2) collaboration between and among PESO, DOLE and institutes of higher learning to integrate activities of HEIs in the NFSN (3) collaboration between and among PESO, DOLE, TVET schools and TESDA to integrate the TVET sector in activities of the NFSN (4) collaboration between and among DOLE, PESO, PTA and DEPED for career guidance and counseling (5) collaboration between PESO and phil-job.net for interconnectivity (6) collaboration between PESO and DOLE's regional offices for regional intraconnectivity and area-based employment projects (7) collaboration between PESO, MFIs, multi-purpose cooperatives, NGOs and GOs to promote self-employment and entrepreneurship and (8) collaboration between PESO and youth groups to channel youth dynamism to community projects (especially out-of-school youth) and foster youth volunteerism.

The previously-mentioned collaborations, of course, hinge on the most important activity that initially needs to be done in the province. This is the setting up of sustainable LGU-based PESOs at the soonest time possible.

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ANNEX 1. LAW CREATING PESO

REPUBLIC ACT NO. 8759

AN ACT INSTITUTIONALIZING A NATIONAL FACILITATION SERVICE NETWORK THROUGH THE ESTABLISHMENT OF A PUBLIC EMPLOYMENT SERVICE OFFICE IN EVERY PROVINCE, KEY CITY AND OTHER STRATEGIC AREAS THROUGHOUT THE COUNTRY.

Section 1. Title. — This Act shall be known as the "*Public Employment Service Office Act of 1999.*"

Section 2. Declaration of Policy. — It is a declared policy of the State to promote full employment and equality of employment opportunities for all, and for this purpose, to strengthen and expand the existing employment facilitation service machinery of the government particularly at the local levels.

Section 3. Establishment of the Public Employment Service Office. — To carry out the above-declared policy, there shall be established in all capital towns of provinces, key cities and other strategic areas a Public Employment Service Office, hereinafter referred to as "PESO," which shall be community-based and maintained largely by local government units (LGUs) and a number of nongovernmental organizations (NGOs) or community-based organizations (CBOs) and state universities and colleges (SUCs). The PESOs shall be linked to the regional offices of the Department of Labor and Employment (DOLE) for coordination and technical supervision, and to the DOLE central office, to constitute the national employment service network.

Section 4. Objectives of the PESO. — In general, the PESO shall ensure the prompt, timely and efficient delivery of employment service and provision of information on the other DOLE programs.

Specifically, the PESO shall:

- (a) Provide a venue where people could explore simultaneously various employment options and actually seek assistance they prefer;
- (b) Serve as referral and information center for the various services and programs of DOLE and other government agencies present in the area;
- (c) Provide clients with adequate information on employment and labor market situation in the area; and

(d) Network with other PESOs within the region on employment for job exchange purposes.

Section 5. *Functions of the PESO.* — The PESO shall have the following functions:

(a) Encourage employers to submit to the PESO on a regular basis a list of job vacancies in their respective establishments in order to facilitate the exchange of labor market information between jobseekers and employers by providing employment information services to jobseekers, both for local and overseas employment, and recruitment assistance to employers;

(b) Develop and administer testing and evaluation instruments for effective job selection, training and counselling;

(c) Provide persons with entrepreneurship qualities access to the various livelihood and self-employment programs offered by both government and nongovernmental organizations at the provincial/city/municipal/barangay levels by undertaking referrals for such programs;

(d) Undertake employability enhancement trainings/seminars for jobseekers, as well as those who would like to change career or enhance their employability;

(e) Provide employment or occupational counselling, career guidance, mass motivation and values development activities;

(f) Conduct pre-employment counselling and orientation to prospective local and, most especially, overseas workers;

(g) Provide reintegration assistance services to returning Filipino migrant workers; and

(h) Perform such functions as willfully carry out the objectives of this Act.

Section 6. *Other Services of the PESO.* — In addition to the functions enumerated in the preceding section, every PESO shall also undertake the following programs and activities:

(a) **Jobs Fairs** — These shall be conducted periodically all over the country to bring together in one venue jobseekers and employers for immediate matching;

(b) **Livelihood and Self-Employment Bazaars** — These will give clients information on the wide array of livelihood programs they choose to avail of, particularly in the rural areas;

(c) **Special Credit Assistance for Placed Overseas Workers** — This type of assistance will enable poor but qualified applicants to avail of opportunities for overseas employment;

(d) **Special Program for Employment of Students and Out-of-School Youth (SPESOS)** — This program shall endeavor to provide employment to deserving students and out-of-school youth coming from poor families during summer and/or Christmas vacations as

provided for under Republic Act No. 7323 and its implementing rules, to enable them to pursue their education;

(e) Work Appreciation Program (WAP) — This program aims to develop the values of work appreciation and ethics by exposing the young to actual work situations;

(f) Workers Hiring for Infrastructure Projects (WHIP) — This program is in pursuance of Republic Act No. 6685 which requires construction companies, including the Department of Public Works and Highways and contractors for government-funded infrastructure projects, to hire thirty percent (30%) of skilled and fifty percent (50%) of unskilled labor requirements from the areas where the project is constructed/located; and

(g) Other programs/activities developed by DOLE to enhance provision of employment assistance to PESO clients, particularly for special groups of disadvantaged workers such as persons with disabilities (PWDs) and displaced workers.

Section 7. *Role of DOLE and LGUs, NGOs, CBOs and SUCs.* — Upon the request of the LGUs, NGOs, CBOs, SUCs which do not have existing PESOs, the establishment, operation and maintenance of PESOs shall be undertaken by the DOLE. The DOLE shall enter into memoranda of agreements with the concerned LGUs, NGOs, CBOs, SUCs for the establishment, operation and maintenance of PESOs in their respective areas of jurisdiction, and the institutionalization of existing PESOs.

It shall be the responsibility of the DOLE to:

(a) Establish and maintain a computerized national manpower registry of skills and employment and business opportunities to facilitate the provision and packaging of employment assistance to PESO clients and the setting-up of intra- and inter-regional job clearance systems as part of the overall employment network;

(b) Provide office space, equipment and/or supplies, as well as the necessary personnel complement to manage, operate and maintain the PESO;

(c) Designate, in consultation with the LGU, NGO, CBO or SUC concerned, a qualified project manager and/or key personnel who shall be responsible for the operation and management of the PESO;

(d) Provide technical assistance and allied support services to the PESO;

(e) Train PESO personnel in the various aspects of employment facilitation functions;

(f) Extend/facilitate such other package of employment services to the provision of employment assistance to clients of the LGU, NGO, CBO or SUC concerned, including the conduct of jobs fairs and other activities; and

(g) Undertake, monitor, assess and evaluate the PESO program implementation. For their part, the LGUs, NGOs, CBOs or SUCs shall extend such assistance and services as may be necessary in the promotion of employment within their respective areas of jurisdiction.

Section 8. *Administration of the PESO Program.* — The DOLE shall be primarily responsible for the administration of the PESO Program through its Bureau of Local Employment, as well as its regional offices throughout the country. The Secretary of Labor and Employment, in coordination with the Department of the Interior and Local Government and in consultation with the presidents of the various local government leagues, namely the League of Provinces, the League of Cities, the League of Municipalities and the League of Barangays, shall accordingly promulgate, within ninety (90) days from the effectivity of this Act, the necessary rules and regulations for the effective implementation of the Program.

