



USAID
FROM THE AMERICAN PEOPLE

JOBS FOR THE 21ST CENTURY:

PHILIPPINES/AUTONOMOUS REGION OF MUSLIM MINDANAO (ARMM) ASSESSMENT



Young woman selling goods at her store in the Mindanao region of the Philippines

photography by Karl Grobl

Table of Contents

Table of Contents	i
Table of Figures	iv
Map of Philippines	v
EXECUTIVE SUMMARY AND RECOMMENDATIONS	1
Key Questions and Methodology	1
Main Findings	1
Specific Recommendations	3
SECTION I: INTRODUCTION AND COUNTRY BACKGROUND	5
Introduction	5
Economic, Political, and Social Context	5
SECTION II: A LOOK AT OUT-OF-SCHOOL YOUTH IN ARMM	7
Demographic Profile	7
Education: The Key to Youth and Workforce in ARMM	8
<i>The principal causes of school dropout are poverty and low-quality schooling</i>	9
Youth Employment Issues in ARMM	10
Urban Unemployment	11
Employed Youth	12
The Gender Dimension	13
Analysis: What Do Out-of-School Youth in ARMM Need and Want?	14
What Youth Themselves Say about Their Priorities	16
A Note on Data Sources for This Section.....	16
SECTION III: ECONOMIC AND LABOR MARKET DEMAND ISSUES	17
Economic Background	17
Labor Market Trends	19
Employment	19
Unemployment.....	21
Mindanao’s Growth Engines	21
Labor Market Demand	24
Labor Recruitment Characteristics	24

The Entrepreneurs' Perspective.....	26
Agribusiness: Sardines and Skills	26
Agribusiness: Labor-Saving Bias of Plantation Agriculture	27
New Sources of Labor Demand	28
Promoting the Entrepreneurship Option	29
Conclusion	31
SECTION IV: DESCRIPTION AND ANALYSIS OF EDUCATION AND TRAINING PROGRAMS FOR YOUTH IN MINDANAO/ARMM.....	33
Workforce Related Education and Training Needs of Youth in ARMM.....	33
Formal School Basic Education Programs in ARMM.....	34
USAID/EQuALLS Program	34
Component of USAID EQuALLS: ASCEND.....	34
Component of EQuALLS: ELSA	34
Linkages to Basic Education Assistance to Mindanao Stage 2 (BEAM II).....	35
Alternative Education Programs Targeting School Dropouts	35
Philippine Out-of-School Children and Youth Development Project.....	35
Community Sala'am (Peace) Corp Project	36
Department of Education Nonformal Education: Alternative Learning System Program	36
Component of USAID/ EQuALLS: ACCESS Mindanao	37
Don Bosco Training Department for Out-of-School Youth.....	37
Cisco Networking Academy	37
Secondary School Model Programs.....	38
The APEX Program	38
Vocational/Technical Education Programs.....	39
Technical Education and Skills Development Authority	39
Postsecondary Vocational Technical Education and Training (TVET)	39
Programs Supporting Youth Leadership and Participation for All Youth.....	40
Kabataan (Youth) 2000	40
Training for Rural Economic Empowerment (TREE)	40
Analysis.....	41
SECTION V: SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS FOR PROGRAM OPTIONS	43
Targeting Education and Training to Mindanao/ARMM youth.....	43
<i>Out-of-school, unemployed youth in ARMM are not a monolithic cohort; they need to be disaggregated according to key demographic criteria in order to fully assess and meet their needs.....</i>	<i>44</i>
Training Strategies.....	46
<i>Provide youth with access to relevant education and livelihood skills-training.....</i>	<i>46</i>
<i>Provide youth with education and training for the growing service sector in greater Mindanao.....</i>	<i>47</i>
<i>Provide youth with key services that they need to emigrate to other urban areas and overseas.....</i>	<i>47</i>
From Training to Employment.....	48
Additional Recommendations and Findings.....	48
<i>National and local trends constrain the ability of out-of-school youth in ARMM to get jobs</i>	<i>48</i>

<i>Out-of-school unemployed female youth face distinct challenges in ARMM, and livelihood development should be tailored to their day-to-day reality</i>	49
<i>Muslim OSYs face a unique set of challenges in entering the workforce</i>	49
<i>Good descriptive data on out-of-school youth in ARMM are scarce</i>	49
<i>The best place for many OSYs to gain employment is at the community level and in the non-formal economy</i>	49
<i>Incentives persist for ARMM youth to join a local insurgent group</i>	50
<i>OSYs have little sense of national or even provincial level identity</i>	50
Comprehensive Strategic Option	50
<i>Develop a targeted workforce development strategy for OSY/ARMM, supported by a public/private sector partnership</i>	50
Education and Training Options	51
<i>Strengthen efforts to provide access to quality basic education to children in ARMM; prevent those enrolled from dropping out, and increase student completion rates for both primary and secondary school</i>	51
<i>Strengthen efforts to enroll OSYs in non-formal accreditation programs</i>	52
<i>Establish more effective career counseling and guidance programs for OSYs in ARMM</i>	52
<i>Strengthen vocational education training (both formal and non-formal) related to agriculture, fisheries, forestry, and other traditional occupations</i>	53
<i>Strengthen vocational training for Muslim youth who emigrate to Marawi City, Metro Manila, and other urban centers</i>	53
<i>Strengthen efforts to provide OSYs with access to entrepreneurship training and micro-finance services (including savings, credit, and business development services)</i>	53
<i>Develop more effective educational programs for OSYs/ARMM that focus on essential life skills and employability skills</i>	54
Economic and Business Policy Options	54
<i>Promote business policies and practices that lead to the creation of job opportunities for out-of-school youth</i>	54
<i>Support infrastructure investment programs in ARMM that link new construction and development efforts to the employment of out of school unemployed youth</i>	54
Out-of-the-Box Option	55
<i>Develop a youth community service program for OSYs in ARMM and other parts of Mindanao</i>	55
References	56
Abbreviations and Acronyms	58
Appendix A: Case Studies	
Appendix B: Examples of Instruments and Protocols	
Appendix C: People Contacted/Interviewed	
Appendix D: Bibliography	

Table of Figures

Table 1. Percentage of Children and Youth Aged 6 to 24 Years Who Are Out of School, by Region and Income Stratum.....	8
Table 2. Summary of Poverty and Education Statistics.....	9
Figure 1. Causes of School Dropout	10
Figure 2. Reasons for Unemployment in Muslim Youth in Islam Urban Areas	11
Table 3. Employment of Youth (15-24) by Sector as of October 2005	12
Table 4. Labor Force Participation and Unemployment by Age and Gender	13
Table 5. Types of Out-of-School Youth in ARMM and Program Options.....	15
Table 6. Gross Regional Domestic Product	17
Table 7. Agricultural Production in ARMM.....	18
Table 8. Ten Poorest Provinces in Philippines, 2000	18
Table 9. Philippines Employment, by Sector (October 2004).....	19
Table 10. Technical-Vocational Education and Training (TVET) Providers	39
Table 11. Program Options, and Current Interventions for Select Groups of Out-of-School Youth.....	45

Map of Philippines



Source: CIA Factbook, 2007

EXECUTIVE SUMMARY AND RECOMMENDATIONS

The United States Agency for International Development supports a wide range of program initiatives in the Philippines, assisting in the economic governance, education, conflict resolution, and environment and energy. An important priority is basic education in Mindanao and the Autonomous Region of Muslim Mindanao (ARMM), under the USAID Education Quality and Access for Learning and Livelihood Skills (EQuALLS). Additionally, USAID/ Philippines has supported a variety of programming to the ARMM region, particularly in governance and conflict resolution.

Key Questions and Methodology

The Philippines/USAID mission supported this Rapid Assessment of Jobs for the 21st Century, with technical assistance provided by Education Development Center, Inc. (EDC), contracted through the Global Workforce in Transition financing facility. The assessment was guided by the oversight of the USAID Bureau of Asia and the Near East (USAID/ANE). The main targeted geographical area of investigation was the ARMM of the Philippines. The EDC team conducted an intensive in-country review during a three-month period in late 2005, identifying key surveys and data on workforce issues, interviewing key government and private sector leaders, and organizing formal and informal focus groups with youth, firms and industries.

This assessment report is framed around the following fundamental questions about youth workforce in the Philippines:

- ❖ *How can we better understand the context in which out-of-school youth (OSY) in ARMM live and seek to develop livelihoods?*
- ❖ *On the demand side of the labor market, what are the main determinants of the demand for employment and skills in ARMM? Where are the main employment and self-employment opportunities?*
- ❖ *On the supply side of the labor market, what are the formal and non-formal education and training programs that can help prepare youth workforce in ARMM? Do these programs need to be expanded, strengthened, or modified? Do new programs need to be developed?*
- ❖ *What kinds of donor investment options are suggested by the information in this report? What kinds of strategies and programs might be considered by USAID that will strengthen local efforts to meet the education, training, and employment needs of OSY?*

This report addresses all four questions, providing a composite picture of jobs for the 21st century for youth in the ARMM. The following highlights the key findings and recommendations of the report.

Main Findings

ARMM youth population is exceptionally high

The ARMM region has extremely high proportion of youth in its population, often referred as youth “bulge.” Over half of the population of the ARMM is below the age of 18. This rate contrasts with the

overall Philippines' youth bulge rate, wherein half of the overall population is under the age of 25. This demographic trend largely explains the high social demand for community services and economic development opportunities in ARMM. In ARMM, of a cohort of 100 students, only 67 will complete sixth grade. The Department of Education reports that the highest dropout rate is in first through third grades. It is also important to note that the participation rate at the elementary level is only 90 percent, leaving 10 percent of the population without access to formal education from the very beginning.

High rates of poverty and unemployment accompany the ARMM youth bulge

The social mosaic of ARMM youth includes poverty, little education, and high rates of unemployment. These youth live in a region that hosts an extremely high overall unemployment rate of 42 percent, and where an estimated 60 percent of households (2000) live in poverty. ARMM youth experience the highest rates of poverty and youth unemployment in the Philippines—a country with the highest rates of youth unemployment in Asia.

Out-of-school, unemployed youth in ARMM are not a monolithic cohort

The employment and related education and training needs of out-of-school, unemployed youth in ARMM vary depending on key demographic characteristics such as whether youth are rural- or urban-based, younger (15–19 years) or older (20–24 years), primary school leavers or secondary school graduates, boys or girls, etc.

Main entry points for ARMM youth into the labor market: Household production and the informal economy

The household enterprise and informal service sectors are the two main entry points of youth in the ARMM economy. These two economic activities largely form the livelihood opportunities for youth in the ARMM region. Promoting entrepreneurship is a critical skill for the youth livelihood sector, particularly for Muslim youth with tight bonds to the local community. Often, the high school education certificate is a requirement for access to microfinance loans, raising a barrier between many youth and potential livelihood jobs. Programs need to identify new ways to encourage and promote entrepreneurship and seed capital for household enterprises and youth in the ARMM.

Out-of-school unemployed female youth face distinct challenges in ARMM, and livelihood development should be tailored to their day-to-day reality

In order to be effective when working with majority Muslim populations, livelihood initiatives must be female-friendly. These initiatives must ensure that young women have access to livelihood development opportunities, as women frequently carry key responsibilities in household economies and enterprises.

Increasing the access of out of school youth to relevant education and training may be a more important priority than finding immediate jobs for them

Many young people in ARMM fail to complete primary school, or they drop out once primary school is completed. They drop out for economic reasons, namely, the need to earn a living and to help support their family; and also because of the quality of the basic education they received. Although helping out-of-school, unemployed youth gain employment should remain an ultimate goal, most OSYs are in great need of further education and training before they can become productive members of the workforce.

Youths need education, training, skills, and career counseling to support emigration to other urban areas and overseas

Emigration to urban centers outside of Mindanao and outside of the Philippines allows ARMM youth to send remittances back to their families, thus improving the family income and standard of living. Remittances to the Philippines as a whole are among the highest in the world. The standardization of

skills certifications would facilitate the emigration of ARMM youth, as their skills and competencies would be universally recognized, improving their standing among the global workforce.

Agriculture, forestry and fisheries employ 70 percent of the ARMM workforce

ARMM households depend heavily on traditional agriculture, forestry, and fishing for their livelihoods. These three sectors provide 60 percent of the region's total economic output and employ 70 percent of its workforce. Major agricultural exports, such as coconut oils, bananas, and fish products, have suffered from uneven development, due to little new investment and employment in these traditional sectors.

Education and training can help youth move into opportunities in the growing service sector in greater Mindanao

To prepare youth for the growing number of employment opportunities in the hotel and tourism industries, the hotel and allied businesses offer training opportunities that include the preparation of halal foods. There is a Mindanao master plan for this, but no large-scale implementation is underway at this time. Together with the Department of Tourism, it will help to have the Department of Education, the Commission on Higher Education, and the Technical Education and Skills Development Authority discuss potentials and possibilities. The hotel and tourism business offers enormous chances for jobs for youth.

Investment and employment in ARMM and Mindanao region are now targeted through local economic development

Up until 2005, ARMM received the least amount of investment capital in the Mindanao region. To address this issue, incentives have been established to attract and focus inward investment. The new government investment policies have resulted in an investment upturn. In areas outside of ARMM, such as Zamboanga City, there is new demand for unskilled out-of-school youth, through non-traditional sectors, such as retail services and tourism. These new sources of labor demand pull youth from the ARMM areas into the nearby urban areas.

Some excellent initiatives meet education and training needs of out-of-school unemployed youth in ARMM, but these initiatives need to be strengthened and scaled up

The alternative learning system program offered through the Department of Education's Nonformal Education Program enables out-of-school children and youth to acquire a basic education diploma and offers a variety of literacy instruction. This credentialing program provides a stepping-stone for out-of-school unemployed youth in the education system. Existing USAID EQuALLS and GEM-2 Projects provide basic education and livelihood skills to the poorer provinces of Mindanao; these current programs need to incorporate youth components and scale up for the youth target audience.

Specific Recommendations

Recommendation: Develop a targeted yet comprehensive workforce development strategic initiative for OSY/ARMM, supported by public/private sector partnerships, to include the following components:

- An alternative learning system to provide basic functional competencies, equivalent to a high school certificate
- Focused technical vocational education and training to acquire government certified competencies

- Opportunities for employment with participating businesses in Mindanao
- Supervised facility for micro financing available for youth and small-scale business ventures

Recommendation: Strengthen efforts to ensure ARMM children will not drop out of school, and enroll those already dropped out into non-formal basic education accreditation programs.

Recommendation: Establish more effective career counseling and labor market information for out-of-school youth and their families in ARMM.

Recommendation: Strengthen vocational education and training programs for ARMM key economic sectors (agriculture, fisheries and forestry) and for ARMM migrants in urban centers.

Recommendation: Develop a local economic development program to prioritize action on jobs creation and investment for out-of-school youth in Mindanao and the ARMM.

Recommendation: Develop a youth community service project for out-of-school youth in ARMM and Mindanao.

SECTION I: INTRODUCTION AND COUNTRY BACKGROUND

This section summarizes the key research questions and methodologies guiding this assessment and describes the economic/political/social context for addressing the education and employment needs of out-of-school youth in targeted regions of the Philippines.

Introduction

This report presents an assessment of the opportunities and challenges to engage unemployed, out-of-school youth (OSY) (ages 15–24) of the Autonomous Region of Muslim Mindanao (ARMM) in workforce and civil society. Nearly a quarter of all school-age children (ages 6 to 24) in ARMM are out of school and unemployed. Among the 15 to 24 year age group, this affects an estimated 157,000 youth, both male and female. In addition, many more youth in ARMM are underemployed or working in traditional occupations without the benefit of value-added training.