Section 9. *Funding.* — The amount necessary for the initial implementation of this Act shall be charged against the existing appropriation of the DOLE and its other operating agencies. Thereafter, the amounts needed for the full implementation of this Act shall be included in the budget of the DOLE in the succeeding General Appropriations Act.

Section 10. *Repealing Clause.* — All laws, decrees, executive orders, rules and regulations or any part thereof which are inconsistent herewith are hereby deemed repealed or modified accordingly.

Section 11. *Separability Clause.* — If for any reason, any section or provision of this Act or any part thereof, or the application of such section, provision or portion is declared invalid or unconstitutional, the remainder thereof shall not be affected by such declaration.

Section 12. *Effectivity.* — This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in at least two (2) newspapers of general circulation.

Approved: February 14, 2000

ANNEX 2. IMPLEMENTING RULES AND REGULATIONS OF RA 8759

Republic of the Philippines
DEPARTMENT OF LABOR AND EMPLOYMENT
Intramuros, Manila

DEPARTMENT ORDER NO. 07
Series of 2000

IMPLEMENTING RULES AND REGULATIONS OF REPUBLIC ACT NO. 8759, OTHERWISE KNOWN AS THE PUBLIC EMPLOYMENT SERVICE ACT OF 1999

These Implementing Rules and Regulations are hereby issued pursuant to the authority of the Secretary of Labor and Employment under Section 8 of Republic Act No. 8759. These rules are issued upon prior coordination with the Secretary of the Department of Interior and Local Government and consultation with the Presidents of the leagues of provinces, cities, municipalities and barangays.

RULE I **PRELIMINARY PROVISIONS**

Section 1. *Title.* - These Rules shall be known and cited as the Implementing Rules and Regulations of the Public Employment Service Office Act of 1999. It shall be referred to herein as the Rules.

Section 2. *Coverage.* - These Rules shall cover all existing and accredited Public Employment Service Offices.

Section 3. *Definition of Terms.* - The terms used in these Rules shall mean the following:

a. **National Facilitation Service Network (NFSN) or National Employment Service Network (NESN)** refers to the Department of Labor and Employment (DOLE), its Regional Offices, attached agencies and Public Employment Service Offices (PESOs) established at the local levels to provide integrated, collaborative and systematic delivery of employment services to clients.

b. **Department or DOLE** refers to the Department of Labor and Employment.

c. **Public Employment Service Office or PESO** refers to a non-fee charging multi-employment service facility or entity established, recognized or accredited pursuant to these Rules.

d. **Key cities** refer to all cities which are industrialized, centers of trade, commerce and economic activities, and where employment opportunities exist or are accessible.

e. **Strategic areas** refer to industrial centers, economic zones, agriculture and fisheries development zones, eco-tourism, growth areas and other areas where government intervention is needed to develop human resources in order for them to compete in open employment and self employment.

f. **Client** refers to jobseekers, employers, researchers, planners, policy makers and other persons who seek the services of the PESO.

g. **Labor Market Information (LMI)** refers to any information concerning the size, composition, functions, problems or opportunities of the labor market or any part thereof, including but not limited to employment-related intentions or aspirations of labor market clients.

h. **Regional Coordinating Council or RCC** refers to DOLE Regional Office and the offices of the DOLE attached agencies in the Regions.

RULE II POLICIES AND OBJECTIVES

Section 1. *Declaration of Policy.* - The State shall promote full employment and equality of employment opportunities for all. It shall institutionalize the NFSN or NESN, as well as strengthen and expand the existing employment facilitation service machinery of the government through the PESOs. The State shall likewise professionalize the employment service. Toward this end, all PESO personnel who are appointed, designated or accredited pursuant to Republic Act No. 8759 and these Rules shall, subject to the needs of the service, have security of tenure and be assured of stability of employment.

Section 2. *Objectives of the Public Employment Service Office.* - The PESO shall ensure prompt, timely and efficient delivery of employment services. Toward this end, it shall:

a. Provide a venue where clients could avail simultaneously various employment services such as LMI, referrals, training, self-employment, entrepreneurial, reintegration and other services;

b. Serve as referral and information center for the DOLE and other government agencies by making available data and information on their respective programs;

c. Provide clients with adequate information on employment and the labor market situation; and

d. Establish linkages with other PESOs for job exchange and other employment related services. The PESO shall also provide information on other DOLE programs.

RULE III FUNCTIONS AND SERVICES

Section 1. *Main Functions of the PESO.* - The PESO shall operate within its area of jurisdiction in coordination with other concerned agencies, but in every case subject to the requirements of the NFSN or NESN.

a. The PESO shall provide LMI services. For this purpose, it shall:

i) Market and promote each service, through all forms of media, to all its labor market clients;

- ii) Regularly obtain a list of job vacancies from employers;
- iii) Generate and maintain an updated registry of skills;
- iv) Gather, collate and process data or information on employment trends, particularly labor supply and demand, and disseminate such data or information to labor market clients; and
- v) Provide information on licensed or authorized recruitment agencies or recruiters for local and overseas employment.

b. The PESO shall provide referral and placement services for local and overseas as well as private and civil service employment. In accordance with existing policies, rules and regulations, it shall:

- i) Undertake active sourcing of vacancies;
- ii) Evaluate the qualifications of jobseekers in relation to wage employment options;
- iii) Refer jobseekers for appropriate employment assistance and monitor the result of such referrals;
- iv) Institute measures to ensure that recruitment and placement services, both for local and overseas, are in accordance with existing laws, rules and regulations.

c. The PESO shall provide training and vocational guidance and employment counseling services. It shall:

- i) Conduct pre-employment counseling, including values development and enhancement of work ethics, to prospective local and most especially to overseas jobseekers;
- ii) Administer and evaluate psychological tests or examinations;
- iii) Undertake employability enhancement trainings or seminars for jobseekers as well as those intending to change careers or enhance their employability; and
- iv) Conduct orientation and training to prospective local and overseas jobseekers regarding rules and regulations on anti-illegal recruitment.

d. The PESO shall provide self-employment services. It shall:

- i) Maintain and provide updated directory of government and non-government institutions with existing livelihood programs, including the directory of lending institutions;
- ii) Determine client's potentials for entrepreneurial undertakings;
- iii) Refer clients for appropriate self-employment or livelihood assistance and monitor the results of such referrals; and
- iv) In coordination with DOLE Regional Coordinating Council (DOLE-RCC), undertake livelihood and self-employment programs.

e. In coordination with the DOLE-RCC, the PESO shall provide reintegration assistance services to reintegration assistance services to returning overseas Filipino workers (OFWs). It shall:

- i) Provide a mechanism for the reintegration of OFWs;
- ii) Determine or obtain information on returning OFWs and provide periodic information of job opportunities;
- iii) Undertake other appropriate programs to promote the welfare of OFWs and assist in gathering or tapping the skills and potentials of the returning OFWs; and
- iv) Undertake re-integration programs and projects that maybe developed by DOLE's Replacement and Monitoring Center (RPMC).

f. The PESO shall likewise perform other functions analogous to the above including programs or activities developed by the DOLE to enhance provision of employment assistance to clients, particularly for special groups of disadvantaged workers such as persons with disabilities (PWDs) and displaced workers.

Section 2. *Other Services of the PESO.* - Where appropriate, the PESO shall likewise provide the following employment services:

a. Initiate and organize jobs fairs, provided that jobs fairs conducted by private entities or educational institutions shall be supervised and monitored by the PESO pursuant to DOLE guidelines;

b. Initiate and organize livelihood and self-employment bazaars, in coordination with government and non-government institutions undertaking livelihood and self-employment programs;

c. Facilitate credit access to qualified overseas workers, subject to existing rules and regulations;

d. Endeavour to reach out to qualified poor but deserving students and out-of-school youth to pursue their education by facilitating their employment pursuant to Republic Act No. 7323, otherwise known as Special Program for Employment of Students (SPES) and its implementing rules and regulations. The PESO shall likewise encourage qualified employers to participate in the program;

e. Coordinate and promote the adoption of Work Appreciation Program (WAP) and other enrolled youth work programs pursuant to Executive Order No. 139 through Kabataan 2000 under the Office of the President as implemented by the DOLE and other agencies; and

f. Monitor the implementation of government-funded infrastructure projects to provide recruitment assistance to contractors for their skilled and unskilled human resource requirement pursuant to Republic Act No. 6685, otherwise known as Workers Hiring in Infrastructure Projects (WHIP).

RULE IV

ADMINISTRATION OF THE NFSN OR NESN

Section 1. *Administration Framework.* - The general framework for the administration of the NFSN or NESN shall emanate from the Central Office, through the Bureau of Local Employment (BLE). Consistent with this general framework, each Regional Office shall exercise administrative and technical supervision over every PESO within its area of jurisdiction.

Section 2. *Role of DOLE Central Office.* - The Central Office shall:

a. Provide policy directions and prescribe standards on employment services;

b. Develop and maintain a computerized job matching facility accessible to all PESOs nationwide and the Philippine Overseas Labor Offices (POLOs) and a computerized national registry of skills, employment and business opportunities for easy access of its clients. For this purpose, the Phil-job.net shall serve as the basic LMI system which shall be continuously enhanced and upgraded;

c. Develop and maintain performance-based and gender-responsive indicators to assess and evaluate the effectiveness of the NFSN and the PESOs;

d. Develop and maintain training curricula on all aspects of employment service, including gender awareness;

e. Establish and maintain training facilities for employment service providers; and

f. Develop and maintain a Manual of Operations for the effective implementation of the employment service program.

Section 3. *Role of DOLE Regional Offices.* - The DOLE Regional Offices, through the Regional Directors and the DOLE - RCC, shall oversee the activities of the PESO network within their areas of jurisdiction. For this purpose, the Regional Directors shall:

- a. Exercise administrative and technical supervision over the PESOs;
- b. Prepare and submit budgetary requirements to the Central Office;
- c. Recommend the requirements for human resources, equipment and other necessary resources to the Central Office for the effective management and administration of the PESO;
- d. Develop, administer and manage area-based or region-specific employment projects for PESO's implementation;
- e. Maintain a computerized regional registry of skills as well as employment and business opportunities for easy access of its clients; and
- f. Monitor and evaluate the performance of the PESOs.

RULE V ESTABLISHMENT OF THE PESO

Section 1. *Establishment of the PESO.* - The PESO shall be established by the DOLE pursuant to Section 3, or upon the request of a particular entity pursuant to Section 7 of this PESO Act.

Section 2. *Procedures for the Establishment of PESO.* - Pursuant to Section 3 of the Act, the DOLE shall establish, operate and maintain PESOs in capital towns of provinces, key cities, and other strategic areas. Accordingly, the DOLE shall:

- a. Provide the necessary budgetary allocation, office space, human resource complement, equipment and supplies;
- b. In consultation with the LGU concerned, appoint PESO personnel subject to civil service rules and the accreditation requirements in these rules;
- c. Provide administrative and technical assistance and allied support services; and
- d. Provide regular training to PESO personnel in the various aspects of employment service.

Upon the request of an LGUs, NGOs, CBOs and SUCs which does not have an existing PESO, the DOLE may likewise establish a PESO pursuant to Section 7 of the Act. Within fifteen (15) days from receipt of the request, the DOLE shall:

- a. Evaluate the employment services and facilities needed by the clients to enable the particular PESO to efficiently discharge its functions;
- b. Evaluate and accredit the personnel in accordance with the accreditation process provided in these Rules; and
- c. Forge a Memorandum Of Agreement (MOA) with the requesting party, identifying their respective roles, duties and responsibilities in the establishment, maintenance and operation of the PESO.

RULE VI

ACCREDITATION OF PESOs AND INCUMBENT PERSONNEL

Section 1. *Scope of Accreditation.* - All PESOs constituted, established, organized, or in existence pursuant to a MOA between the DOLE and LGUs, NGOs, CBOs, SUCs as well as those institutionalized pursuant to legislative actions of local government units prior to the effectivity of the Act, may be accredited by the DOLE. Accreditation of existing PESOs shall be in areas of employment services provided to clients, office and facilities, as well as human resources.

Section 2. *Accreditation of Services.* - In the accreditation of the services provided to clients, including office and support facilities, the following procedures shall be followed:

- a. Thirty (30) days after the effectivity of these Rules, all existing PESOs shall submit the inventory of the employment services it renders to clients as well as its equipment and facilities to the Regional Office.

- b. The Regional Office shall evaluate the documents and conduct ocular inspection to ensure that the particular PESO is capable of discharging the functions of a PESO as enumerated in the Act and in these Rules.

Section 3. *Accreditation of Personnel.* - In the accreditation of PESO personnel, the following procedures shall be followed: a. Thirty (30) days after the effectivity of these Rules, the PESOs shall submit the roster of its personnel and their qualifications to the appropriate DOLE Regional Office. b. The Regional Office shall evaluate the qualification of the said PESO personnel based on the minimum criteria prescribed in these Rules.

Section 4. *Minimum Criteria for Accreditation of PESO Personnel.* - The following shall be the minimum criteria for accreditation of PESO personnel:

- a. They should meet the minimum qualification standards set by the DOLE and Civil Service rules on education, training, relevant experience or expertise and applicable eligibility;

- b. They should pass the medical, physical, psychological examinations administered by competent or authorized persons or institutions;

c. They should pass both oral and written examinations to be administered by the DOLE; d. In case of LGUs and SUCs, they should occupy regular or permanent plantilla items.

Section 5. *Effect of Accreditation.* - Accredited personnel shall not be replaced without due process and without prior authority of the DOLE. Upon the accreditation of the PESO's employment services and personnel, the DOLE shall fore a new MOA with the concerned PESO identifying the respective roles, duties and responsibilities of the parties in the maintenance and operation of the PESO.

RULE VII DUTIES AND RESPONSIBILITIES OF PARTICIPATING AGENCIES AND INSTITUTIONS

Section 1. *Duties and Responsibilities of Participating Agencies and Institutions.* - The LGUs, NGOs, CBOs and SUCs participating in the implementation of the PESO Act shall have the following duties and responsibilities:

a. Assist the DOLE in the promoting employment programs within their respective areas of jurisdiction or operation;

b. Provide necessary employment related expertise such as but not limited to labor and employment researches; psychological test administration; human resource development and other resources, including budgetary allocation as stipulated in the MOA;

c. Promptly submit to the DOLE Regional Office regular monitoring and performance reports; and

d. Perform other functions as may be stipulated in the MOA or as necessary in furtherance of the objectives of the Act.

RULE VIII FUNDING

Section 1. *Funding of the PESO.* - The amount necessary for the initial implementation of the Act shall be charged against the existing appropriation of the DOLE and its other operating agencies. Thereafter, the amounts needed for the full implementation shall be included in the budget of the DOLE through the General Appropriations Act.