The assessment seeks to understand key aspects of the youth workforce in the ARMM, such as the main characteristics of the out-of school youth, their economic opportunities, and the local education and training institutions that provide skills training and education to such youth. In addition, the report identifies key investment options to be considered by planners of effective programs for out-of-school youth. The assessment was carried out over a three-month period by a team of international and local education and workforce specialists. The team utilized a variety of methods including:

- review and synthesis of existing documents
- review and analysis of existing statistical data
- focus group interviews with unemployed, out-of-school youth from ARMM
- structured interviews with representatives from key government, private sector, donor, and NGO stakeholder organizations in Manila and Mindanao

Economic, Political, and Social Context

Muslims make up five percent (4 million) of the Philippines' population of 82 million. They are geographically concentrated in the islands of Mindanao and Sulu in the southern Philippines, where they constitute around 20 percent of the region's population of about 18 million. This represents a sharp decline from the turn-of-the-century (1903) population share of 76 percent reported in the World Bank's social assessment of Mindanao, the result of colonial and post-colonial policies of settlement of Mindanao by outside religious and ethnic groups (World Bank, March 2003).

Muslim nationalists, known as the "Moro," have been fighting for self-determination from the national Filipino government for decades. Four major groups have spearheaded that cause: the Moro National Liberation Front (MNLF); two groups that broke off from the MNLF, namely, the Moro Islamic Liberation Front (MILF) and the Abu Sayyaf ("Bearer of the Sword"); and the communist New People's Army (NPA). In 1989, in response to the pressures of these groups, the government of the Philippines created the Autonomous Region in Muslim Mindanao (ARMM), composed of five provinces and one

city—Basilan, Lanao del Sur, Maguindanao, Sulu, Tawi-Tawi, and Marawi City—where Muslims are the majority population. The agreement allows for ARMM to determine local education, justice, development, and even fiscal policy (The Economist, 2003).

The ARMM's estimated population in 2000 of 2.4 million persons represented just over 3 percent of the Philippines' total population. The current annual population growth rate of 3.86 percent (1995–2000) is the highest regional rate in the country, compared with a national population growth rate of 2.36 percent (National Statistical Coordination Board, 2001). This rate suggests that the population in ARMM may double by the year 2020. Population density is 211 persons per square mile in ARMM, versus 255 persons per square mile at the national level.

Hundreds of thousands of Mindanawons, especially Muslim residents (because of where the fighting has been the most intense), have been affected by violence over the years. Today, despite important steps toward pacification and the acceptance of political autonomy by the MNLF, each of the other separatist groups retains its respective geographic bases of support and instability continues (Global IDP Project, 2005a; Rood, 2005). The MNLF boycott of the August 2005 ARMM elections resulted in the election of the first non-MNLF governor of the region (Global IDP Project, 2005). Clan violence (locally referred to as “rido”), ranging from theft to rape and murder, is also a pervasive, and perhaps even more disruptive, element in daily Mindanawon life; community conflicts over natural resource management are also widespread and can also lead to violence.¹

The cumulative effects of conflict, displacement, and violence on poverty and education statistics at the national versus ARMM levels can be seen in several of the tables that follow. The conflict-affected areas in Mindanao are the poorest among the 77 provinces of the Philippines and the poorest provinces in Mindanao (World Bank, March 2003, p. 9). Poverty rates in ARMM, which were just slightly above the national rates in 1985, were 74 percent greater in 2000.

A number of development organizations in the Philippines have contributed resources to transitioning combatants from various separatist groups into new livelihoods and income-generating activities. Lessons from these post-conflict training-related activities are instructive for shaping the insights and recommendations of this report.

For example, conflict reduction in Mindanao and increased access to quality education and livelihood skills are two of USAID's strategic objectives for the 2005–2009 period. USAID's Livelihood Enhancement and Peace (2003-2005) and Growth with Equity in Mindanao (GEM-2) programs are working on post-conflict livelihood transitions in Mindanao. These programs build on the successful Support With Implementing Fast Transition-Emergency Livelihood Assistance Program (SWIFT-ELAP) (March 1999-April 2001), which targeted ex-MNLF combatants via Transition Assistance Grants at the community level (Johnson, 2001). Improved food security, well-being of the rural poor, basic rural infrastructure, and peace in the region were explicit SWIFT-ELAP goals.

This suggests that USAID must be careful to propose appropriate strategies for out-of-school youth that respect the development continuum along which ARMM specifically, and not the Philippines overall, sits today. This assessment explores an approach that is more sensitive to the region's current set of local conflict management issues and levels of economic and social development. This approach draws upon new ways of looking at youth through the lens of livelihood development.

¹ Developing insights into these two sources of conflict and innovating methods for managing them is the focus of a grant managed by The Asia Foundation in Mindanao (Asia Foundation, 2004, 2005).

SECTION II: A LOOK AT OUT-OF-SCHOOL YOUTH IN ARMM

This section presents a profile of out-of-school, unemployed youth in ARMM. Information and analysis in this section are derived from statistical data from existing Government of Philippines and World Bank sources, from interviews with key Mindanao stake holders, and from the focus-group interviews with out-of-school, unemployed ARMM youth, conducted by the Assessment Team.

Demographic Profile

The Philippines has a very large child and youth population, with more than half the overall population under the age of 25. This situation is expected to persist until the year 2020. In the Autonomous Region of Muslim Mindanao (ARMM), half of the population is younger than 18 years old. Maguindanao and Sulu both have a higher median age of 19 years, while in Lanao del Sur and Tawi-Tawi the median age is 17 years.

According to the Philippines National Youth Commission (NYC), out-of-school youth are defined as those between the ages of 15 and 25, who are “not enrolled in any formal vocational school, not formally employed, and not a tertiary level graduate” (World Bank, 2003). Current World Bank data indicate that the Philippines has a total out-of-school youth population of 9,017,000 males and 3,975,000 females (World Bank, 2003). Since NYC defines OSY as including youth “not formally employed,” this does not mean that the entire population of youth is economically idle. Many will be involved in informal employment/self-employment or unremunerated household labor in aid of family survival strategies. They may not, however, be developing the assets and capabilities required to develop a sustainable livelihoods or form strong pro-social bonds.

Results of the 2002 Annual Poverty Indicators Survey (APIS) (detailed in Table 1) indicate that about 250,000 of the approximately 1 million children and youth aged 6 to 24 years in ARMM were out of school. Among the children and youth from families in the bottom 40 percent income group in ARMM, 28.4 percent were out of school. This was much higher than the percentage of those who belonged to families in the upper 60 percent (17.9 percent). Likewise, in the National Capital Region (NCR), the percentage of out-of-school children and youth was higher among those in the bottom 40 percent (24.7 percent) than among those in the upper 60 percent (17.0 percent).

Table 1. Percentage of Children and Youth Aged 6 to 24 Years Who Are Out of School, by Region and Income Stratum

Region ²	Total		Income Stratum			
	Total Population 6 to 24 years old ('000)	Out-of-school (percent)	Lowest 40%		Upper 60%	
			Total Population 6-24 years old ('000)	Out-of-school (percent)	Total Population 6-24 years old ('000)	Out of school (percent)
Philippines	32,965	14.7	11,940	15.6	20,025	14.2
National Capital Region (NCR)	4,108	17.2	138	24.7	3,971	17.0
Cordillera Administrative	632	10.8	224	8.3	408	12.1
Ilocos (I)	1,736	13.9	585	14.7	1,151	N/A
Cagayan Valley (II)	1,231	10.6	509	10.2	721	10.8
Central Luzon (III)	3,211	15.5	517	16.5	2,694	15.4
Southern Tagalog (IV)	4,850	14.2	1,109	14.7	3,741	14.0
Bicol (V)	2,097	14.2	1,197	15.4	900	12.6
Western Visayas (VI)	2,732	11.8	1,214	12.3	1,518	11.4
Central Visayas (VII)	2,379	18.3	1,122	19.7	1,258	17.0
Eastern Visayas VIII)	1,637	13.1	948	15.5	689	9.9
Western Mindanao (IX)	1,432	15.1	863	15.6	569	14.4
Northern Mindanao (X)	1,244	11.3	653	11.8	590	10.7
Southern Mindanao (XI)	2,362	14.7	1,067	16.9	1,296	12.8
Central Mindanao (XII)	1,231	12.2	653	12.6	578	11.8
Caraga (XIII)	997	13.6	601	14.7	396	11.8
ARMM	1,085	23.1	541	28.4	544	17.9

Education: The Key to Youth and Workforce in ARMM

Lack of basic and relevant education and training is perhaps the most significant issue related to youth and workforce in ARMM. In the ARMM, where two of every ten students who enroll in elementary school either drop out or fail to enroll the following year, access to quality basic education through non-formal learning and equivalency attainment is the only option for some.

Table 2 offers an overview of educational outcomes for the region, relative to national levels of accomplishment.

² An Executive Order in 2001 restructured and changed the names of Regions IX, XI, and XII; it also created Region XIII. Later tables in this report use the newer names.

Table 2. Summary of Poverty and Education Statistics

	Population Poverty Rates			Functional Literacy Rates	Education Rates		
	1985	1991	2000		Elementary Gross Enrollment	Elementary Completion Rates	Secondary Gross Enrollment
				2003	2001		
National	49.2	45.2	39.5	84.1	97.0	*62.0	*61.6
ARMM	51.6	56.4	68.9	62.9	95.2	33.5	32.4

* Assessment Team estimate

Source: Lam, 2005

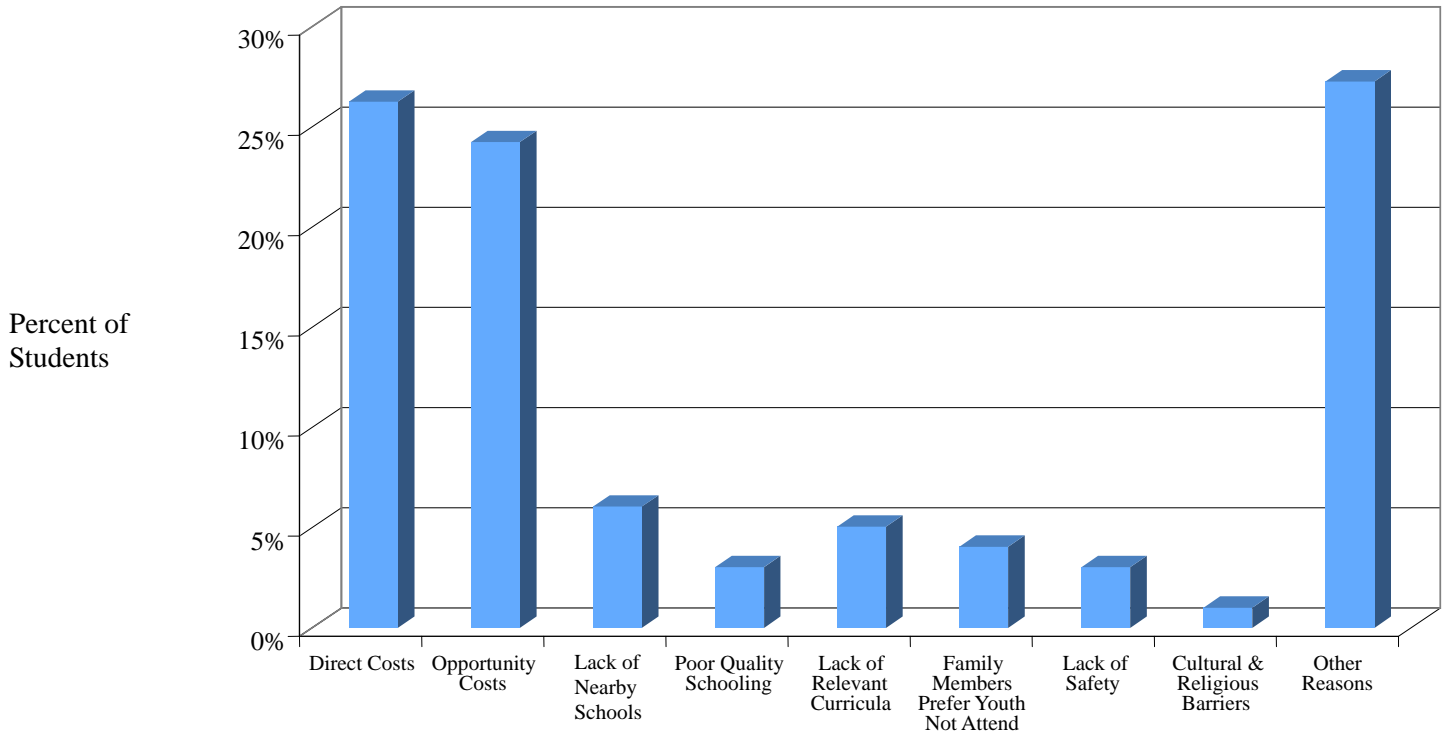
A high percentage of primary school graduates in ARMM also fail to move on to secondary school or college and university. At the secondary education level in Regions IX, XII, and the ARMM, estimates are that 65 percent of school-age youth are not in school. This percentage equates to 500,000 out-of-school children and youth. According to Department of Education-ARMM, only 63 percent of youth 10 years old and above in the ARMM can read and write, compared to 86 percent in Luzon, 81 percent in the Visayas and 75 percent in all of Mindanao. Not surprisingly, the ARMM provinces of Basilan, Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi consistently score lowest in national standard examinations.

As so many young people in the region drop out of school at a very early age, and then have little access to alternative or compensatory education, they gravitate toward working in traditional occupations and family businesses without adding value beyond their labor or gaining additional skills. This generation of youth with few value-added skills is a major workforce issue and a serious problem for the future development of the ARMM economy. It means that informal economic activities are not being combined with the kind of continuing education, skills upgrading, and access to appropriate financial resources required to break the cycle of poverty and meet broad regional development objectives, not to mention objectives for youth.

The principal causes of school dropout are poverty and low-quality schooling

According to the Assessment Team’s focus group meetings with ARMM out-of-school youth, the top reasons the youth respondents are not in school are (1) the direct costs of education, namely, the expense of school supplies (26 percent) and (2) opportunity costs, that the youth must work and earn money (24 percent) and support their families. (See Figure 1.) Other factors cited include: the lack of nearby schools (6 percent); poor-quality teachers and equipment (3 percent); the lack of relevant curricula (5 percent); family member preferences youth not attend school (4 percent); the lack of safety traveling to or at school (3 percent); cultural and religious barriers (that girls should not attend school, 1 percent); and other reasons (27 percent). The most commonly cited “other reason” is insufficient family funds to support education, or no family budget for schooling. The youth also believe that because of their impoverished condition, their priority is to work to make ends meet.

Figure 1. Causes of School Dropout



A World Bank study (2003) reinforces the Assessment Team’s focus-group finding that, in the Philippines, overall poverty is the leading reason youth drop out of school, as the direct costs (such as birth registration, which is required for enrollment) as well as the opportunity costs of education may be very high. With poor families defined in the Philippines as those with a per capita income below the poverty threshold of Pesos 13,800 in urban areas and Pesos 11,168 in rural areas, 68.7 percent of the dropouts are from poor families, and only 31.3 percent from the non-poor (NSO, 1998). Poverty is a factor especially relevant in ARMM, as 60 percent of the families in the region live below the minimum subsistence threshold income and are, therefore, classified as in a state of poverty, compared with 33 percent for the entire Philippines and only 7.6 percent for the NCR.

Second only to poverty, youth believe that poor-quality education is a major contributing factor to high dropout rates. There is justification for this belief: children in ARMM go to other government-sponsored programs or private religious schools (madaris). Teachers in government schools are often poorly trained, and the curriculum tends to lack relevance to daily life.

Youth Employment Issues in ARMM

As in other countries, unemployment in the Philippines is highest among young people ages 15 to 24 years old. The Philippines rates of youth unemployment are among the highest in the region, with 25.9 percent of males between the ages of 15 and 24, and 33.9 percent of females in this age range unemployed. According to the Social Weather Stations (SWS)-National Youth Commission survey

(2004), the total number of unemployed and out-of-school youth comprises 40 percent of the total youth population.

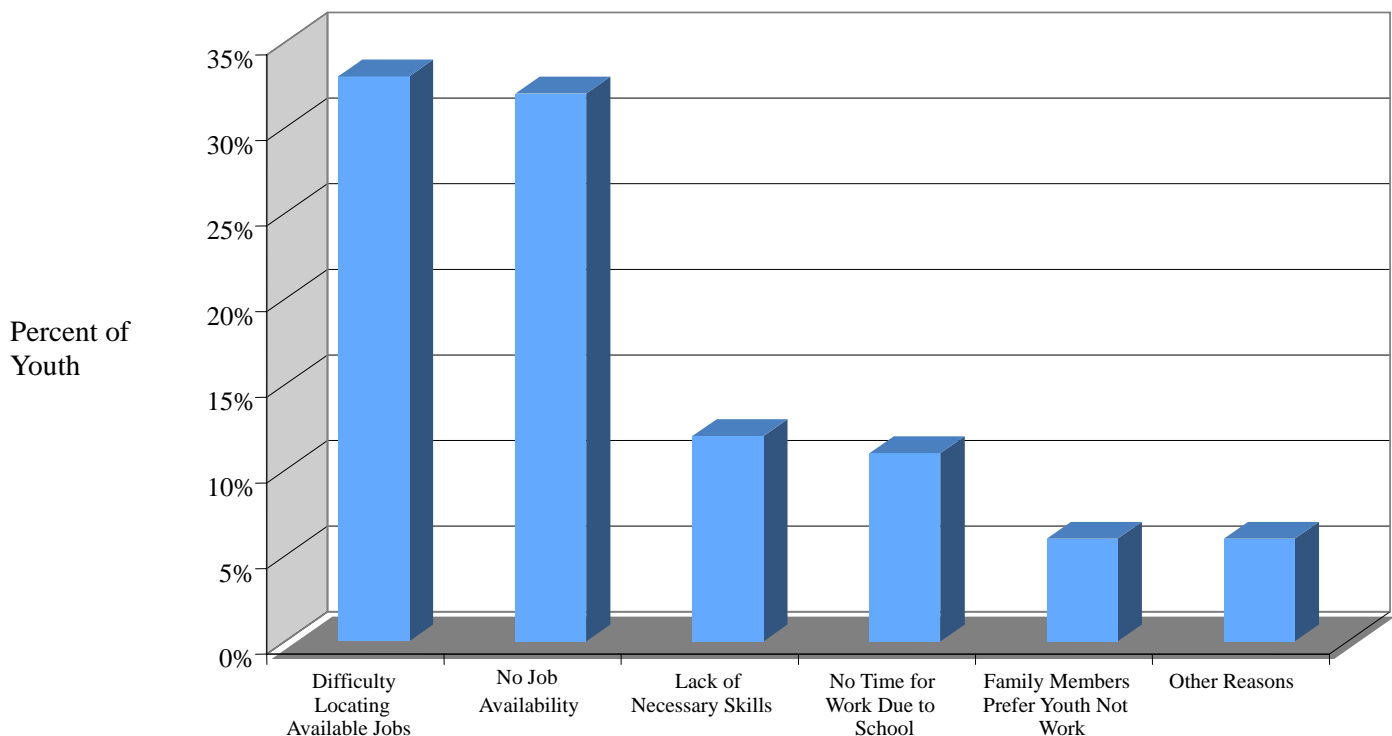
According to Philippine labor statistics, the labor force in ARMM in 2004 reached 1.7 million, or 65.4 percent of the total population. Forty-two percent of the labor force, or 714,000 persons, are unemployed. Because out-of-school youth are estimated to be 22 percent of the total unemployed cohort in ARMM, there are an estimated 157,080 out-of-school unemployed youth in ARMM. It is worth noting that the majority of those who are neither working nor studying are women. Also, females who are employed, even with more education, generally earn less than male workers. Many of them are unskilled and confined to doing housework (National Youth Commission, 1998).

Urban Unemployment

In Assessment Team focus groups with youth from ARMM who have migrated to urban centers, an overwhelming 84 percent of the youth respondents surveyed did not have jobs in the formal economy. This indicates that it is very difficult for youth to find jobs, especially if they have not earned a secondary school or college degree, and that the major source of job opportunities for these young people may lie in the informal sections.

Of the focus group participants reported that they are unemployed because: (1) it is difficult to locate available jobs (33 percent); or (2) no jobs are available (32 percent). (See Figure 2.) Respondents also cited the fact that they do not have the necessary skills for available jobs (12 percent) and that those who are in school have no time for work (11 percent). Some respondents indicated that their family members prefer them not to go to work (6 percent). Two of the young women stated that they are not allowed by their husbands to work because they have to take care of their young children.

Figure 2. Reasons for Unemployment in Muslim Youth in Islam Urban Areas



It is striking to note that many of the respondents also said that one of the barriers to getting hired at some companies is discrimination against the Muslim youth.

Employed Youth

Many youth in Mindanao do have jobs, whether they are in school or out-of-school. Table 3 contrasts patterns of youth employment between Mindanao as a whole and ARMM in particular. In Mindanao, relatively many more youth are engaged in manufacturing, construction, finance, and real estate than in ARMM, where the focus on youth employment is in agriculture and fisheries. This discrepancy reflects the higher level of educational attainment of youth in the rest of Mindanao. The occupations pursued by most working young people in ARMM are traditional occupations that can be worked part-time and are menial and low in terms of added productivity (see the earlier section on education). A large number of young people also are engaged in self-employment in Mindanao versus ARMM - a reflection of greater access to micro-finance and start-up capital outside of the ARMM provinces.

Table 3. Employment of Youth (15-24) by Sector as of October 2005

	Mindanao		ARMM	
	Population	Percentage	Population	Percentage
Total	1,683,149	100.00	348,241	100.00
Agriculture	820,437	48.74	183,569	52.71
Fishing	131,107	7.79	92,651	26.61
Mining	11,444	0.68	639	0.18
Manufacturing	80,024	4.75	2,837	0.81
Construction	49,447	2.94	605	0.17
Wholesale*	254,100	15.10	29,309	8.42
Hotel	28,761	1.71	1,005	0.29
Trans & Comm	78,971	4.69	16,175	4.64
Finance	10,256	0.61	0	0.00
Real Estate	17,961	1.07	288	0.08
Public Administration	25,143	1.49	11,165	3.21
Education	20,633	1.23	5,356	1.54
Health	4,489	0.27	607	0.17
Others	16,037	0.95	342	0.10
Self-Employed	134,337	7.98	3,694	1.06

* Survey data indicate that those employed in the category “wholesale” are probably working with their families to “learn the trade.”

The Gender Dimension

Female participation in the labor market has increased substantially in the last twenty years. Women represent approximately 40 percent of the total labor force in the country. Labor force participation of women has increased by 5 percent during the 1993-2001 period, and women experience higher rates of unemployment than men. As Table 4 shows, female youth labor participation and unemployment is a key factor to explain the persistent and high rates of unemployment. Only 30 percent of female youth, ages 15–19 enter the labor market to work; they experience slightly higher levels of youth unemployment than males. However, once female youth do enter the labor market, at ages 20–24, they experience even higher rates of unemployment, up to a high of 25 percent. This compares with the male youth unemployment at around 17 percent. This gender dimension is critical to understanding the specific target beneficiaries of youth employment programs. Female youth ages 15-19 do not enter the labor market as actively as females age 20–24. Male youth 15-19 enter the labor market in greater proportion than female, so they experience a high number of youth unemployment and will participate in youth employment programs at a younger age.

Table 4. Labor Force Participation and Unemployment by Age and Gender

Age Group	Labor Force ('000)		Labor Force Participation Rate (%)		Unemployment Rate (%)	
	Female	Male	Female	Male	Female	Male
All age Groups	13,107	20,246	52.8	83.3	10.3	9.4
15–19	1,160	2,094	28.9	47.6	20.3	15.8
20–24	1,781	2,817	57.6	80.8	24.6	17.2
25–34	2,767	4,598	57.2	96.7	11.8	10.6
35–44	2,957	4,507	62.6	98.6	5.2	5.2
45–54	2,416	3,448	65.1	96.8	4.2	5.6
55–64	1,362	1,839	58.3	86.2	4.0	6.4
65 and up	664	944	31.6	56.0	6.9	6.9

Source: NSO, 2001.

Two additional trends can be noted from Table 4. First, the level of unemployment rapidly declines for both women and men, from 10 percent (age 25) to 5 percent (age 35). The natural rate of unemployment can be considered to be at around 5 percent, once skills mismatch and youth transition issues have been eliminated. However, women continue to move into the labor market until age 54, largely reflecting traditional patterns of gender transition into the labor market. These shifts in labor market participation of women largely reflect the informal nature of employment for women in the Philippines economy, which is fully explained in Box 1.

Box 1. Women and Informal Sector Work

The informal sector represents around 50 percent of total employment in the Philippines for the last twenty years. Women in the informal sector are primarily home-based workers, including subcontractors doing piecemeal production, independent own-account workers, and unpaid workers in the family business. Women make up the largest group of own-account workers. There is an overlap between working in the informal economy and being poor. Average incomes of both women and men are lower in the informal sector than in the formal sector. Twenty-two (22) percent of the bottom income category are unpaid family workers; 44 percent are own-account workers; and only 34 percent of them are formally employed. Women's production, their informal employment, and their poverty are highly correlated in the Philippines.

Source: ADB, 2004

Analysis: What Do Out-of-School Youth in ARMM Need and Want?

Out-of-school youth in ARMM are not a single homogenous cohort. Table 5 suggests different demographic ways of disaggregating the OSY population. These different lenses for looking at OSY have implications for the kinds of programming that the government, NGOs, and donor agencies may want to undertake. The table suggests different program strategies that could be considered depending on whether OSYs are younger (15–18) or older (19–24); lacking core literacy competencies or literate; boys or girls; rural or urban; overseas Filipino workers; or ex-combatants.

Table 5. Types of Out-of-School Youth in ARMM and Program Options

Major Demographic Categories of OSY	Estimated Percent of Category	Program Focus
Younger (15–18)	60%	Master core basic education competencies Complete secondary school education by re-entering formal system or receiving alternate non-formal certification Career counseling
Older (19-24)	40%	Gain alternative certification for primary/secondary school Master employability skills and vocational/technical skills Gain access to livelihood job/or service learning opportunities
Lacking Literacy Competency	70%	Master core basic education competencies Gain alternative certification for primary or secondary schools Career counseling Access to livelihood job/ service learning opportunities
Literate	30%	Gain employability skills Master vocational/training skill competencies Career counseling
Boys	50%	Entrepreneurship training and access to micro-finance Life skills, employability skills, peace education Career counseling
Girls	50%	Entrepreneurship training Skills-training for domestic or crafts industries or work in SMEs Life skills, employability skills, peace education Career counseling
Rural	80%	Skills-training for traditional occupations, such as agriculture, fisheries and forestry Entrepreneurship training and access to micro-finance
Urban	20%	Skills-training for urban service industries and IT Career counseling Entrepreneurship training and access to micro-finance
Overseas Foreign Workers	N/A	Skills-training for contract labor occupations Awareness raising regarding anti-trafficking and child labor issues
Ex-combatants	N/A	Alternative certification programs Life skills, employability skills, peace education Career counseling

*

Categories are not mutually exclusive.

What Youth Themselves Say about Their Priorities

Based on Assessment Team focus group interviews with 118 ARMM out-of-school youth, the top five development priorities considered by the respondents are: (1) literacy and return-to-school activities, (2) health activities, (3) human rights activities, (4) religious activities, and (5) conflict resolution, peace-building, and trauma recovery activities. The responses suggest that most youth really want activities that can bring them back to school to eventually finish their studies for better job opportunities in the future. The respondents are very much aware of the importance of education in one's life; they know that education can bring good employment opportunities for them, which in turn can enable them to support their own families in Mindanao. The peace-and-order situation in Mindanao has also been a factor in directing their priorities.

A Note on Data Sources for This Section

Reliable data on the status of out-of-school youth in ARMM are scarce. Existing secondary data sources, such as the Government of the Philippines and the World Bank are not very robust. The sources often use different age ranges for analysis or contradict one another. In addition, there is a conspicuous absence of ethnographic studies and other qualitative research into the lives of OSYs.

SECTION III: ECONOMIC AND LABOR MARKET DEMAND ISSUES

This section describes economic and labor market trends that affect employment opportunities for out-of-school youth in ARMM. It begins by providing some background on the National Philippine and local ARMM economy, and then looks at countrywide economic and macro trends that shape labor markets at the national and Mindanao levels. Labor market demand is disaggregated in order to focus on potential demand for OSY from a variety of different employer categories, and a brief discussion of employment services programs is offered.

Economic Background

Table 6. Gross Regional Domestic Product (in percent)

REGION		YEAR	
		2003	2004
Philippines		100.00	100.00
NCR	Metro Manila	30.85	31.29
CAR	Cordillera	2.47	2.43
I	Ilocos	3.02	3.00
II	Cagayan Valley	2.04	2.13
III	Central Luzon	8.94	8.61
IVA	Calabarzon	12.95	12.61
IVB	Mimaropa	3.00	2.96
V	Bicol	2.88	2.89
VI	Western Visayas	7.45	7.58
VII	Central Visayas	7.02	7.10
VIII	Eastern Visayas	2.27	2.29
IX	Zamboanga Peninsula	2.67	2.64
X	Northern Mindanao	4.34	4.34
XI	Davao Region	4.52	4.55
XII	Soccsksargen	3.54	3.55
XIII	Caraga	1.16	1.16
ARMM	Muslim Mindanao	0.87	0.87

National economic growth rates have exceeded population growth rates in the Philippines for the last five years. However, economic growth in the Philippines has lagged behind that of other East Asian countries. For example, growth per worker, a rough measure of labor productivity, does not come close in the Philippines (1 percent) to rates in the region as a whole (4.4 percent) (World Bank, 2005). The southern archipelago of Mindanao, which includes administrative regions IX through XII, is one of the poorest regions in the Philippines. It contributed about 15 percent of the country's 2004 Gross Domestic Product (GDP) (see Table 6). Within Mindanao, the ARMM is the least developed region, contributing less than 1 percent to national GDP.

Source: National Conference Board, 2005

ARMM households depend heavily on agriculture, forestry, and fishing for their livelihoods (see Table 7). These three sectors provide 60 percent of the region's total economic output and employ 70 percent of its workforce.

Table 7. Agricultural Production in ARMM

(000 MT)	2000	2001	2002	2003	2004
Corn	697.6	718.3	636.4	673.5	658.0
Paddy rice	347.5	444.6	422.6	399.0	490.9
Irrigated	132.1	168.3	182.1	160.0	208.9
Rain fed	215.4	276.3	240.5	239.0	282.0
Banana	350.8	357.2	375.2	376.4	380.6
Mango	11.7	11.7	12.2	13.5	13.6
Pineapple	1.5	1.5	1.5	1.4	1.4
Coconut	1123.8	1103.0	1114.2	1123.8	1154.4
Coffee	11.8	11.3	10.8	10.9	10.5
Rubber	19.4	25.5	26.1	25.7	26.6
Sugarcane		13.4	31.3	61.4	74.4

Source: Department of Agriculture, Bureau of Agricultural Statistics, 2005

Nationally, leading agricultural exports from the Philippines include coconut oils and products, fish and fish preparations, bananas, pineapple products, tobacco, animal hides and skins, sugar and sugar preparations, and dairy products. It is not known what share of national agricultural exports is derived from ARMM at present.