RULE IX TRANSITORY AND FINAL PROVISIONS

Section 1. *Transitory Provision.* - Pending appropriation through the General Appropriations Act, personal services and other expenses funded by LGU appropriations shall be maintained in accordance with the existing MOA with DOLE. The existing MOA between the DOLE and the concerned SUCs, NGOs and CBOs shall remain in full force and effect until

a new MOA consistent with the Act and theses Rules shall have been signed between and among the parties concerned.

Section 2. *Separability Clause.* - If any provision of these Rules is held invalid or unconstitutional, any other provision not so affected shall continue to be valid and effective.

Section 3. *Effectivity.* - This Rules shall take effect fifteen (15) days after its publication in at least two (2) newspapers of general circulation.

Manila, Philippines 30 August 2000

ANNEX 3. LAW CREATING SPES (SPECIAL PROGRAM FOR EMPLOYMENT OF STUDENTS)

REPUBLIC ACT NO. 7323

AN ACT TO HELP POOR BUT DESERVING STUDENTS PURSUE THEIR EDUCATION BY ENCOURAGING THEIR EMPLOYMENT DURING SUMMER AND/OR CHRISTMAS VACATIONS, THROUGH INCENTIVES GRANTED TO EMPLOYERS, ALLOWING THEM TO PAY ONLY SIXTY PER CENTUM OF THEIR SALARIES OR WAGES AND THE FORTY PER CENTUM THROUGH EDUCATION VOUCHERS TO BE PAID BY THE GOVERNMENT, PROHIBITING AND PENALIZING THE FILING OF FRAUDULENT OR FICTITIOUS CLAIMS AND FOR OTHER PURPOSES

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

Section 1. Any provision of law to the contrary notwithstanding, any person or entity employing at least fifty (50) persons may, during the summer and/or Christmas vacations, employ poor but deserving students, fifteen (15) years of age but not more than twenty-five (25) years old, paying them a salary or wage not lower than the minimum wage provided by law and other applicable labor rules and regulations. For purposes of this act, poor but deserving students refer to those whose parents' combined incomes, together with their income, if any, do not exceed Thirty-six thousand pesos (P36,000) per annum. Employment should be at the Labor Exchange Center of the Department of Labor and Employment (DOLE).

Section 2. Sixty per centum (60%) of said salary or wage shall be paid by the employer in cash and forty per centum be applicable in the payment for his tuition fees and books in any educational institution for secondary, tertiary, vocational or technological education. The amount of the education voucher shall be paid by the government to the

educational institution concerned within thirty (30) days from its presentation to the officer or agency designated by the Secretary of Finance. The voucher shall not be transferable except when the payee thereof dies or for a justifiable cause stops in his duties in which case it can be transferred to his brothers or sisters. If there be none, the amount thereof shall be paid his heirs or to the payee himself, as the case may be.

Section 3. The Secretary of Labor and Employment, the Secretary of Education, Culture and Sports and the Secretary of Finance shall issue the corresponding rules and regulations to carry out the purposes of this Act.

The Secretary of Labor and Employment shall be the Project Director of this Program.

Section 4. Any person or entity who shall make any fraudulent or fictitious claim under this Act, regardless of whether payment has been made, shall upon conviction be punished with imprisonment of not less than six (6) months and not more than one (1) year and a fine of not less than ten thousand pesos (P10,000), without prejudice to their prosecution and punishment for any other offense punishable under the Revised Penal Code or any other penal statute. In any case of partnerships or corporations, the managing partner, general manager, or chief executive officer, as the case may be, shall be criminally liable.

Section 5. The amount necessary to carry out the purposes of this Act is hereby authorized to be appropriated in the General Appropriations Act of 1992 and the subsequent annual general appropriations acts.

Section 6. This Act shall take effect after its publication in the Official Gazette and in at least two (2) national newspapers of general circulation.

Approved: March 30, 1992

ANNEX 4. LAW AMENDING SPES (SPECIAL PROGRAM FOR EMPLOYMENT OF STUDENTS)

REPUBLIC ACT NO. 9547

AN ACT STRENGTHENING AND EXPANDING THE COVERAGE OF THE SPECIAL PROGRAM FOR EMPLOYMENT OF STUDENTS, AMENDING FOR THE PURPOSE PROVISIONS OF R.A. NO. 7323, OTHERWISE KNOWN AS THE SPECIAL PROGRAM FOR EMPLOYMENT OF STUDENTS

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

Section 1. Section 1 of R.A. 7323, otherwise known as the "Special Program for Employment of Students (SPES)", is hereby amended to read as follows:

"SECTION 1. Any provision of law to the contrary notwithstanding, any person or entity employing at least ten (10) persons may employ poor but deserving students fifteen (15) years of age but not more than twenty-five (25) years old, paying them a salary or wage not lower than the minimum wage for private employers and the applicable hiring rate for the national and local government agencies: Provided, that student enrolled in the secondary level shall only be employed during summer and/or Christmas vacations, while those enrolled in the tertiary, vocational or technical education may be employed at any time of the year: Provided, further, That their period of employment shall be from twenty (20) to fifty-two (52) working days only, except that during Christmas vacation, employment shall be from ten (10) to fifteen (15) days which may be counted as part of the students' probationary period should they apply in the same company or agency after graduation: Provided, finally, That students employed in activities related to their course may earn equivalent academic credits as may be determined by the appropriate government agencies.

"For purposes of this Act, poor but deserving students refer to those whose parents' combined income, together with their own, if any, does not exceed the annual regional poverty threshold level for a family of six (6) for the preceding year as may be determined by the National Economic and Development Authority (NEDA). Employment facilitation services for applicants to the program shall be done by the Public Employment Service Office (PESO).

"Participating employers in coordination with the PESO, must inform their SPES employees of their rights, benefits, and privileges under existing laws, company policies, and employment contracts."

Section 2. Section 2 of the same Act is hereby amended to read as follows:

"SECTION 2. Sixty per centum (60%) of the said salary or wage shall be paid by the employers in cash and forty per centum (40%) by the government in the form of a voucher which shall be applicable in the payment for the students' tuition fees and books in any educational institution for secondary, tertiary, vocational or technical education: Provided, That local government units (LGUs) may assume responsibility for paying in full his salary or wages. The amount of the education vouchers shall be paid by the government to the educational institutions concerned within thirty (30) days from its presentation to the officer or agency designated by the Secretary of Finance.

"The vouchers shall not be transferable except when the payees thereof dies or for a justifiable cause stops in his duties, in which case it can be transferred to his brothers or sisters. If there be none, the amount thereof shall be paid his heirs or to the payee himself, as the case may be."

Section 3. Section 3 of the same Act is hereby amended to read as follows:

"SECTION 3. The Secretary of Labor and Employment, the Secretary of Education, the Chairman of the Commission on Higher Education, the Secretary of Budget and Management, the Secretary of Social Welfare and Development and the Secretary of Finance shall issue the corresponding rules and regulations to carry out the purposes of this act.

"The Secretary of Labor and Employment shall be the Program Chairman."

Section 4. Section 4 of the same Act is hereby amended to read as follows:

"SECTION 4. Any persons or entity who refuses to honor education vouchers or makes any fraudulent or fictitious claim under this Act, regardless of whether payment has been made, shall upon conviction be punished with imprisonment of not less than six (6) months and not more than one (1) year and a fine of not less than ten thousand pesos (P10,000.00), without prejudice to their prosecution and punishment for any other offense punishable under the Revised Penal Code or any other penal statute.