Table 8. Ten Poorest Provinces in Philippines, 2000

Province (Region)	Poverty Incidence	Rank 2000
Sulu (ARMM)	63.2	1
Masbate (V Bicol)	62.8	2
Tawi-Tawi (ARMM)	56.5	3
Ifugao (Cordillera Admin)	55.6	4
Romblon (IVB Mimaropa)	55.2	5
Maguindanao (ARMM)	55.1	6
Lanao del Sur (ARMM)	55.0	7
Sultan Kudarat (XII Soccsksargen)	54.3	8
Camiguin (X Northern Mindanao)	53.1	9
Camarines Norte (V Bicol)	52.7	10

Source: NSCB (Retrieved December 2005 from http://www.nscb.gov.ph/factsheet/pdf03/fs3_07.asp)

Sixty percent of the population in ARMM lives below the poverty threshold, compared with about 40 percent in the country overall. Poverty is highest in the agriculture sector. Agriculture households account for over two-thirds of the poor, while representing only 40 percent of the national population (World Bank, 2005, p. 7). The country's ten poorest provinces are highlighted in Table 8. Of these, four—Sulu, Tawi-tawi, Maguindanao, and Lanao del Sur—are provinces of ARMM.

In such low-performing economic environments, employment is likely to be concentrated in the primary sector and in the informal sector, especially related to agriculture, fishing, and forestry. Processing of primary products and the services sector are likely to provide the most immediate job opportunities for ARMM youth.

Labor Market Trends

Employment

Employment in the Filipino economy is spread across the primary sector (agriculture, fisheries, forestry) (37 percent), industry (15 percent), and services (47 percent), according to 2004 National Statistics Office data (Table 9). Subsector breakdowns are presented below. As a proportion of total employment, agriculture's share has fallen from 48 percent in 1987 to 37 percent in 2004, although total numbers employed in agricultural have grown by nearly 2 million between those two points. Employment in industry remains small, at a steady 15 percent or so of the Filipino workforce. As agriculture's share of total employment diminishes, the service sector has expanded, from 38 percent in 1987 to nearly half of total employment by 2004.

Table 9. Philippines Employment, by Sector (October 2004)

Agriculture	37%
Agriculture, Hunting and Forestry	33%
Fishing	4%
Industry	15%
Manufacturing	10%
Construction	5%
Electricity, Gas and Water	0%
Mining and Quarrying	0%
Services	47%
Wholesale & Retail Trade, Repairs	18%
Transport, Storage and Communication	8%
Public Administration & Defense, Compulsory Soc Security	5%
Private Households with Employed Persons	5%
Hotels and Restaurants	3%
Education	3%
Other Community, Social & Personal Service Activities	3%
Real Estate, Renting and Business Activities	2%
Financial Intermediation	1%
Health and Social Work	1%
Extra-Territorial Organizations & Bodies	0%

The services sector is a broad category that includes jobs at all skill levels, from persons serving fast food to computer technicians and medical doctors. The highest paid service sector jobs exhibit an urban, capital-intensive bias. For example, call center businesses require office space, telephones, computers, servers, etc. These new service industries are often staffed by college graduates. Service sector jobs have the ability to absorb the largest number of OSYs, especially in lower-skill jobs within each of the service industry categories.

Source: National Statistics Office, 2004, October (accessed via NSCB website)

Box 2. Phil-Job Net

The Philippines Department of Labor runs an employment services website, called “Phil-Job Net.” Postings are voluntary, thus small relative to total labor market needs, but still instructive of national labor demand. A typical report indicates a total of 30,000 vacancies. The top vacancies reported in December, 2005 are all in the services sector: nurses, agents, salesmen, domestic help, sales reps, technical support staff, wait staff, automotive electricians, and production workers. The top skills are: data encoder, service crew, computer technician, accounting clerk, sales clerk, cashier, office clerk, computer operator, production worker, and office help.

One of the fastest growing national employment sectors in the Philippines is the sector labeled “Overseas Filipino Workers” (OFWs). It is estimated that over 7.5 million Filipinos, or about one-quarter of the total Filipino labor force, work overseas (Burgess and Haksar, 2005). The export of labor overseas is explained in part as the disequilibrium between an educational system that prepares workers well to accede to higher-skilled jobs (e.g., nursing, teaching, maritime) in excess of what the Philippine economy can absorb. Labor emigrants from the Philippines have become increasingly feminized over the last twenty-five years, and the destination of choice has evolved from the Middle East to Asia’s newly industrializing economies, and even Europe (Go, 2002).

The largest numbers of Mindanawon youth, and ARMM youth in particular, are employed in agriculture. The islands of ARMM provide employment in fishing as well, although that activity may be sporadic and poorly paid. The employment situation for Muslim youth in ARMM is more difficult than for Mindanao as a whole. While agriculture and fishing make up 46 percent of employment in Mindanao for the 15–30 age category, the figure is 79 percent for ARMM youth. Qualitatively, the agriculture and fishing that takes place in ARMM is more akin to subsistence than to commercial agriculture.

Cheap and reliable power available in Mindanao does not extend to the ARMM, so there is no incentive to undertake manufacturing in ARMM. The continued social unrest is a disincentive to undertake construction. Commercial activities are discouraged, as Filipino-Chinese traders prefer to do business in larger volumes and with more efficient logistics than are available in ARMM. The category “private/own households” is the closest proxy to measuring the extent of youth employment in the (largely unregistered) small businesses; that figure is 5.7 percent for Mindanao and only 1.1 percent for ARMM.

Despite the complaints of local mayors about excessive immigration, businesses in Mindanawon cities do not report any noticeable increase in job applicants by “non-resident” Muslims. Since the Muslim communities and support structure in Manila have increased and improved over the years, Muslims are said to prefer to emigrate directly to Manila, rather than look for odd jobs in regional cities such as Davao (Southern Mindanao) or Cebu (Central Visayas region).

Partial employment in Mindanao apparently accounts for the relative lack of mobility among the labor force, both on farms and in factories. The practice of three- or four-day workweeks seems prevalent, but the “rotation” still offers predictable income and reduces the incentive to move out of the areas of current employment. Limited formal employment also allows or, by necessity, requires the worker and his/her household to engage in occasional, small-scale, cash-generating activities that range from raising and selling fruits and vegetables in the local market to owning a tricycle (preferably motor-driven) for hire. The partially employed, therefore, do tend to keep their residence near the workplace or on the farm.

On the other hand, there are numerous paths to “upward mobility.” For instance, many in-school youth are working students. While studying, these students take low-paying, low-skill jobs, with the intention to

seek better jobs upon graduation. New, young, unskilled workers tend to enter the workforce via low-paying, government-funded work and then move on to employment in small, local, private businesses such as construction firms. Once connected in the informal labor pool, these workers then try to seek employment with larger construction firms that do business in several areas in Mindanao. The latter tend to combine or mix their hiring practices by keeping mobile and skilled, semi-permanent laborers and then to hire relatively unskilled workers “on-site” for specific projects.

Unemployment

Labor market trends suggest that the Philippines suffers from jobless economic growth—growth without new employment. Although the economy as a whole has been experiencing growth at the rate of 4 percent of GDP per year, this growth has not been accompanied by a parallel growth in job creation. Between 1981 and 1997, the Philippine economy generated 11.8 million new jobs (24 percent in agriculture, 22 percent in industry, and 54 percent in services). However, over the same period, 13.1 million new workers joined the labor force, leading to an increase in unemployment of 1.3 million. From 1999 to 2003, the country created 4.0 million new jobs (28 percent in agriculture, 8 percent in industry, and 64 percent in services), but the labor force grew by 4.9 million, thus increasing unemployment by 885,000. In 2004, when the country registered a respectable growth rate of 6.1 percent the economy generated 977,000 new jobs (17 percent in agriculture, 16 percent in industry and 67 percent in services). However, in 2004 there were 1,298,000 new entrants, thus adding another 312,000 to the ranks of the unemployed.

The example of the Philippines is thus one of failure of the “labor-surplus absorption” model. The labor-surplus absorption model suggests that surplus or underemployed rural labor—for example, resulting from rural households with too many children to be absorbed into meaningful employment on a typical 1- to 2-hectare family farm—should move to the urban-industrial sector, where jobs are growing and are more diverse. Unfortunately, in urban areas the supply of college and high school graduates and other new laborers who enter the work force year after year exceeds the existing demand for labor for their skill levels by employers. With excess supply of skilled available labor, employers are therefore more likely to choose the unemployed and skilled high school or college graduate in preference to the OSY.

In the Philippines, the majority of unemployed have at least a high school education (42.6 percent), while those with a college education account for 34.3 percent. This affirms the existence of “educated unemployed.” The incidence of unemployment tends to increase with the number of years of education. For example, in 2002, the lowest unemployment rate was experienced by those with an elementary education (6.7 percent), followed by those without formal education (9.3 percent), with a high school education (13.2 percent), and those with college education (15.4 percent). Meanwhile, employed professionals and associate professionals, who are considered most valuable to a developing nation, constituted a mere 4.5 percent and 2.7 percent of the total workforce, respectively.

Mindanao’s Growth Engines

From its peak in the mid-1960s to its precipitous drop by the early 1990s, the Mindanawon economy was driven by growth in the timber sector. However, indiscriminate and unsupervised logging has denuded the commercial and natural forest cover, and an intermittently enforced “total log ban” remains in effect. The timber boom favored the well-connected who could obtain licenses for concessions to cut on both private and government-owned land. The boom extended not only to Christian businessmen, but also to the Muslim elite in Mindanao who already owned land. These families were thus able to send their children to schools in Davao, Cebu, and Metro Manila.

Over the last twenty years, no single engine has driven Mindanao's economic growth. Commercial fishing and plantation agriculture are two current drivers. These two sectors require long work hours and manual labor. Employers favor older youth, whether skilled or unskilled. Large-scale plantation systems are not particularly labor-intensive, with mechanization increasingly favored. Plantation agriculture is shifting to the interior as land prices become more expensive in the existing plantation areas and soils become less fertile.

Land titling is clearly an important dimension of agribusiness growth in Mindanao if private investment is to be encouraged. The Comprehensive Agrarian Reform Program, which redistributes "land to the landless," is a double-edged sword for Mindanao. On the one hand, it results in many small farms, and thus discourages large-scale plantation agriculture. This reduces efficiencies in key dimensions of agribusiness competitiveness, such as quality control, logistics, and wastage control. On the other hand, growth in smallholder agriculture may provide new income-earning opportunities. For example, small-scale banana farms (10–50 hectares, still well over the average farm size) are growing in number. Enterprising traders (including Chinese firms with a long history in Mindanao) collect banana output for export to China, where buyers are not as quality-conscious as multinational companies. There is some talk of following the successful "Malaysian model" of smallholder associations, which is a form of cooperatives that seems to have worked in Malaysia in the rubber and palm oil sectors. However, successful implementation of such a model requires government supervision and funding.

The commercial fishing industry is capital-intensive and concentrated in the General Santos area at the southern tip of Mindanao, where a number of tuna-processing plants are located. An undetermined quantity of tuna catch is processed offshore, beyond territorial limits, possibly to avoid taxes. Commercial fishing vessels purchase catch from small fishermen, allegedly "for PR purposes" to improve community relations, although there may be an element of extortion involved, but the fishing vessels prefer to undertake their own operations from lookout boats to feeder-factory ships.

Small-scale fishing is no longer a sustainable cash generator for coastal communities. There seems to be evidence of over-fishing, so small-scale fishermen have to travel farther to secure a decent catch. To alleviate this situation, the local governments of Tawi-Tawi and Sulu have a project to purchase 1,000 "pump-boats"—motorized outrigger canoes—to increase the range and catch-size per trip on a (very) "soft loan" basis, based on payment-in-kind (in this case, catch). However, to date, local government units must still gain access to the funding, and there are obvious issues of collection and repayment; but the project has political appeal.

Pockets of industrialization exist in Mindanao—cement, power, and beer plants, utilities, as well as universities, malls, banks, and machine shops. These businesses tend to be concentrated in the already developed urban (and predominantly Christian) areas in Mindanao—Iligan, Marawi, Davao,³ Cagayan, etc. Urban concentration also characterizes value-adding agro-processing activities, such as chicken farms, food (meat) and fruit processing, and canning factories, including for products certified as "halal," and for higher-value niche products such as asparagus, okra, and mangoes.

The local small-business sector appears to be stable if not stagnating; limited prospects for new employment are predicted, due in part to uneven and anemic current and future economic growth. The conflict discourages local investment and restricts investment to donor-initiated construction activities, primarily of roads and public buildings. However, the latter are constrained by the inability of the Philippine government to meet the counterpart funding requirements of the multilateral donor agencies.

³ With over 120,000 hectares, Davao City has one of the largest legally certified "city limits," so the "city" actually encompasses a considerable number of businesses which are essentially rural in nature.

The construction industry is neither a major economic activity nor a significant source of employment in Mindanao. Construction-related expenditures at the national level in 2004 totaled Pesos 370.9 billion, of which Mindanao received only 12.6 percent. However, government reconstruction and rehabilitation projects following the 2001 “all-out war” in Mindanao provided ARMM with an average of Pesos 10 billion per year from 2002 to 2004.

In the view of the Mindanao Business Council (MBC), local small businesses continue despite the conflict in Mindanao, in part because the conflict remains “contained,” but mainly because the local businessmen “have grown used to it.” The MBC consists primarily of Christian businesses, although many members have firms located in Cotabato and General Santos. ARMM representation in the MBC is limited to a few banana plantations operating in ARMM.

According to the Philippines Department of Labor and Employment (DOLE), there are four large-scale businesses in ARMM, employing more than 1,000 workers.

- Matling Industrial Corporation, in Malabang, Lanao del Sur, has about 1,000 employees mainly in manufacturing of agricultural products such as cassava and coconut products including virgin coconut oil.
- La Frutera Corporation in Datu Paglas, Maguindanao employs nearly 2,000 employees in producing bananas for export.
- Mintex (Mindanao Textiles) Corporation, in Datu Odin Sinsuat, Maguindanao, is a garment export company with almost 2,000 employees.
- Alip Corporation is an agricultural company with almost 1,000 in Datu Piglas, Maguindanao.

Doing business in ARMM and employing Muslims (young or old) are not high priorities among the non-ARMM Mindanao business community. For example, banana plantations, chicken farms, and factories recruit veterinarians, food nutritionists, and engineering graduates from the universities because the fresh college graduates represent relatively cheap, highly skilled, and trainable labor. Recruitment is location-specific; employers can reduce tardiness, absenteeism, and also the local hires can minimize the cost of transportation.

Box 3. Supporting Livelihoods in Conflict-Affected Areas: Demand-Driven Approaches

Given the distinct challenges of activating economic and community development in conflict-affected areas, a checklist of key considerations has been developed. The main principles, largely based on the local economic development model developed by the ILO include the following:

- Capitalize on what exists. Start by mapping local resources and opportunities.
- Implement a broad menu of both community-based and individual livelihood support activities.
- Emphasize economic areas essential to postwar recovery
- Build on short-term “aid economy” work opportunities for future employment growth.
- Prioritize credit provision from the outset.
- Start with small-scale livelihood activities, and progressively expand scope and institutional capacities.
- Link the local economy with other district economies and national economic recovery strategies
- Catalyze information exchange on livelihood opportunities.

This approach to incorporating livelihood into the local economic framework for the conflict-area emphasizes the main elements of development: local credit, jobs creation and livelihood. For that reason, livelihood must be analyzed within the context of the local credit and economic sectors that are functioning in Mindanao.

Source: Goovaerts, Gasser, and Inbal. 2005

Opinions were sought in discussion with the MBC about the relative development of the areas in Mindanao. On a scale of 1 to 10, Davao is considered a “10” and most economically active, while Jolo is a “1” and basically economically unviable under present conditions. The other areas in ARMM—“Basulta,” composed of Basilan, Sulu and Tawi-Tawi—are ranked “3” because of the presence of some small industries, such as farming, fishing, seaweed-raising, rubber, and because there are larger contiguous tracts of land and coastline for these and other economic activities. Cotabato rates a “5” and General Santos rates a “6,” primarily because the latter has a tuna industry and small-scale, but high-value, agricultural exports (fruits and vegetables). One difference between Cotabato and GenSan is that Cotabato includes both laborers and small-farm owners/workers, whereas formal employed labor (for farm and factory) predominates in General Santos. Marawi, Iligan, Cagayan, and other more urban areas rate a “7” or “8” because of the greater variety of businesses and services and because a few large industries and multi-national companies are located there.

Finally, mining is regarded as a potential future driver of Mindanao’s economic growth, comparable to the old timber boom. This forecast is not reflected in the current statistics, partly because there are political, legislative, and environmental issues to resolve at the local and national levels. However, studies suggest that copper, gold, nickel, and chromite are rich resources to be tapped, and several locations can be mined through more labor-intensive, open-pit methods.

Labor Market Demand

Labor Recruitment Characteristics

Two important dimensions condition the demand for out-of-school youth in Mindanao. The first is the prerequisite of a high school diploma for most formal employment. The second is a cultural dimension that affects the hiring hierarchy. Each is described below.

Without exception, informants for this assessment identified the possession of a high school diploma as a minimum requirement for formal sector employment. Furthermore, traditional employers prefer older high school graduates (ages 18-20) to ages 15–17. From the employers’ perspective, an older high-school graduate has probably already been hired and even fired, and therefore has a more realistic attitude and expectations about work as well as a stronger drive to find and remain in a job. Employers also presume that the 18- to 20-year-old graduates are more mature and self-reliant than the 15– to 17-year-olds.

Youth and their parents apparently recognize the need for a high school diploma. In Zamboanga, a captain of the Armed Forces, whose current task is to provide scholarships to youths whose parents (usually the fathers) were casualties in combat, noted that the overwhelming preference is for scholarships to receive a high school diploma instead of shorter vocational training, even though training provides more immediate job or employment prospects. He further noted that even the less-educated parents of the Civilian Armed Forces Geographical Unit voice this preference for their children. However, the sad fact is that these students on scholarship often fail their entrance exams into the better high schools because of a weak/inadequate education in their earlier years.

As long as the supply of job applicants exceeds the number of available jobs, employers have little incentive to reach out to unemployed OSY. And as long as the demand for a diploma, for whatever reasons, exceeds the interest in a vocational certificate, skills-training programs for the unemployed OSY become a second priority.

The existence of a “hiring hierarchy” has been confirmed in international studies and in the Philippines. The unemployed 15- to 17-year-old OSY is less employable than an older youth. A vocational school TVET certificate is less desirable than the high school diploma. Under current economic conditions, college graduates are still available for entry-level jobs and are preferred to the extent that the employers are looking for the potential for an “upward” career track. Finally, firms appear to prefer a worker from a two-income family with 2–4 children, compared to a single income earner or someone from a two-income household with a larger family. The rationale is that a worker from a two-income small family is under less pressure to take other jobs in addition to the job for which he/she was hired.

This hiring hierarchy has some implications for hiring in Mindanao. In Muslim communities, and especially in the ARMM, the head of the household is considered to be at the top of the social hierarchy and thus “deserves” the first opportunity for employment. His duty is to earn for the (sometimes extended) family. He derives social status from his ability to allocate his earnings. The younger family members who are employed are obliged to turn over their earnings to the head of the household. So, hiring the head of the household is practical and logical since it reduces the steps in providing for the family.

The hiring screen of the high school diploma is often the most difficult barrier for the OSY to overcome. However, informants suggest that additional employment hurdles have to be cleared. In addition to the possession of a high school diploma or advanced degree, physical appearance and demeanor are important, and the OSY from an impoverished family is unlikely to pass that screen. Moreover, rural youth may be exposed, without their knowledge, to tuberculosis, hepatitis or other infectious illnesses, or have cataract problems indicating malnutrition, such as a vitamin deficiency. Companies do not want the added problem of dealing with these health issues.

Following these two initial “screens,” many employers administer a written test covering both basic skills and the potential employee’s psychological profile. The new-entrant OSY is again likely to fail, if for no other reason than he or she is a first-timer at test-taking with no experience or skill in handling written tests. The hiring process has several other minor steps, of which the most important is the oral interview to test communications skills in both English and Filipino and, ideally, a local language or dialect. The

American Chamber of Commerce, for example, is quite insistent on the importance of improving communications skills, primarily oral but also writing skills, and runs an English language/communications project to assist prospective employees in strengthening those skills.

The hiring process, therefore, acts as a virtual hiring screen against the unemployed OSY. Companies are reluctant to talk about discrimination against Muslims, but the cynical view is that discrimination is unnecessary since the informal hiring process will weed out applicants in terms of qualifications and skills, most of whom are likely to be Muslim OSY.

The Entrepreneurs' Perspective

A businessman in the road construction business in Mindanao reports that unemployed and unskilled youth make up over 50 percent of his workers. He hires OSY primarily because the physical labor requires neither education nor experience and secondarily because young unskilled labor is cheap. However, these jobs are temporary. Because the task of building roads covers long distances, it is more convenient and less expensive to hire labor from communities adjacent to where the roads are being built. This employer noted that in construction work, the Muslim youth want to be hired in batches, possibly for camaraderie and security. However, he also noted that the Muslim youth tend to act as a group; that is, if one of them has to leave the work site for family or other reasons, the others may choose to join him.

This businessman is also one of the largest contract poultry growers. The operation is not labor-intensive. Of the fewer than thirty laborers, two-thirds are under 25 years old. There are no education or skills requirements. Instead, he hires for “attitude,” that is, a perceived willingness to work on a daily basis.

Another entrepreneur, operating a McDonald's franchise in General Santos and employing forty persons, reports that almost 95 percent of his personnel are working students, partly because they are paid the minimum wage and no more. Even supervisors are just over 25 years old. The jobs do not have an education or degree requirement. However, in his experience, the OSY usually cannot pass the written exam, which asks “situational” questions (What do you do if a customer complains? How do you keep the place clean?). Job turnover is high because working students leave for higher-paying jobs once they get their diplomas. However, if a worker stays over one month, that person gets accustomed to the work and will usually stay longer. The entrepreneur estimated that there are 300 applicants for his 40 positions. He has no difficulty getting qualified persons once someone leaves the fast-food outlet. His main task is to manage the turnover, and the more experienced workers provide on-the-job assistance to the newer workers.

Agribusiness: Sardines and Skills

Zamboanga City is reputed to be the “sardine capital” of the Philippines, with labor-intensive canning factories producing up to 70 percent of all canned sardines for local and export markets. Several attributes make this industry a good match for unemployed OSY.

- A new canning factory needs young persons. At least 15–25 percent of total employees tend to be young. Once workers learn the tasks and develop their skills on the job, owners prefer to keep them employed. The average age of the bulk of the workforce at the older canning factories is 30 years.
- Consistency, stamina, and practical skills trump a degree. The cannery requires long hours of continuous work in decapitating, peeling, and skinning fresh fish. The fish-processing sector work is highly feminized, as women are preferred to males because of their greater willingness to undertake tedious and repetitive work.

- With longevity come increased skills and the potential to improve earnings. More experienced workers are paid more because they have developed the “eye” for the state of freshness of each fish and can determine on the spot how to best cut the fish in order to maximize the saleable weight of the fish.

Sardine factory employment, considered a “dead-end job,” is not the ultimate answer for unemployed OSY. This industry offers only a few supervisory positions and is subject to highly fluctuating world prices and demand. The volatility results in a low rate of expansion for canning factories and, therefore, fewer opportunities for hiring new workers. For existing factories, falling prices result in layoffs for the least skilled, the youth.

Furthermore, the industry in Zamboanga City is currently suffering from system-wide problems. The high price of fuel combined with low world prices has grounded much of the fishing fleet, owned and operated mostly by small-scale fishermen, who are unable to recover their costs. It is estimated that fuel makes up 65 percent of the operating cost, where margins range from 5 to 12 percent, depending on prices. The lack of fish affects the canneries, and 7 out of 9 filed notices of cessation with DOLE. Moving down the value chain, the three tin-can manufacturers and the other small-scale fish food processors in turn are adversely affected. Only a government pledge for assistance prevented the closure of fishing fleets and plants, with an estimated temporary loss of 31,000 jobs.

Agribusiness: Labor-Saving Bias of Plantation Agriculture

The banana industry in Mindanao is the region’s largest agricultural industry, covering 35,000+ hectares. The La Frutera banana plantation in Datu Paglas in ARMM covers 1,000 hectares. Total workforce is 1,600; the work is labor-intensive and not sensitive to education or even to skills-training. It takes two weeks to train a newcomer in the various, simple tasks of bagging, spraying, propping, weeding, carrying, and stacking. The bulk of the work is physical labor and not hazardous, with the possible exception of the fumigation process, so youth would seem to be a natural choice. However, less than 10 percent of the work force is 15–24 years old. The reason is that the local Datu (chief) makes the hiring decisions, and he tends to favor heads of households to provide income for the family as well as to reward the former-rebels from the MILF, especially those with “length of service” and who are therefore older.

La Frutera has been seeking to improve its workforce’s labor productivity. Workers are paid on a piece rate basis (per bunch) equivalent to the minimum daily wage of Pesos 150. With this form of remuneration, worker productivity can be increased over time by as much as 30 percent so that workers can earn up to Pesos 200 a day. Despite the increase in productivity, the worker headcount remains 1,600; layoffs have been resisted, although laborers do not work a “full” week. During the low season, jobs in the workforce are rotated; an individual worker may be employed only three days out of seven. This procedure was agreed upon through direct negotiations with the local Datu acting as the mediator. This practice is not unique; however, other banana plantations outside ARMM are less “socially conscious.”

In addition to the pressure to increase labor productivity, plantations are investing in labor-saving mechanization. This process of labor-saving further reduces the opportunity for employing OSY, because employers favor older and more experienced workers who are presumed to be more “mature” and “responsible” in the care and handling of equipment.

La Frutera is located in the town that was a former MNL base and an old recruitment center for MILF guerrillas. Partly because of its location within ARMM, La Frutera is heavily involved with the community. For example, the company is developing by-products for small-scale businesses, such as extracting banana fiber for export to Taiwan or making compost from bananas, sugar, and other organic products. However, these activities are small-scale; perhaps only 100 additional persons are employed.

On the other hand, one extra worker can provide money for an extended family that can easily exceed a dozen members. La Frutera also tolerates “labor substitution.” Each laborer has an identity card. A common practice is for the head of the household to give his ID card to his son to work in his place when he himself has other social or economic issues to resolve.

Management chose not to ask, but it appears that “most” of the banana plantation workers were MILF guerillas. On the other hand, according to the general manager, the best supervisor is an ex-commander who never got beyond third grade but who is a natural leader and who has taken to his role of increasing productivity as the new measure of his authority over his comrades and clan members.

Like sardines, bananas are an internationally traded commodity subject to world prices (Japan is the best-priced market for Philippine exports). As with many global agricultural commodities, banana prices are volatile and seasonal. A banana firm typically earns the bulk of its revenue during only half the year. If contracted prices from Japan do not cover costs, the banana industry reduces its workforce. Given the sunk costs and low operating costs, limited production continues, with production exported to less lucrative markets such as China, which buys “seconds” or bruised bananas that are substantially cheaper in price.

The peace-and-order issue is the main constraint to business expansion. Also, banks are unwilling to lend to banana plantations in ARMM because of the lack of collateral—land titles and ownership are less than legally clean. The standard practice is for buyers to provide advances for working capital, paid off in-kind via price deductions per box shipped/exported. This practice also keeps the banana producers under the buyers’ control. The peace-and-order issue notwithstanding, Mindanao is ideal for several plantation-type commodities, such as coconut, pineapple, palm oil, and sugar, because of good soil conditions and longer daily hours of sunlight.

New Sources of Labor Demand

Zamboanga City is not part of ARMM, and Christians still comprise the majority of the population and its business class. However, like many (relatively) prosperous cities in Mindanao, Zamboanga has been receiving a high number of migrants. The city population has been growing at near double-digit rates, due partly to the peace-and-order situation and partly to Zamboanga’s position as a “hub” (together with Davao, Cebu, and General Santos).

Zamboanga’s mayor believes that OSY from Zamboanga itself do not represent a major problem. Urban families highly esteem the need to finish school, the minimum expectation being of a high school diploma. Parents are willing to fund an education for their children instead of getting them employed through skills-training programs. That said, Zamboanga is physically nearer (and accessible by boat) to the ARMM “Basulta Islands” (Basilan-Sulu-Tawi-Tawi) and is therefore a “magnet” for the unemployed (who can not afford to travel by plane), including, presumably, youth. According to the mayor, Zamboanga has seven times more ship traffic in its port than Davao, and a larger proportion of passenger traffic, because of proximity to the outlying islands—where the Muslim population is dominant.

The mayor is exploring “nontraditional” (for Zamboanga) labor-intensive areas of economic growth. He notes that the “traditional” sources of employment, such as trading and the sardine industry, are suffering from uneven growth. Even the traditional sources in the informal sector, such as tricycle-driving or itinerant hawking and vending, are suffering. Tricycles are under stress because they are not an efficient form of mass transport, so the mayor is no longer issuing new licenses to operate them. Vendors are violating regulations on use of sidewalks and public places, and he is tightening up on zoning and appropriate land-use laws.

Non-traditional growth areas include attracting large retail malls. Given the population density, there are small local malls, but none of the national malls (ShoeMart, Ayala, etc.) have come to Mindanao. More malls would mean more entry-level jobs, albeit with a preference for high school graduates. The mayor is also promoting tourism to Zamboanga, despite the peace-and-order situation. Tourism clearly carries a high job multiplier: every new hotel needs cooks, waiters, laundry services, handicraft shops, etc. However, given that the Armed Forces of the Philippines Southern Command is based in the city and media reports usually cite Zamboanga City even if the actual conflict problems are in the Basulta areas, he admits it is hard to “sell” Zamboanga as a tourist destination. Resorts in Cebu, for example, have been able to position Cebu as “an island in the Pacific” in order to gloss over the problems of the Philippines and Mindanao. Cebu managed to be designated an international airport; it is not clear whether Zamboanga can do the same. The mayor is having some success in building the convention-related travel business in Zamboanga, primarily for local/Philippine events, but with the longer-term goal of attracting international groups, such as Rotarians, the medical/nursing profession, etc. Conventions typically employ a large number of young, energetic, albeit educated, youth. However, every convention also needs low-skill labor for photocopying, messenger services, etc. that do not require a diploma.

Promoting the Entrepreneurship Option

Given the dearth of formal sector employment in large-scale agribusiness and manufacturing, self-employment, or entrepreneurship, presents real opportunities for job creation. In the U.S., for example, small businesses represent more than 99.7 percent of all employers, employ more than half of all private sector employees, and generate 60 to 80 percent of net new jobs annually.⁴

Christian Mindanawon entrepreneurs who were interviewed for this assessment suggested that Muslim men prefer to be traders or small-scale entrepreneurs, rather than seek employment in businesses run by non-Muslims. However, they also presumed that any Muslim businessman or entrepreneurs hiring fellow Muslims would not be likely to select the OSY because of the cultural value that the father is the head of the household and provider for the (sometimes extended) family.

⁴ According to the U.S. Bureau of the Census, quoted on U.S. Department of Commerce Small Business Administration Web site (<http://www.sba.gov/advo/stats/sbfaq.html#q2>).

Box 4. Overseas Labor Demand

As described earlier, overseas demand for Filipino labor is high. As a result, Muslim youth in Mindanao—especially those in the ARMM region—are being encouraged to go to the Middle East countries to seek employment as household helpers. According to the newly appointed ARMM Secretary of Education, Dr. Udtog Kawit, a training program to provide Muslim youth with exposure/experience/hands-on opportunities in operating simple household equipment and/or appliances will be most helpful. A basic course in communications in English and in Arabic is also desired. It is not clear if ARMM has a regional overseas employment agency similar to the Philippine Overseas Employment Agency (POEA) to assist Muslim youth in gaining access to overseas employment opportunities. But it is clear that this is a program that the ARMM Department of Education leadership wants to promote and for which some form of assistance is requested.