"In case of partnerships or corporations, the managing partner, general manager, or chief executive officer, as the case may be, shall be criminally liable."

Section 5. Section 5 of the same Act is hereby amended to read as follows:

"SECTION 5. The Secretary of the Department of Labor and Employment shall include in the Department's program the operationalization of the expanded Special Program for the Employment of Students.

"The amount necessary to carry out the purposes of this Act is hereby authorized to be appropriated in the General Appropriations Act for 1992 and the subsequent annual general appropriations acts: Provided, That the appropriation, for the purposes of this Act, shall not be reduced by Congress below the amount appropriated for the previous year and, after approval; shall be automatically and regularly released: Provided, further, That the appropriation herein shall be increased by at least twenty per centum (20%) annually."

Section 6. If any provision or part of this Act, or the application thereof to any person or circumstance is held invalid or unconstitutional, the remainder of this Act or the application of such provision or part thereof to other persons or circumstances shall not be affected thereby.

Section 7. All laws, orders, issuances, rules and regulations or parts thereof inconsistent with the provisions of this Act are hereby repealed, amended or modified accordingly.

Section 8. This Act shall take effect fifteen (15) days after its complete publication in the Official Gazette or in at least two (2) newspapers of national circulation, whichever comes earlier.

Approved: April 01, 2008

ANNEX 5. LAW CREATING WHIP (WORKERS HIRING FOR INFRASTRUCTURE PROJECTS)

Republic of the Philippines
Congress of the Philippines
Metro Manila

Eighth Congress

REPUBLIC ACT NO. 6685
December 12, 1988

AN ACT REQUIRING PRIVATE CONTRACTORS TO WHOM NATIONAL, PROVINCIAL, CITY AND MUNICIPAL PUBLIC WORKS PROJECTS HAVE BEEN AWARDED UNDER CONTRACT TO HIRE AT LEAST FIFTY PERCENT OF THE UNSKILLED AND AT LEAST THIRTY PERCENT OF THE SKILLED LABOR REQUIREMENTS TO BE TAKEN FROM THE AVAILABLE BONA FIDE RESIDENTS IN THE PROVINCE, CITY OR MUNICIPALITY IN WHICH THE PROJECTS ARE TO BE UNDERTAKEN, AND PENALIZING THOSE WHO FAIL TO DO SO

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

Section 1. Contractor Requirement. - All private contractors, including subcontractors, to whom awards are made for the undertaking of national and local public works projects funded by either the National Government or any local government unit including foreign-assisted projects must hire at least fifty percent (50%) of the unskilled and thirty percent (30%) of the skilled labor requirements from the unemployed bona fide and actual residents in the province, city and municipality who are ready, willing and able as determined by the governor, city mayor or municipal mayor concerned where the projects are to be undertaken: provided, that labor used or to be used for the manufacture of prefabricated construction materials and other materials premade outside the place of project implementation and skilled manpower utilized or to be utilized for the preparation of engineering designs and project plans and layouts shall be exempted from the labor requirements herein imposed: provided, further, that where the number of available resources is less than the required percentages provided herein, said requirements shall be based on the maximum number of locally available labor resources which fact shall be certified by the municipal, city, provincial or district engineer as sufficient compliance with the labor requirements under this Act.

Section 2. Public Works Projects Involved. - Public works projects referred to include national, provincial, city, municipal, and barangay projects including but not limited to roads, schools, power and water systems, piers, airports and similar projects.

Section 3. *Excluded Projects.* - Any scientific project of a highly technical nature, all defense and military installations which fall under security requirements, any public works project that may be assigned to and which can be undertaken by the engineering battalions of the Armed Forces of the Philippines shall be excluded: provided, that where such strategic projects are to be undertaken by private contractors, the same shall require the clearance and permission of the Chief of Staff of the Armed Forces of the Philippines and/or the Secretary of the Department of Science and Technology, and the provisions of Sec. 1 shall apply.

Section 4. *Notice of Labor Requirements.* - The contractor and/or subcontractor shall post in conspicuous areas to be specified and designated by proper district, provincial, city or municipal authorities, a notice in either Filipino, English or the local dialect, that local residents are needed for the project. Applicants shall bring their voter's identification card or any reliable document of identification or submit a verification from the barangay captain or any other member of the barangay council in the absence of the barangay captain to prove that they are bona fide and actual residents of the locality where the project will be undertaken. Furthermore, applicants shall pass reasonable performance requirements of the contractor.

Section 5. *Certificate of Compliance.* - The contractor and/or subcontractor shall submit to the district, provincial or city engineer, among the requirements for every progress billing, a certificate of compliance with the above requirements duly sworn to, including a list of names of residents hired from the locality where the project was undertaken.

Section 6. *Penalty.* - Failure without good cause by the contractor or subcontractor to comply with the requirements of Sections 1, 4 and 5 of this Act shall be penalized by a fine of Twenty thousand pesos (P20,000) for the first offense; suspension for one (1) year from participating in public works bidding for the second offense; and perpetual disqualification from participating in public works bidding for the third offense. The penalty clause as provided for in this Act shall be included in all contracts to be entered into by and between the national, provincial, city and municipal governments and the contractor upon approval of this Act.

Section 7. *Rules and Regulations.* - The Secretary of the Department of Public Works and Highways (DPWH) shall, after consultation with duly accredited national constructors associations and the Secretary of Labor, issue implementing rules and regulations within sixty (60) days upon approval of this Act.

Section 8. *Effectivity.* - This Act shall take effect upon its complete publication in at least two (2) national newspapers of general circulation.

Approved: December 12, 1988.

ANNEX 6. ILO CONVENTION 88

The General Conference of the International Labour Organisation,

Having been convened at San Francisco by the Governing Body of the International Labour Office, and having met in its Thirty-first Session on 17 June 1948, and

Having decided upon the adoption of certain proposals concerning the organisation of the employment service, which is included in the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of an international Convention,

Adopts this ninth day of July of the year one thousand nine hundred and forty-eight the following Convention, which may be cited as the Employment Service Convention, 1948:

Article 1

1. Each Member of the International Labour Organisation for which this Convention is in force shall maintain or ensure the maintenance of a free public employment service.

2. The essential duty of the employment service shall be to ensure, in co-operation where necessary with other public and private bodies concerned, the best possible organisation of the employment market as an integral part of the national programme for the achievement and maintenance of full employment and the development and use of productive resources.

Article 2

The employment service shall consist of a national system of employment offices under the direction of a national authority.

Article 3

1. The system shall comprise a network of local and, where appropriate, regional offices, sufficient in number to serve each geographical area of the country and conveniently located for employers and workers.

2. The organisation of the network shall:

(a) be reviewed--

(i) whenever significant changes occur in the distribution of economic activity and of the working population, and

(ii) whenever the competent authority considers a review desirable to assess the experience gained during a period of experimental operation; and

(b) be revised whenever such review shows revision to be necessary.

Article 4

1. Suitable arrangements shall be made through advisory committees for the co-operation of representatives of employers and workers in the organisation and operation of the employment service and in the development of employment service policy.

2. These arrangements shall provide for one or more national advisory committees and where necessary for regional and local committees.

3. The representatives of employers and workers on these committees shall be appointed in equal numbers after consultation with representative organisations of employers and workers, where such organisations exist.

Article 5

The general policy of the employment service in regard to referral of workers to available employment shall be developed after consultation of representatives of employers and workers through the advisory committees provided for in Article 4.