Technical Education and Skills Development Authority (TESDA) offers a new facility for real jobs in Saudi Arabia through a scholarship program for the training of Muslim Filipino youth in specific skills. TESDA Director General Augusto Syjuco confirms an agreement with the Saudi Arabian Royal Family who will fully fund the training of Filipino Muslim youth for jobs in Saudi Arabia. The facility is new, and implementation details are still to be completed. Information on the training design and program components is likewise not yet available. The TESDA-initiated training scholarship agreement with Saudi Arabia for overseas employment of Muslim youth is another Overseas Filipino Workers (OFW) program that bears further examination.

Working in overseas labor positions provides plausible employment opportunities for ARMM out-of-school, unemployed youth. However, some form of supervision of overseas ARMM youth workers is needed to ensure that they do not end up in abusive child labor situations or get recruited by international terrorist organizations.

The government plans to promote entrepreneurship as an employment option. The current thrust is to encourage students at the college and even the high school levels to give entrepreneurship a try. The CHED intends to create a Bachelor of Science program in entrepreneurship. Other priorities involve teacher training, developing a national database on SMEs, and linking together different programs on entrepreneurship, including many school projects on building entrepreneurial business plans and many foundations running search programs to award entrepreneurs. Other plans include bringing in the educational “technology” from Babson College, reputedly the best American higher education institution that specializes in entrepreneurship; publishing and distributing an inspirational book about entrepreneurs; and even creating comics as learning tools to encourage entrepreneurs.

There are currently no plans to use TVET or the informal sector to develop entrepreneurs. One reason is that it is the larger universities that have the surplus resources (in faculty and funding) to run entrepreneurial programs. Another reason is that other multi-lateral agencies, such as the ILO, have developed short training courses on enterprise development.

A clear constraint to embarking on entrepreneurial options is the availability of micro-finance services (including savings, credit and business development products). The current situation in the micro-finance industry does not directly favor unemployed OSY. Just as the high school diploma screens out the OSY for many employment options, the credit application criteria screen them out for financing options; they usually substitute prior experience for collateral. Philippine micro-finance institutions share the venture capitalist’s unwillingness to fund the youth entrepreneur. The requirements for experience (and possible failure) are modest; the applicant may have undertaken part-time work as a trader or vendor. However,

the criteria would probably still effectively exclude most of the OSY as entrepreneurs. That said, the bulk of micro-enterprises in the Philippines are still self-employed family businesses. There is an indirect opportunity for the OSY whose parents are entrepreneurs. OSYs provide their families with inexpensive on-site labor.

Conclusion

With economic growth in Mindanao constrained by continued political violence, it is difficult to identify large sources of formal sector demand for low-skilled workers. In other countries with large pools of unskilled labor, labor-intensive agro-processing and assembly manufacturing offer the best opportunities to generate jobs. For example, one of the first industries to become established in Cambodia after pacification in the mid-1990s was the garment industry, driven by foreign investment, based on imported inputs, and destined for markets determined by global value chains outside of Cambodia. In Mindanao, the agro-processing sector is the first likely such candidate, and should be targeted by authorities for investment and expansion. Tourism and other service sector related jobs in transportation and in wholesale and retail commerce are also labor-intensive and have the potential to provide sources of employment.

The first step is to convince the private sector, including banking institutions, that investment in Mindanao is a good idea. Job creation is not a function of government; rather it is a function of the private sector, being the engine of growth. Government's role is to provide the policy environment for the private sector to prosper.

Just as USAID's ANE Bureau has built a "Jobs for the 21st Century" strategy that partners education and economic analysts, so, too, Philippine, Mindanawon, and ARMM policy makers must view the effort toward meaningful job creation in the ARMM as a multi-pronged effort. Economic policy makers in the region must prioritize actions that will lead to investment, growth, and job creation in Mindanao.

- Lobby all parties for resolute observance of peace accords.
- Pursue the essential infrastructure investments (roads, ports, telecommunications, power) that are required to encourage investment.
- Promote investment (by domestic or foreign entities) in labor-intensive industries that build on existing local comparative advantages, such as agro-processing and tourism/travel, or that create new advantages, such as labor-intensive manufacturing of apparel, footwear, electronics inputs, or transportation parts.
- Tout Mindanawon successes in strategically targeted markets; plant positive images of post-conflict Mindanao in strategic private sector outlets, such as chambers of commerce of key trading partners, professional associations of key industries, international markets for key products.
- Consider the kinds of investment incentives that might convince a lead investor to take a risk in establishing a large facility in Mindanao.

As these actions take hold and investment yields new jobs, more specific job-related skill building programs can prepare OSY for the new opportunities. Until then, however, training programs for OSY cannot target skill-building for jobs that do not yet exist. Agricultural training to improve farm

productivity and vocational training for available manual jobs, along with training in entrepreneurship and employability skills, may be more appropriate for the majority of youth living in rural ARMM. With a broader vision of the labor market available to Mindanawon OSY, it may be that more promising employment opportunities for Muslim OSY lie outside Mindanao, either in Manila or offshore. Efforts should be directed at building youth's employability (communication, appearance, self-confidence, communication) and entrepreneurial (bookkeeping, office, support staff) skills that will improve their opportunities in service-sector jobs in these more distant labor markets, and; providing aptitude assessments and career guidance systems to teach OSY about the world of work and their potential role in it.

SECTION IV: DESCRIPTION AND ANALYSIS OF EDUCATION AND TRAINING PROGRAMS FOR YOUTH IN MINDANAO/ARMM

This section identifies specific educational training needs for out-of-school youths in ARMM and then provides short descriptions of supply-side programs that can help meet these needs. Relevant education and training programs include formal school basic education programs, alternative education and training programs that target high-school dropouts, secondary school model programs vocational/technical education programs, and programs that engage youth in work and civil society. Information for this section was provided by a review of program documents, and select interviews with program managers.

Workforce Related Education and Training Needs of Youth in ARMM

Section II of this report provided a profile of out-of-school youth in ARMM. It also identified a variety of types of workforce-related education and training programs based on identified youth needs in the region including:

- Preventing student dropout (at the primary and secondary school level)
- Providing access to quality primary and secondary school education, as well as technical/vocational education
- Formal accreditation programs for young people who have dropped out or don't have access to formal schooling
- Career counseling and guidance services at all levels
- Training in core employability and life skills, as well as peace education at all levels
- Entrepreneurship training and access to micro-finance
- Training in new technologies and business skills for youth engaged in traditional occupations such as agriculture, fisheries, and forestry
- Training in service industry skills, domestic occupations, and IT for ARMM youth who have migrated to urban areas
- Relevant skills-training and child labor awareness-raising for youth interested in employment in overseas labor positions

The following sections profile programs that meet these needs, programs that are currently operational in ARMM or in other parts of the Philippines.

Formal School Basic Education Programs in ARMM

USAID/EQuALLS Program

USAID/Philippines' basic education objective is focused on Mindanao, specifically the ARMM, where educational quality is exceptionally poor. Launched in 2004, USAID's Education Quality and Access for Learning and Livelihood Skills (EQuALLS) project is a five-year, \$30.1-million initiative that seeks to improve access to quality education and livelihood skills in ARMM and areas of Mindanao affected by conflict and poverty.

EQuALLS aims to improve access to quality education and to provide livelihood skills for out-of-school youth by establishing community learning centers with flexible learning options; empowering Parent Teacher Community Associations and local school boards to play an active role in mobilizing and managing educational resources; strengthening the capacity for teaching math, science, and English; providing learning opportunities through educational TV or radio; and encouraging Islamic schools (madaris) to teach the basic national curriculum.

Municipalities of the ARMM; of the western Mindanao provinces of Zamboanga del Norte, Zamboanga del Sur, and Zamboanga Sibugay; and of the central Mindanao provinces of North Cotabato, South Cotabato, Sultan Kudarat, and Sarangani are those targeted in the current year. Training local government officials in selected municipalities is expected to result in mobilizing more revenue for provincial level education and managing these areas effectively.

Component of USAID EQuALLS: ASCEND

Assistance for the Comprehensive Educational Development of Mindanao (ASCEND) is designed to improve access to, and quality of, elementary education in Mindanao. ASCEND assists public elementary schools and private madaris with instructional improvement in science, math, and English, helping school administrators mobilize and manage resources. ASCEND is also designed to strengthen non-formal education through skills-training and industry immersion programs for out-of-school youth. ASCEND targets the municipalities of Talipao, Sulu; Datu Piang, Maguindanao; Midsayap, North Cotabato; and Dinas, Zamboanga del Sur.

Component of EQuALLS: ELSA

Project ELSA (Education and Livelihood Skills) is a basic education development project focused on the poorer provinces of Mindanao. This program component aims to create and expand school and community-based learning and employment opportunities, promoting the reintegration of out-of-school youth, and also to reform education policies that affect the efficient delivery of education services in the region.

Activities include content planning and lesson development, review of the national Basic Education Curriculum and contextualization of content, inventory of available materials, development of project content framework, and development and validation of lesson plans.

One –hundred-twenty schools in the ARMM province of Maguindanao, Cotabato, and South Cotabato are the beneficiaries of the program; they are provided audiovisual equipment, satellite dishes, mobile phones for downloading educational videos, lesson plans and teachers' guides, training, community orientation, and technical assistance throughout the project cycle.

ELSA also promotes accreditation and equivalency (A&E) for out-of-school youth and adult learners through a review of A&E learning materials and development of new ones in the context of Mindanao.

Implementing partners are the Bureau of Alternative Learning Systems, Technology and Livelihood Learning Resource Center, TESDA, World Ed and Real World Productions.

Linkages to Basic Education Assistance to Mindanao Stage 2 (BEAM II)

Following from BEAM I, BEAM II involves a major expansion of Australian assistance to Regions XI, XII, and the Autonomous Region of Muslim Mindanao (ARMM).

The purpose of BEAM II is to further improve the quality of basic education and to increase access for disadvantaged and remote children, particularly those from indigenous and Muslim communities. Education quality is addressed through activities such as school management, capacity development, and teacher training in English, math and science. Access to education is addressed by implementing local strategies developed under BEAM I, such as tribal learning centers, and by providing mobile education vans. Muslim schools are involved in this quality enhancement.

BEAM II continues these efforts of BEAM I and extends outreach and services to those most disadvantaged and remote children. BEAM II also has partnered with the World Bank-funded ARMM Social Fund for Peace and Development in implementing its Harnessing Opportunities for Muslim Education (HOME) program in the Autonomous Region in Muslim Mindanao. The HOME program provides early childhood education (ECE) for children aged 5–6 years and functional literacy through livelihood enterprise development (FLLED) for their parents as well as for the out-of-school youth. Functional literacy activities are linked with livelihood enterprise skills-training that helps participants earn income. Qualified instructional managers from the local community are hired to facilitate ECE and FLLED classes.

Both ECE and FLLED classes are conducted in a community learning centers. Materials for the learning centers are provided by BEAM II, with the community providing construction labor as a counterpart contribution. It is expected that community participation and involvement in the actual construction also promote a greater sense of local ownership and long-term sustainability of project activities.

Beneficiary areas are two barangays each from the municipalities of Sitangkay and Panglima Suagala in Tawi-Tawi; Kapai and Piagapo in Lanao Sur I; Pagayawan and Calanogas in Lanao Sur 2; and Datu Saudi Ampatuan and Mamasapano in Maguindanao. Local NGOs are implementing service providers of the interventions.

Alternative Education Programs Targeting School Dropouts

Philippine Out-of-School Children and Youth Development Project

The project targets children and youth, ages 6-24, who are high school dropouts from poor families in the areas of Central Luzon (Region III), Southern Tagalog (Region IV), Eastern Visayas (Region VIII), National Capital Region, and the ARMM. Interventions include formal basic education, alternative learning systems, and technical education.

By January 2003, the number of participants totaled 10,044, exceeding the original pilot-phase target of 9,840. Results included 80 percent of technical education graduates becoming gainfully employed, a rate that doubled the national average employment rate of 40 percent.

The project is being implemented by a public/private sector partnership that includes Consuelo Foundation; the Department of Social Welfare and Development, leading and representing a group of government agencies; and the Ayala Corporation and Lucent Technologies (private sector).

Community Sala'am (Peace) Corps Project

The Department of Labor and Employment (DOLE) launched this project to support the children affected by armed conflict in Muslim Mindanao. The project is based in Maguindanao, a predominantly Muslim province organized from the former province of Cotabato and currently the seat of ARMM. The project is designed to prevent dropouts and to reintegrate out-of-school youth into school. Specific services include the provision of literacy and counseling services and development of vocational skills. Severity of exposure to armed conflict, personal interest in the project, and academic standing are criteria for participation in the program. Participants are provided educational assistance in the form of a monthly stipend/allowance.

Department of Education Nonformal Education: Alternative Learning System Program

The Bureau of Local Employment (BLE) of DOLE coordinates project implementation efforts. Other agencies participating are TESDA, the Commission on Higher Education (CHED), Department of Social Work and Development, and the Department of Education (DepED). This project is funded with assistance from the International Labour Organization and the U.S. Department of Labor.

DepED's Nonformal Education Accreditation & Equivalency (NFE A&E) program is an alternative program that enables out-of-school children and youth to acquire a basic education diploma after satisfactorily completing a set of self-learning modules that conform with prescribed competencies of the government's revised basic education curriculum. NFE A&E is a functional literacy program with materials that incorporate adult learning principles in an effort to ensure that instruction is relevant and appropriate to the everyday life.

The NFE A&E offers three levels of certification: basic literacy, elementary school literacy and secondary school literacy, estimated to require 200, 500, and 700 hours of instruction respectively. Approximately 232 interactive learning modules provide the principal source of learning in the NFE A&E System. Modules, available in English and Filipino, are clustered around five learning areas based on the national definition of functional literacy.

The program is implemented by collaborating local NGOs and/or private sector training providers. Currently, over 300,000 out-of-school youth and adults are enrolled in the program in 24 provinces in nine regions of the country. The targeted areas are selected on the basis of a composite rating of lowest functional literacy rates and primary school enrollment rates.

Once they complete a level, youth earn certificates from the Department of Education illustrating they have achieved a level comparable to the appropriate formal school level.

Widespread interest and support among youth advocates and educators have contributed to a number of coordination linkages of NFE A&E through articulation agreements. These agreements exist with TESDA, CHED, and the Philippine Association of State Universities and Colleges. In all three cases, the articulation agreements stipulate that the partner agency recognizes Nonformal Education A&E certificates as meeting the requirements for matriculation in basic education. In addition, a joint TESDA/Department of Education statement recognizes the A&E program, allowing out-of-school youth to matriculate to DepED technical and vocational training institutions. The national Civil Service Commission also recognizes the A&E certificates as valid documents for permanent appointments to government positions requiring elementary and secondary certificates.

The A&E program is currently conducted for the Muslim youth in Mindanao by DepED-accredited NGO service providers such as the Consuelo Foundation, the Meralco Foundation, Women in Enterprise Development, and the Notre Dame University system.

Component of USAID/ EQuALLS: ACCESS Mindanao

Accreditation and Equivalency Support Program for Out-of-School Children and Youth (ACCESS) is a component of EQuALLS that seeks to improve the quality of education and increase access to learning and livelihood skills in the ARMM. Two-hundred learning classes are provided over an eight-month period in the municipalities of Bongao, Simunul, and Sitangkay in Tawi-Tawi; Kapatagan in Lanao del Sur; Buldon, Barira, Parang, North Upi, and South Upi in Maguindanao; and Lantawan and Maluso in Basilan.

ACCESS Mindanao targets out-of-school youth between the ages of 12 and 20 who have no access to the formal school system, due to poverty, geographical isolation, or displacement. Skills-training and support, including job referral and networking, are provided to the participants. The program provides enhancement training so that teachers can assist learners in gaining NFE A&E equivalency certification.

Collaboration is intentional, and implementation makes use of a number of local organizations including Women in Enterprise Development; Mindanao NGO Literacy and Education Network; Muslim Upliftment Foundation of Tawi-Tawi, Inc.; Bangsamoro Youth Ranao Center for Peace and Development, Inc., of Marawi City and Lanao del Sur; Federation of United Mindanawon Bangsamoro; Women's Multi-Purpose Cooperative of Cotabato and Maguindanao; Nagdilaab Foundation, Inc.; and the Christian Children's Fund, Inc.

Don Bosco Training Department for Out-of-School Youth

In 1972, Don Bosco established the Manpower Training Department to serve out-of-school youth between the ages of 17 and 22. Its goal is to train young men and enable them to improve their lives through employment. Each year, the Department accepts 1,200 young people in its various skills-training programs. Accredited by TESDA, the Department of Education and the Philippine Accrediting Association of Schools, Colleges and Universities, the Department develops its own technical training curriculum in collaboration with industry.

Four months of technical instruction is followed by two months of supervised in-plant training in the fields of automobile maintenance, basic electronics, electrician, refrigeration and air conditioning mechanics. During the in-plant training, specialized skills are emphasized, and needed modifications to training or learning are also identified and delivered. In-plant training is necessary for program completion. Coordination of industry experience and formal training is established through bimonthly visits of Don Bosco staff to in-plant training locations. In addition to serving as a support for trainees' progress, the bimonthly visits lead to identification of ongoing industry training needs.

The Department works with 350 partner companies and, as a direct result of these partnerships, claims a placement rate of 90 percent employment among its graduates. An evaluation by Felicitas Rioxhan of the Consuelo Foundation, Inc. reported that the Department had graduated 8,646 youth in the fields of automotive repair, electrical, and machine shop technology.

Cisco Networking Academy

Cisco Systems, Philippine Science High School, and the ERDA Technical and Vocational Secondary School (ERDA TECH) established an information technology program, "IT Skills Enhancement for Filipino Out-of-School Youth," as a means of making information technology (IT) education more accessible to the out-of-school youth.

The national partnership is built on the same principles as Cisco's international education program, which began in 1997. At that time, Cisco Systems worked with educators, businesses, governments and community organizations around the world to form the Cisco Networking Academy Program. The

Academy offers a comprehensive e-learning program, providing students with skills essential in a global economy. It delivers Web-based content, online assessment, student performance tracking, hands-on labs, instructor training and support, and preparation for industry standard certifications.

Currently, over 110 member academies are located all over the Philippines, with 1,000 graduates since the Networking Academy Program's local launch in 1998. Like its international program, Cisco's Philippines program seeks to prepare youth with the necessary skill-sets to make them more competitive when they begin to enter the workplace.

Secondary School Model Programs

The APEX Program

The Applied Academics for Excellence (APEX) program is being implemented in selected public high schools (19 lead schools and 190 partner schools) in the provinces of Laguna in Southern Luzon, Leyte in Eastern Visayas, and Cebu in Central Visayas. The goal of APEX is to help secondary students in public schools develop basic workplace and entrepreneurial competencies that will enable them to get real jobs after high school.

APEX employs several strategies.

- Engage relevant community stakeholders in all phases of the program from project identification and development to project management and evaluation.
- Adopt an appreciative and strength-based approach to youth development, making youth active partners in the development effort.
- Engage the school principal as convener in the community.
- Affirm diversity in the classroom and in the workplace as part of project advocacy.
- Plan for program sustainability from the start.

The project is supported by the Philippines Region IV Department of Education, the Laguna Provincial Government, and the five municipalities in which the APEX schools are located.

Project technical assistance and professional development are being provided by CORD International and SEAMEO (South Eastern Asian Ministers of Education Organization) INNOTECH. SEAMEO INNOTECH provides technical support on career preparation, training, and curriculum development. Participating project sponsors have agreed to support the cost of \$1.2 million over a period of four years.

APEX sponsors have identified two goals for further development of the program: one is to develop a system of assessment, evaluation, and monitoring project outcomes; the second is to develop an APEX model also for the out-of-school youth, especially among the Muslim youth in Mindanao.

Vocational/Technical Education Programs

Technical Education and Skills Development Authority

TESDA was established through national legislation in 1994. The agency is responsible for the oversight of 240 private institutions, 25 public schools and centers, and 45 provincial training centers. Approximately 175,000 young people attend TESDA training institutions or programs.

TESDA's mandate is to promote and strengthen the quality of technical education and skills development programs, in order to help the Philippines attain international competitiveness, and also to focus education and skills development programs on meeting the changing demands for a quality workforce. During the 1990s, the agency was responsible for program delivery as well as oversight of its own programs and their delivery. However, current efforts are directed at moving program delivery to the local level, while expanding TESDA's new occupational standards and accreditation system. TESDA also implements the dual training and apprenticeship programs. The Dual Training System, developed with support of the German aid agency GTZ, integrates technical and vocational education with work experience. During the 30–36 months in the program, trainees spend 30 percent of their time in a training center and the remainder of their time in industry.

Postsecondary Vocational Technical Education and Training (TVET)

TVET providers serve high school graduates in the Philippines; they are grouped into school-based and non-school-based providers (see Table 10). As of June 2002, a total of 1,695 school-based providers were recorded. The school-based providers include institutions of higher education offering short- and long-term courses and programs. Non-school-based TVET programs amount to 1,408 providers and include private enterprise, NGOs, regional and provincial training centers, and local governments. In all, there are 3,100 TVET providers that cater to the skilled manpower needs of the different economic sectors of the country.

Table 10. Technical-Vocational Education and Training (TVET) Providers

Type of TVET Provider	Private	Public	Total
A. School-based	1,426	269	1,695
Technical-Vocational Institutes	809	59	868
Institutions of Higher Education	617	210	827
B. Non-school-based	482	926	1,408
Private Enterprise	324	---	324
NGOs	133	---	133
Others	25	215	240
TESDA	---	64	64
Local Government Units	---	647	647
Total	1,908	1,195	3,103

Source: Institute for Labor Studies, Department of Labor and Employment, 2002

Reports from the DOLE Institute of Labor Studies indicate that 438,526 students were enrolled in school-based TVET programs in academic year 2001-2002; and 727,430 students were enrolled in non-school-based TVET programs in the same year. No data are available on who was placed, in what jobs, or for what duration.

Programs Supporting Youth Leadership and Participation for All Youth

Kabataan (Youth) 2000

During President Ramos' administration, the Kabataan (Youth) 2000 program was established as a year-round youth work program of the government to encourage high school and college students, vocational students, and out-of-school youth to engage in constructive and productive activities for the entire year. The program seeks to channel the energies of youth toward activities that contribute to nation-building, and this program has been given priority by each successive presidential administration. Specifically, the program has several goals.

- Instill among the youth a sense of awareness and full participation in environmental and natural resources development programs.
- Instill a greater sense of nationalism, spirit of nationhood and unity, and a better understanding and appreciation of the natural heritage.
- Provide regular short-term employment opportunities for the youth to support career advancement.
- Promote discipline, hard work, community service, teamwork, volunteerism, and the bayanihan (cooperative) spirit through constructive and productive undertakings.
- Provide training and financial assistance to the youth to support their educational and career development needs.

National government agencies, government-owned corporations, local government units, the Sangguniang Kabataan (Local Youth Council), and private sector all contribute to program implementation.

Training for Rural Economic Empowerment (TREE)

TREE is a project funded by the U.S. Department of Labor and implemented by the International Labour Organization (ILO), addressing the needs of local economies in post-conflict and poor areas of Mindanao.

TREE operates in five provinces and one city in ARMM, supervised by the Skills and Employability Department of ILO with the headquarters in Davao City. Pakistan is the other location for the TREE project. The target groups are the "rural poor, specifically, women, disenfranchised male youth, and persons with disabilities." The OSY are part of the "disenfranchised male youth," but they are not a specific target, because they comprise more than the rural poor. The disenfranchised category includes skilled and unskilled, educated and uneducated, who are unable to gain employment. TREE addresses primarily concerns of the poor rural society.

- Economic: Provide rural workers with skills needed to increase incomes and productivity to improve living conditions.
- Political: Provide community population with opportunities to contribute to and benefit from collective action, and help develop their own communities.

- Social: Provide individuals with help to increase their ability to deal effectively with social problems in the environment where they live and work.

The project provides technical and advisory services to its partners in the following fields:

- Providing needs-based skills and entrepreneurial training
- Organizing the trainee-beneficiaries into small corporate community groups, training them in leadership, group management, and other techniques
- Helping the community groups to establish and manage their own funds to finance their small-scale enterprises
- Helping the community groups and individual beneficiaries to mainstream their resources into local economic development programs and into the formal economy

For its part, ILO is involved in capacity building, setting up a national TREE program, providing technical experts, and in assisting in generating donor funding.

As of the mid-term evaluation (completed in January, 2005), TREE trained 514 out of a target of 1,220 beneficiaries, with a 98 percent passing rate and an 80 percent “engagement in economic activities”—including employment and small-scale entrepreneurship—resulting in an average increase in family income of 28 percent. TREE created and organized 15 “corporate community groups” to engage in small-scale, income-generating businesses in accordance with Islamic law. TREE also successively transferred its methodology to these institutional partners. However, the report expressed a concern on financial sustainability: “The project partners . . . access to the financial resources needed to carry on project activities is uncertain, and thus, the sustainability of many project activities is unlikely.”

Analysis

The successful design and implementation of a comprehensive livelihood development program for OSY in ARMM will have to balance between two efforts: (1) to draw on existing effective practices within the already-developed OSY serving basic education and vocational training sectors, and (2) simultaneously to look for strategic investments that foster and promote the program’s core elements:

- The more comprehensive coordination and integration of existing programs such as those described above, so that their services are both more accessible and more relevant to OSY in ARMM. This might be achieved via the fostering of an ARMM-wide alliance of youth livelihood projects that can work together to maximize the effectiveness of various investments by donors and to ensure that all key stakeholders are contributing effectively to OSYs’ acquisition of flexible and dynamic sustainable livelihood assets and capabilities.
- The focused investment in enhancing the capacity of lead organizations to design, develop, and deliver livelihood development services that reach and respond to the most marginalized groups of OSY in the ARMM. This might be achieved via the creation of a consortium of providers and/or a shared capacity-development umbrella organization; both of these could look to articulate standards of effective practice and set benchmarks for efficiency in resource use.

- The involvement of youth and community leaders in the design and development of new market-driven livelihood development offerings, offerings that understand the day-to-day economic realities and the longer-term development needs and aspirations of OSY and their families. Much has been done in the micro-finance community to develop demand-driven (rather than supply-driven) services and products for poor adult clients, and this pioneering work should be reflected in the design of new services for OSY.
- Renewed efforts to provide innovative and responsive basic education services to harder to reach populations of OSY, especially those already engaged in subsistence activities in the informal sector, and to link these to market-driven vocational training and apprenticeship/work placement opportunities. This work should also focus on the development of scalable program delivery models that can reach a significant percentage of the OSY population.

While other funders will continue to support new and existing building blocks for such a comprehensive livelihood development initiative for OSY in ARMM, this appraisal team believes that USAID is uniquely placed to play the role of catalyst and strategic investor in across all six cross cutting elements described above.

SECTION V: SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS FOR PROGRAM OPTIONS

This section highlights key assessment recommendations, identifies additional findings and recommendations, and describes a series of program options for USAID and its partner organizations to consider.

Targeting Education and Training to Mindanao/ARMM youth

Many youth in ARMM fail to complete primary school or drop out once primary school is completed. These youth primarily drop out for economic reasons, namely, the need to earn a living and to help support their family. A second factor explaining these high dropout rates is the poor quality of the basic education they received (many through madaris or religious schools). The current basic education does not adequately prepare them either for livelihoods or to succeed at the secondary school level. Although helping out-of-school, unemployed youth gain employment should remain an ultimate goal, most OSYs are in great need of further education and training before they can become productive members of the workforce.

The number of jobs in ARMM is limited, and the large population of unemployed or underemployed high school and college graduates allow employers to hire those with at least a high school diploma and training in relevant skills for all levels of jobs. Out-of-school youth are excluded from the job market due to their lower levels of education and training. Relevant education and training, therefore, would be a strong first step toward improving the standing of these youth in the labor pool.

The benefits of providing skills-training and education to OSY are widespread; they reach the youth cohorts targeted by each program, the employers in the industry, local communities and families, of the youth. These benefits are highlighted through the work of NGOs training Filipino youth (e.g. the Consuelo Foundation in Mindanao and the ERDA Foundation in Manila). These organizations have long and successful records of building the capacity of youth in partnership with employers. Through completing programs run by such NGOs, many youth have earned a high school diploma, a skills competency certificate, and a job from the participating employers.

In formal education, relevant training can be provided through a well-run technology and livelihood skills (TLE) program. To be most effective, the teacher of this program should be connected to local industry. TLE does not add to the cost of education, as it is incorporated into high schools. The recent promulgation of the Philippines National Qualifications Framework (PNQF), approved by DepED, TESDA, and CHED in April 2005, strengthens the offering of TLE and opens opportunities for cooperation in terms of resource-sharing of faculty and facilities between DepED and TESDA that will benefit the youth.

Unfortunately, the DepED and TESDA are yet to meet to operationalize the PNQF. TESDA Deputy General Milagros Hernandez confirms the effectiveness of the PNQF, but at the same expresses concern about the next steps. Technical assistance may be offered to help DepED and TESDA complete the PNQF and design a roadmap for its implementation.

TESDA also offers relevant training for youth through public TESDA providers or TESDA-accredited private TVET providers. An institutional arrangement between DepED and TESDA to enable the TESDA graduate to earn a high school diploma together with a TESDA certificate of skills competency would

greatly benefit the youth. TESDA training at public institutions is free to students. Private institutions charge a nominal fee. What is expensive with TVET training, however, is not the tuition fee but the cost of consumables needed for the training. A system of scholarships, subsidies, and/or incentives for TVET students should be provided. The government offers a limited study-now-pay-later scheme, but this is available only for degree programs. A similar system would greatly benefit TVET students.

Out-of-school, unemployed youth in ARMM are not a monolithic cohort; they need to be disaggregated according to key demographic criteria in order to fully assess and meet their needs

The employment and related education and training needs of out-of-school, unemployed youth in ARMM vary depending on key demographic characteristics such as whether youth are rural- or urban-based, younger (15–19 years) or older (20–24 years), primary school leavers or secondary school graduates, boys or girls, etc. Table 11, an extension of Table 5 in the report, repeats the ways in which the cohort of OSYs can be segmented in terms of needs and program options. The final column in the table adds interventions in the Philippines addressing each cohort’s program focus, at least in part.