Article 6

The employment service shall be so organised as to ensure effective recruitment and placement, and for this purpose shall:

(a) assist workers to find suitable employment and assist employers to find suitable workers, and more particularly shall, in accordance with rules framed on a national basis--

(i) register applicants for employment, take note of their occupational qualifications, experience and desires, interview them for employment, evaluate if necessary their physical and vocational capacity, and assist them where appropriate to obtain vocational guidance or vocational training or retraining,

(ii) obtain from employers precise information on vacancies notified by them to the service and the requirements to be met by the workers whom they are seeking,

(iii) refer to available employment applicants with suitable skills and physical capacity,

(iv) refer applicants and vacancies from one employment office to another, in cases in which the applicants cannot be suitably placed or the vacancies suitably filled by the original office or in which other circumstances warrant such action;

(b) take appropriate measures to--

(i) facilitate occupational mobility with a view to adjusting the supply of labour to employment opportunities in the various occupations,

(ii) facilitate geographical mobility with a view to assisting the movement of workers to areas with suitable employment opportunities,

(iii) facilitate temporary transfers of workers from one area to another as a means of meeting temporary local maladjustments in the supply of or the demand for workers,

(iv) facilitate any movement of workers from one country to another which may have been approved by the governments concerned;

(c) collect and analyse, in co-operation where appropriate with other authorities and with management and trade unions, the fullest available information on the situation of the employment market and its probable evolution, both in the country as a whole and in the different industries, occupations and areas, and make such information available systematically and promptly to the public authorities, the employers' and workers' organisations concerned, and the general public;

(d) co-operate in the administration of unemployment insurance and assistance and of other measures for the relief of the unemployed; and

(e) assist, as necessary, other public and private bodies in social and economic planning calculated to ensure a favourable employment situation.

Article 7

Measures shall be taken:

(a) to facilitate within the various employment offices specialisation by occupations and by industries, such as agriculture and any other branch of activity in which such specialisation may be useful; and

(b) to meet adequately the needs of particular categories of applicants for employment, such as disabled persons.

Article 8

Special arrangements for juveniles shall be initiated and developed within the framework of the employment and vocational guidance services.

Article 9

1. The staff of the employment service shall be composed of public officials whose status and conditions of service are such that they are independent of changes of government and of improper external influences and, subject to the needs of the service, are assured of stability of employment.

2. Subject to any conditions for recruitment to the public service which may be prescribed by national laws or regulations, the staff of the employment service shall be recruited with sole regard to their qualifications for the performance of their duties.

3. The means of ascertaining such qualifications shall be determined by the competent authority.

4. The staff of the employment service shall be adequately trained for the performance of their duties.

Article 10

The employment service and other public authorities where appropriate shall, in co-operation with employers' and workers' organisations and other interested bodies, take all possible measures to encourage full use of employment service facilities by employers and workers on a voluntary basis.

Article 11

The competent authorities shall take the necessary measures to secure effective co-operation between the public employment service and private employment agencies not conducted with a view to profit.

Article 12

1. In the case of a Member the territory of which includes large areas where, by reason of the sparseness of the population or the stage of development of the area, the competent authority considers it impracticable to enforce the provisions of this Convention, the authority may exempt such areas from the application of this Convention either generally or with such exceptions in respect of particular undertakings or occupations as it thinks fit.

2. Each Member shall indicate in its first annual report upon the application of this Convention submitted under Article 22 of the Constitution of the International Labour Organisation any areas in respect of which it proposes to have recourse to the provisions of the present Article and shall give the reasons for which it proposes to have recourse thereto; no Member shall, after the date of its first annual report, have recourse to the provisions of the present Article except in respect of areas so indicated.

3. Each Member having recourse to the provisions of the present Article shall indicate in subsequent annual reports any areas in respect of which it renounces the right to have recourse to the provisions of the present Article.

Article 13

1. In respect of the territories referred to in Article 35 of the Constitution of the International Labour Organisation as amended by the Constitution of the International Labour Organisation Instrument of Amendment 1946, other than the territories referred to in paragraphs 4 and 5 of the said Article as so amended, each Member of the Organisation which ratifies this Convention shall communicate to the Director-General of the International Labour Office as soon as possible after ratification a declaration stating:

a) the territories in respect of which it undertakes that the provisions of the Convention shall be applied without modification;

b) the territories in respect of which it undertakes that the provisions of the Convention shall be applied subject to modifications, together with details of the said modifications;

c) the territories in respect of which the Convention is inapplicable and in such cases the grounds on which it is inapplicable;

d) the territories in respect of which it reserves its decision.

2. The undertakings referred to in subparagraphs (a) and (b) of paragraph 1 of this Article shall be deemed to be an integral part of the ratification and shall have the force of ratification.

3. Any Member may at any time by a subsequent declaration cancel in whole or in part any reservations made in its original declaration in virtue of subparagraphs (b), (c) or (d) of paragraph 1 of this Article.

4. Any Member may, at any time at which the Convention is subject to denunciation in accordance with the provisions of Article 16, communicate to the Director-General a declaration modifying in any other respect the terms of any former declaration and stating the present position in respect of such territories as it may specify.

Article 14

1. Where the subject matter of this Convention is within the self-governing powers of any non-metropolitan territory, the Member responsible for the international relations of that territory may, in agreement with the government of the territory, communicate to the Director-General of the International Labour Office a declaration accepting on behalf of the territory the obligations of this Convention.

2. A declaration accepting the obligations of this Convention may be communicated to the Director-General of the International Labour Office:

a) by two or more Members of the Organisation in respect of any territory which is under their joint authority; or

b) by any international authority responsible for the administration of any territory, in virtue of the Charter of the United Nations or otherwise, in respect of any such territory.

3. Declarations communicated to the Director-General of the International Labour Office in accordance with the preceding paragraphs of this Article shall indicate whether the provisions of the Convention will be applied in the territory concerned without modification or subject to modifications; when the declaration indicates that the provisions of the Convention will be applied subject to modifications, it shall give details of the said modifications.

4. The Member, Members or international authority concerned may at any time by a subsequent declaration renounce in whole or in part the right to have recourse to any modification indicated in any former declaration.

5. The Member, Members or international authority concerned may, at any time at which this Convention is subject to denunciation in accordance with the provisions of Article 17, communicate to the Director-General a declaration modifying in any other respect the terms of any former declaration and stating the present position in respect of the application of the Convention.

Article 15

The formal ratifications of this Convention shall be communicated to the Director-General of the International Labour Office for registration.

Article 16

1. This Convention shall be binding only upon those Members of the International Labour Organisation whose ratifications have been registered with the Director-General.

2. It shall come into force twelve months after the date on which the ratifications of two Members have been registered with the Director-General.

3. Thereafter, this Convention shall come into force for any Member twelve months after the date on which its ratifications has been registered.

Article 17

1. A Member which has ratified this Convention may denounce it after the expiration of ten years from the date on which the Convention first comes into force, by an act communicated to the Director-General of the International Labour Office for registration. Such denunciation shall not take effect until one year after the date on which it is registered.

2. Each Member which has ratified this Convention and which does not, within the year following the expiration of the period of ten years mentioned in the preceding paragraph, exercise the right of denunciation provided for in this Article, will be bound for another period of ten years and, thereafter, may denounce this Convention at the expiration of each period of ten years under the terms provided for in this Article.

Article 18

1. The Director-General of the International Labour Office shall notify all Members of the International Labour Organisation of the registration of all ratifications, declarations and denunciations communicated to him by the Members of the Organisation.

2. When notifying the Members of the Organisation of the registration of the second ratification communicated to him, the Director-General shall draw the attention of the Members of the Organisation to the date upon which the Convention will come into force.

Article 19

The Director-General of the International Labour Office shall communicate to the Secretary-General of the United Nations for registration in accordance with Article 102 of the Charter of the United Nations full particulars of all ratifications, declarations and acts of denunciation registered by him in accordance with the provisions of the preceding Articles.

Article 20

At such times as it may consider necessary the Governing Body of the International Labour Office shall present to the General Conference a report on the working of this Convention and shall examine the desirability of placing on the agenda of the Conference the question of its revision in whole or in part.

Article 21

1. Should the Conference adopt a new Convention revising this Convention in whole or in part, then, unless the new Convention otherwise provides:

a) the ratification by a Member of the new revising Convention shall ipso jure involve the immediate denunciation of this Convention, notwithstanding the provisions of Article 17 above, if and when the new revising Convention shall have come into force;

b) as from the date when the new revising Convention comes into force this Convention shall cease to be open to ratification by the Members.

2. This Convention shall in any case remain in force in its actual form and content for those Members which have ratified it but have not ratified the revising Convention.

Article 22

The English and French versions of the text of this Convention are equally authoritative.

ANNEX 7. GUIDED SELF-ASSESSMENT

100 EVALUATIVE FACTORS: EMPLOYMENT SERVICES

This instrument provides a clear-cut yet thorough means of evaluating Public Employment Services in developing countries. The checklist makes administering and scoring easy. The instrument yields a score that is applied to the following interpretative ranges:

Score Range	Level of PES services and operations
90-100	Optimal
75-89	Very good
60-74	Good
45-59	Fair
25-44	Many improvements needed
Below 25	Much improvement needed

The 100 factors define high performance and standards in most PESO service and management areas. As such, the most valuable use of this instrument is that of PESO improvement. PESO staff should regularly endeavor to achieve high performance as denoted in the 100 factors.

Administration instructions: Read each factor and check the appropriate reply.

Scoring: Each reply has the value of: 'Fully'=1, 'To some extent'=0.5 or ½, 'Not at all' and 'Not applicable'=0. Add all replies to derive the score.

Interpretation: The interpretative ranges and descriptors shown above (Optimal, Very good etc) are only approximations and should be viewed in terms of levels of improvements needed.

100 EVALUATIVE FACTORS: EMPLOYMENT SERVICES	PLEASE CHECK AS APPROPRIATE			
	Fully	To some extent	Not at all	N/A
PESO Location				
1. Maps and directions to PESO are available in printed copy or on the web				
2. PESO is in a safe area				
3. PESO is easy to get to				
4. Close proximity parking is available				
5. PESO is close to public transport				
Signage				
6. PESO has large appealing sign(s) outside at street level to identify and advertise its services				
7. Main doors to building have a PESO sign				
8. Buildings have directional sign to PESO – in foyer, hallways, stairways, etc				
9. Signs inside PESO clearly identify areas/ services				
10. Name plates are on door, desks or cubicles of staff				
11. All signs are professional or neatly printed (not handwritten)				
Office First Impressions and General Observations				
12. Opening and closing hours are posted – hours are convenient to customers				
13. Office is clean, uncluttered and appealing				
14. Office has good ventilation or air conditioning				
15. Office/ work noise is at appropriate level				
16. Office has a 'jobs/career' identity (imparted by jobs-related materials, posters, etc)				
17. Layout of office is conducive to efficient customer flow				
18. Office is disabled-friendly				
19. Office projects a look and 'feel' that is professional, dynamic and forward-looking (more like a dynamic private company and less like a typical government office)				

Reception				
20. Receptionists are welcoming, attentive, helpful and professional				
21. Reception desk is uncluttered and conducive to receiving/submitting forms				
22. Writing surfaces (clipboards, desk, tables) are provided				
23. Pens/pencils are available				
24. A readable placard lists required registration materials and basic registration instructions				
25. Proper and sufficient chairs are available for waiting registrants				
26. Size of lobby/ waiting area is sufficient for customer flow				
27. Magazines/ newspapers, training/educational catalogues, labor market information and vocational-related brochures are available to inform/educate waiting registrants and to keep them occupied				
28. Registrant waiting time is within acceptable limits				
Registration Forms and Procedures				
29. Registration form contains necessary information fields: -Jobseeker details -Information regarding education, experience, skills and qualifications -Work-related factors -Administrative information				
30. Registration forms are user-friendly and good print quality				
31. Registrants are assigned ID or tracking numbers				
32. Registrant information is updated regularly and registrants are designated as <i>active</i> (seeking work-filed by occupational code) or <i>inactive</i> (not seeking work-no assistance required)				
33. An Index File (alphabetical list of active registrants) is used and maintained				
34. A system is used and maintained to record and track all services provided to registrants				
Job Vacancy Boards				
35. Job vacancy boards are located in registration/ waiting area				
36. Job boards are accessible and unobstructed for viewing by multiple jobseekers				
37. Overall appearance of job vacancy boards is appealing				
38. Generally, a sufficient number of vacancies are posted to populated job boards				
39. All job postings are printed or neatly handwritten on uniform-sized and formatted forms				
40. Job postings are organized/clustered by sector				
41. Job boards are well-maintained – displaying only current and available jobs				
Staff Offices, Cubicles or Work Areas				
42. Work areas reflect professionalism (diplomas and certificates displayed, pictures and posters impart 'jobs/career' identity				

43. Staff desks and work areas are arranged/ furnished to optimize provision of services				
44. Proper and sufficient side chairs are available for customers				
45. Work areas are appropriately/ sufficiently private				
Interviewing and Referring				
46. Interviewers are welcoming, attentive and professional				
47. Interviewers are trained and proficient in all aspects of interviewing				
48. The following interviewing functions are thoroughly and efficiently provided: <ul style="list-style-type: none"> -Identification/ verification of registrant education, experience, skills and qualifications -Ascertaining registrant training needs and referring to training -Provision of job/ occupational information -Referring to counseling and workshops -Provision of resume and job search assistance -Matching jobseekers to vacancies -Referring registrants to employers -Assigning job codes or key words -Inputting/recording of registrant information and service transactions 				
Interviewing Forms and Procedures				
49. Procedures to assign numeric occupational and industrial codes are used				
50. Interviewing and referral forms contain necessary fields, are user-friendly and are good print quality				
Employer Outreach and Services				
51. Employer outreach staff are personable, proactive, professional and engaged with the employer community				
52. Employer outreach staff are trained and proficient in all aspects of employer services				
53. The following employer outreach functions are thoroughly and efficiently provided: <ul style="list-style-type: none"> -Representing the ES and establishing relationships with employers -Generating and obtaining job orders from employers -Providing labor market information to employers -Promoting disabled workers to employers and assisting with disabled accommodations -Interfacing with employers to complete Job Vacancy Records -Assigning job codes or key words to job orders -Inputting/recording of employer information and service transactions 				
54. Employer outreach staff obtain specifications from employers as to their preferences for jobseeker application, referral and referral follow-up				

Employer Outreach Forms and Procedures				
55. Employers are assigned ID or tracking numbers				
56. Procedures to assign numeric occupation and industrial codes are used				
57. A 'Job Order' or Job Vacancy Registration Form' is used and maintained and contains the following field: - Job title - Occupational and industrial codes - Employer information - Job information (number of positions, hours per week, wages, permanent or temporary, start date) - Job tasks - Education, experience and skills required - Record of vacancy referrals				
58. A system is used and maintained to organize/ track job orders as to <i>open orders, referred orders</i> and <i>closed orders</i>				
59. Employer outreach forms are user-friendly and are good print quality				
60. A system is used and maintained to record and track all services provided to employers				
Job Matching				
61. Job matching staff are trained and proficient in all aspects of job matching				
62. Job matching staff are well-informed of employers' requirements and expectations for all vacancies				
63. Job matching staff are well-informed of registrants' job preferences, experience, education and qualifications				
Job Matching Forms and Procedures				
64. Procedures to match jobseeker qualifications with job requirements are methodical, objective, efficient and transparent – and yield highly qualified referrals				
65. Forms and procedures are in-place to document job matching decisions				
66. Procedures are in place to monitor and periodically audit job matching activities				
Career Advising and Counseling				
67. Counseling staff are personable, empathetic and professional				
68. Counseling staff have specialized training/ education in: - Principles of career choice, change and adjustment - Occupational information and resources - Vocational self-assessments - Career development and planning - Theory and method of counseling				
69. The following counseling functions are fully and efficiently provided: - Assisting clients with vocational choice, change and				

adjustment -Providing guidance to clients to reduce vocational barriers -Providing resources on jobs in demand, job duties, working conditions and required skills/ training -Assisting clients with career exploration and job search -Assessing jobseeker interests and abilities -Assessing training/educational needs of clients -Fitting jobseekers' attributes with occupational requirements -Providing job coaching -Developing career plans -Inputting/recording of counselee information and service transactions				
Counseling Forms and Procedures				
70. Procedures are in-place to identify and refer registrants requiring counseling				
71. A 'Counselee Record' is used and maintained and contains the following field: -Counselee details -Vocational issues -Work experience -Education and training -Extracurricular and leisure time activities -Functional and transferable skills -Assessment factors and results -Work field explored, considered and selected -Vocational plan summary -Comments-progress-action taken				
72. A 'Vocational Planning' form is used that details: -Counselee career goals -Training and education action plan -Employability steps -Employment schedule				
73. Counseling forms are user-friendly and are good print quality				
74. Rules and procedures are in-place and adhered to with respect to confidentiality of counselee records				
75. A system is used and maintained to record and track all services provided to counselees				
Labor Market Information(LMI) and Vocational/Career Resources				
76. PESO actively partners with other units/agencies to generate labor market information and vocational/ career resources that are (a) geared toward students and jobseekers (b) clear-cut and interesting (c) highly useable with practical illustrative content and hands-on applications				
77. Country-specific and regularly updated labor market information is regularly dispensed to jobseekers and students and				

contains particulars such as: -Jobs in demand and projected growth occupations/ sectors -Localities where demand-jobs are concentrated -Details about jobs in demand such as job duties, working conditions, approximate earnings, required skills, training and education requirements -Forecast for skills needs (future demanded skill-sets)				
78. Vocational resources are regularly dispensed to jobseekers and students and provide coverage on topics including: -Planning and effective use of time to find jobs -Matching background, training and experience to jobs -Effective job search techniques -Filling-out applications the right way -Writing effective cover letters -Preparing winning CVs -Right appearance and attitudes for getting jobs -Tips for interviewing Work ethics, team work, communications and other soft skills				
79. Labor market information and career resources are of such caliber to enable users (students and jobseekers) to make informed educational and employment decisions				
Jobseeker Self-Service Facilities				
80. PESO provide self service facilities for jobseekers such as desks, supplies, phone, fax, directories, copier, computer, printer, internet and vocational-related materials (<i>such facilities are provided befitting local needs and PESO resources</i>)				
Automation and On-line Services				
81. Public employment service is automated and web-active (<i>as befitting in-country computer/internet usage and infrastructure</i>)				
Inter Office and PES Customer Communications				
82. PESO has electronic equipment or manual means to transmit information to/from customers and between offices in an efficient and timely manner				
83. Communications within and between offices are open and ongoing – keeping staff informed and encouraging expression of ideas				
Customer Orientation, Outreach, Satisfaction Surveys and Demand-Driven Service				
84. The PESO actively fosters strong customer orientation as evidenced by: -Listening to customers -Keeping promises to customers -Using empathy to deal with customer complaint -Being helpful, friendly and courteous -Thinking ‘outside of the box’ -Empowering staff with best service practices				

85. PESO routinely reach out to customers and the community via: -Career presentation at schools -Participation in career and job fairs -Provision of employment-related workshops and participation in panels/ seminars as requested by community organizations -Hosting of employer forums -Media promotions and advertising				
86. The PESO routinely administers formal customer satisfaction surveys to obtain inputs as to service usage and quality				
87. PESO services are demand-driven – designed, provided and continuously improved based on customer needs				
Stakeholder Advisory Committee				
88. A Public Employment Service Stakeholder Advisory Committee is in-place. The Stakeholder Committee: -Has an official charter -Acts as an advisory board -Is empowered to provide oversight and guidance -Meets regularly (quarterly or semiannually) -Imposes accountabilities to ensure PES sustainability				
Public Employment Service Measures/Data				
89. PESO routinely collect measures as to the number of: -Customers (walk-in clients) -Jobseeker registrants -Interviews -Job orders (from employers) received -Vacancies posted -Referral made -Placements (number of referees hired) -Employer visits made -Counseling sessions -Individuals counseled -Special population clients (disadvantaged etc) served -Workshops presented -Participants in workshops -(Jobseeker and employer demographic information)				
90. Procedures are in-place and used to route Public Employment Service data to LMI, Research & Planning and Statistics units				
91. Measures/statistics are used to evaluate and guide PESO operations and to inform strategic planning				
Staffing of PESO				
92. The number, range and level of PESO positions are sufficient to meet needs as prescribed by local labor market conditions and interests				
93. PESO staff are selected and promoted based on qualifications and abilities necessary to perform employment service work functions				

Staff Training and Exposure to Public Employment Service Best Practices and Innovation				
94. Staff are appropriately and fully trained in PES processes, systems, work functions and values				
95. DOLE, LGU and PESO management promotes and supports advanced PES training and continuous learning				
96. DOLE, LGU and PESO management encourages and supports PESO staff membership and participation in PES-related organizations, associations, conferences and workshops such as the World Association of Public Employment Services (WAPES)				
Employee Performance Evaluation				
97. PESO has in-place and administers a formal employee performance system that objectively evaluates individual work performance and is used to monitor/improve performance and inform personnel actions				
Management				
98. PESO managers provide competent leadership evidenced by: <ul style="list-style-type: none"> -Imparting forward-looking vision -Providing clear direction and expectations -Fostering teamwork -Giving frequent recognition -Resolving conflicts -Encouraging learning -Motivating employees -Leading courageously -Championing change 				
Strategic Planning				
99. On an annual basis, PESO management prepared and implements a strategic plan that: <ul style="list-style-type: none"> -Sets goals -Identifies implementation partners -Specifies enabling activities to achieve goals -Provides dates and timeframes -Establishes indicators to measure progress 				
Operations Manual				
100. PESO has in-place and abides by an Operations Manual outlining: <ul style="list-style-type: none"> -PESO vision and mission -PESO structure -PESO processes and systems -Work functions -Performance evaluation -Administrative procedures -Staff conduct and responsibilities -Accounting system 				