Table 11. Program Options, and Current Interventions for Select Groups of Out-of-School Youth

Major Demographic Categories of OSY	Estimated percent of Category	Program Focus	Interventions Addressing Program Focus
1. Younger (15–18)	60%	Master core basic education competencies Complete secondary school education by re-entering formal system or receiving alternate non-formal certification Career counseling	Don Bosco Manpower Training Department TESDA
2. Older (19-24)	40%	Gain alternative certification for primary/secondary school Master employability skills and vocational/technical skills Gain access to livelihood job/or service learning opportunities	GEM-2/SWIFT-ELAP Don Bosco Manpower Training Department TESDA Non-Formal Education A&E
3. Lacking Literacy Competency	70%	Master core basic education competencies Gain alternative certification for primary or secondary schools Career counseling Access to livelihood job/ service learning opportunities	TESDA Non-Formal Education A&E TVET BEAM II (AusAID) Philippines Out-of-School Children and Youth Development Project
4. Literate	30%	Gain employability skills Master vocational/training skill competencies Career counseling	TESDA Non-Formal Education A&E TVET BEAM II (AusAID) Philippines Out-of-School Children and Youth Development Project
5. Boys	50%	Entrepreneurship training and access to micro-finance Life skills, employability skills, peace education Career counseling Youth leadership	GEM-2/SWIFT-ELAP Kabataan Sala'am Peace Corp Project
6. Girls	50%	Entrepreneurship training Skills-training for domestic or crafts industries or work in SMEs Life skills, employability skills, peace education Career counseling Youth leadership	TESDA Women's Center Kabataan Sala'am Peace Corp Project
7. Rural	80%	Skills-training for traditional occupations, such as agriculture, fisheries, and forestry Entrepreneurship training and access to micro-finance	Training for Rural Economic Empowerment (TREE) GEM-2/SWIFT-ELAP
8. Urban	20%	Skills-training for urban service industries and IT Career counseling Entrepreneurship training and access to micro-finance	Cisco Networking Academy with ERDA TECH TESDA Women's Center
9. Overseas Foreign Workers	N/A	Skills-training for contract labor occupations Awareness raising regarding anti-trafficking and child labor issues	POEA Public Employment Service Office (PESO) in Davao City
10. Ex-combatants	N/A	Alternative certification programs Life skills, employability skills, peace education Career counseling Youth leadership	GEM-2/SWIFT-ELAP Kabataan Sala'am Peace Corp Project

Training Strategies

Based on the youth employment and education situations in Mindanao/ARMM, three of the most viable strategies for preparing youth for employment share a call for the provision of education and training in the areas of livelihood and business skills and basic education. Only the specific technical skills needed (such as IT) differ by strategy.

It must be noted, however, that education and training are not always sufficient for placing youth in jobs or advancing their careers. Even with education and training, youth often will not immediately get the jobs given the oversupply of more educated and more qualified manpower in the region. Education and training must be conducted with the participation of prospective employers—especially those with the Philippine Business for Social Progress (PBSP) and others with social corporate responsibility—who will accept the youth graduates into their workforce.

The three most viable education and training strategies are discussed in the following sections.

Provide youth with access to relevant education and livelihood skills-training

The youth in Mindanao still end up in agriculture and fisheries, but at low wages, low security, and low mobility, with few options for advancement. Focus group participants expressed some degree of desperation over this reality. They look for overseas jobs in the Middle East and see hope coming not from the national government, but from the Middle East Muslim countries. The strengthening of vocational education training in ARMM's agriculture and fisheries industries could lead to the promotion of the status of these occupations as well as the improvement of the conditions of the youth engaged in these areas, by increasing their chances of higher wages, more stability, and promotion.

GEM-2 offers a way to look at education and livelihood skills-training for youth in agriculture and fisheries. According to USAID's SWIFT-ELAP evaluations, participants stated to evaluators that the program was able to penetrate areas that no other program had reached. This means SWIFT-ELAP can offer experience and lessons to be learned about outreach and recruitment to training and livelihood programs. Participants stated they would have "gone back to the mountains" if the program did not exist. In the case of SWIFT-ELAP, appropriate and focused program participant targeting and retention enabled the target group to hope that there was a longer-term solution to the problem of poverty and isolation.

In addition, GEM-2 evaluations found that location of training at the grassroots level can sometimes be more important than the content of training itself. This suggests that general livelihood and education skills-training may be effective instructional tools available to OSY. The GEM-2 evaluation findings and lessons also indicate that, because of the importance program participants gave to learning, peer-to-peer learning could be capitalized upon with delivery through informal community settings that build on the knowledge that learners and their family members already possess. Program interventions that involve the whole family, including women, and—particularly in Muslim communities—that improve the literacy and numeracy levels of women, will better sustain males enrolled in entrepreneurial and skills development programs.

Good annual agricultural production is essential not only to ensure food security but also to guarantee livelihoods for households (with a large proportion of the population) who work in the agricultural sector in Mindanao, and ARMM in particular. While these program principles do not assure jobs for OSY at higher-paying jobs with greater potential for advancement, promotion, and higher wages, they do indeed improve the chances of OSY to contribute to higher agricultural productivity for the region and, as we have seen from SWIFT-ELAP/GEM-2, for themselves and their families as well.

Provide youth with education and training for the growing service sector in greater Mindanao

To prepare youth for the growing number of employment opportunities in the hotel and tourism industries, the hotel and allied businesses offer training opportunities that include the preparation of halal foods. There is a Mindanao master plan for this, but no large-scale implementation is underway at this time. Together with the Department of Tourism, it will help to have the Department of Education, CHED, and TESDA discuss potentials and possibilities. The hotel and tourism business offers enormous chances for jobs for youth.

One example demonstrating a trend in education and training to help move youth into a growing service sector exists in General Santos City in greater Mindanao. The Mayor of the city recently signed a memorandum of understanding with Convergys Corporation, a Cebu-based call center, for a youth scholarship program. Local government subsidizes deserving student scholars through the study-now-pay-later scheme while Convergys provides employment to qualified graduates as call-center agents and for other jobs in information communication technology. The Mayor believes this is one step in making GenSan part of the country's "Cyber Service Corridor," by developing English proficiency of its citizens.

Capitalizing on local initiative and the commitment of elected officials in ARMM can bring numerous resources together to better serve OSY. In the case of GenSan, the Department of Trade and Industry (DTI) and DOLE assist in the pre-qualification and screening of applicants; they can do so if charged with a population of OSY for any targeted sector or industry. Also, regional directors of national units can be helpful: in GenSan, DTI coordinates with CHED and TESDA to provide teacher training for the Convergys model.

In addition to the GenSan model, the APEX Program, operating in urban and rural areas of Mindanao, offers lessons for improving the job and livelihood prospects of OSY. APEX provides basic workplace and entrepreneurial education and training to youth, in partnership with business and industry. The school principal is the APEX program convener in an area and is thus responsible for gaining the interest of employers and community members who can contribute to private sector partnership building. One of the components to be better-understood if APEX is adapted for OSY in ARMM is the convener's role and his/her responsibilities related to employer and industry involvement. Our experience is that a position dedicated to and held accountable for marketing to employers and gaining their support in developing and reviewing curriculum, as well as offering apprenticeships to youth, is necessary for program success. The Don Bosco Manpower Development Institute model (described later) has experienced success with employers through targeted recruitment of employers who contribute to equipment, curriculum, and student placement.

TREE is another model in this area. It was designed to build capacity of local and community partners for individuals in rural areas. The program seeks economic empowerment for individuals through skills-training for enterprise development, self-employment, and income-generation in the non-farm sector. It has not worked effectively with the private sector except as a supporter of enterprise projects for training participants. Program administrators of DOLE adhere to the principle that sound methodology must be worked out and tested before the private sector is engaged. DOLE has reached the stage at which it is prepared to partner with the private sector and believes it can provide assurance of success and sustainability to employers.

Provide youth with key services that they need to emigrate to other urban areas and overseas

Emigration to urban centers outside of Mindanao and outside of the Philippines allows ARMM youth to send remittances back to their families, thereby improving the family income and standard of living. Remittances to the Philippines as a whole are among the highest in the world. The standardization of

skills certifications would facilitate the emigration of ARMM youth, as their skills and competencies would be universally recognized, improving their standing among the global workforce. Remedial education, skills training, and career counseling are essential components of this programming to out-of-school youth.

The Overseas Filipino Worker sector is the fastest growing labor-hiring sector of the Philippine economy; according to 2002 statistics, only 12 percent of OFWs are between the ages of 15 and 24. This statistic ties in with the anecdotal evidence that OFWs are over-skilled and underpaid (e.g., teachers working as maids, and doctors as nurses) and are therefore unlikely to be young, much less OSY. In the ARMM, the records show only 15,000 persons of all ages (15 and over) worked as OFWs, which implies a lack of skilled laborers in that sector.

On the other hand, the Philippine government is experimenting with ways to move unskilled Filipino workers into overseas markets. The POEA expressed its willingness to allow unskilled OFWs from depressed areas in the country to work as domestics. The DOLE Secretary noted that the Public Employment Service Office (PESO) was working with the municipal government of a depressed community in Davao Oriental for a “fly now, pay later” to send residents to the Middle East. Box 4 includes more information on youth emigration.

From Training to Employment

The Assessment Team recommends building a public/private alliance model in Mindanao to address the gap between building the capacity of youth and placing them in jobs. Even with appropriate skills, youth, especially Muslim youth, find it very difficult to get jobs without an institutional program to assist them. Several organizations could contribute to a regional alliance model: the PBSP, the MBC, the Consuelo Foundation, the Meralco Foundation, regional offices of TESDA and the Department of Labor and Employment, and the Department of Education.

Additional Recommendations and Findings

There is no single “magic bullet” that will improve the job situation for the youth of Mindanao/ARMM given the current economic situation. There is hope in the efforts by USAID and other NGOs (see Section IV of this report), but none of the individual projects by themselves appear to be scalable; how many cell phone repair-shops, beauticians, seaweed farmers, etc. will be needed to make a significant impact on the unemployment problem? This report outlines the issues and possible program options which, when taken together, will have an impact on the problem.

National and local trends constrain the ability of out-of-school youth in ARMM to get jobs

At the national level, we see a trend toward growth without new employment generation, together with a growing abundance of well-educated job seekers. The overall economic growth rate in the Philippines was 6.1 percent in 2004. This growth generated approximately 977,000 new jobs. There were, however, 1,298,000 new entrants to the job pool in the same year. This means that the number of unemployed Filipinos climbed by an additional 312,000. Section II of this report includes further details on labor market trends.

At the local level in ARMM, notable trends include the lack of investment, the general instability that has resulted from the insurgencies, and the tendency to give fathers and older siblings priority for access to available jobs.

Out-of-school unemployed female youth face distinct challenges in ARMM, and livelihood development should be tailored to their day-to-day reality

Girl-friendly livelihood development initiatives in other countries (including those with majority Muslim populations such as Egypt, the West Bank, and Bangladesh) have understood the social and cultural factors at play in girls' lives. The recently published "Building Assets for Safe Productive Lives: A Report on a Workshop on Adolescent Girls' Livelihoods" (Population Council, 2004) outlines effective approaches to ensure that young women have access to livelihood development opportunities, as they frequently carry key responsibilities in household economies and in the raising of their own children.

Muslim OSYs face a unique set of challenges in entering the workforce

Muslim youth often have no choice but to attend madaris, as these Islamic schools are frequently the only schools serving poor communities. Students from madaris often lack foundational skills in basic subjects, including the English and Filipino languages, which are the languages of secondary school curricula in the Philippines. These youth, who are unable to enter secondary school, face fewer job prospects and, therefore, limited options for improving their social and economic status. In addition, those interviewed by the Assessment Team spoke openly about discrimination of Christians against Muslim youth.

It is imperative that the Muslim youth be assisted with improving their self-esteem and their self-confidence. These youth are losing faith even in themselves. A leadership institute for the Muslim youth would address this challenge. An ongoing initiative in this area is led by SEAMEO INNOTECH and the East-West Center of the University of Hawaii. A group of 5 Muslim leaders were sent to Hawaii for a four-week program in September of 2004. A cohort of 20 received training in February 2006. The foundation of this program is the belief that a Muslim youth leader can do a great deal to help a fellow Muslim youth regain faith and hope in a system that has failed him/her and his/her family.

In addition, when hiring Muslim employees, Muslim business leaders are most likely to hire the father of a family due to the cultural value placed upon the father as the provider for the family. This hiring hierarchy excludes the OSY.

Good descriptive data on out-of-school youth in ARMM are scarce

As part of this assessment, an effort was made to collect existing data on the status of out-of-school youth in ARMM. There are some current national level data on the educational status of OSYs in ARMM and their participation in the formal economy, but a dearth of regional provincial level data on these same topics. There also is a dearth of good ethnographic information about the lives and lifestyles of OSYs and the challenges they face in making their way in life. EDC is not alone in making these observations; leading Philippine research institutions, such as the Alternative Forum for Research in Mindanao and the World Bank, also noted the paucity of quality, reliable development data about the region.

The best place for many OSYs to gain employment is at the community level and in the non-formal economy

Given the close-knit family nature of life in much of ARMM, youths tend to become a part of family enterprises or, perhaps, to start their own small businesses within their home communities. Planned job-related education and training programs should recognize this dynamic and provide programs that are accessible at the local level and relevant to community-based employment options for OSYs.

The field of entrepreneurship is a difficult one for out-of-school youth themselves to enter, as the micro-finance industry has hurdles these youth cannot overcome easily. The credit application criteria usually substitutes prior experience for collateral. Micro-finance institutions are often hesitant to fund the potential failure of a would-be OSY entrepreneur. The opportunities offered to OSYs through micro-

finance are instead through participation in family businesses run by parents who are entrepreneurs. For more on entrepreneurship opportunities and challenges, see Labor Market Demand in Section III.

Community-based jobs are another option, but municipalities tend to give odd jobs to older applicants, who are more likely to be registered voters. The pay for these jobs is a daily stipend, varying according to the wealth of the municipality. These stipends are generally only 40 to 45 percent of the minimum wage, and corruption may further reduce the take-home pay.

Incentives persist for ARMM youth to join a local insurgent group

In interviews conducted by the ILO, many Muslim youth in Mindanao indicated that soldiering is a better option than a life full of poverty, abuse, and government neglect. They are enticed to join a local insurgent band by the promise of a signing bonus (Pesos 300–500) and a gun, which often is viewed as a symbol of prestige (ILO, 2003).

OSYs have little sense of national or even provincial level identity

From what can be observed, most OSYs derive their sense of identity, first, from their membership in family and clan; second from their culture and religion; and, for some, from their membership in a local insurgent movement. However, few OSYs identify with or see themselves as members of civil society at the national, provincial, or even regional level. This lack of civic engagement is an important issue in whatever education and training programs are developed for OSYs in ARMM. In addition to gaining access to livelihood and jobs, alienated OSYs in ARMM need to become more connected to civil society if ARMM is to break out of the pattern of disaffection and conflict that has plagued this area. This is an opportunity for developing positive leadership skills among youth as replacements for the sense of belonging that insurgent groups provide youth struggling with identity.

Comprehensive Strategic Option

Develop a targeted workforce development strategy for OSY/ARMM, supported by a public/private sector partnership

The Filipino youth, especially the Muslim Filipino youth, will find employment for 21st century jobs and/or obtain opportunities for rewarding entrepreneurial ventures in Mindanao or elsewhere in the Philippines *only if a purposeful workforce development design is set in place for them*. National labor and employment statistics studies show that the available jobs or business prospects will be obtained not by the out-of-school youth (OSY)—especially the Muslim OSYs—but by the scores of unemployed and underemployed among high school or college graduates.

An affirmative action to prepare the Muslim Filipino youth for 21st century jobs through a grand alliance of public-private partnership among government organizations, non-governmental organizations, international and regional development organizations, the academic communities, local community leaders, and civil society will be workable and worthwhile.

What is needed is an employment selection and placement program that aggressively engages Muslim youth. The same is true for entrepreneurial opportunities. The Muslim youth with appropriate business skills and acumen, but with no resources or seed money, often end up with a lot of frustration and even anger at the state of their personal circumstances.

A purposeful workforce development plan for the Muslim youth will be helpful. Such a plan may consider the following program components:

- An alternative learning system to provide basic functional competencies equivalent/comparable to a high school certificate that is integrated into a focused technical-vocational education and training program to acquire TESDA-certified basic workplace competencies. This alternative learning system can use service learning and other non-formal education components to develop foundational livelihood assets and capabilities among marginalized groups and to motivate and prepare youth for entry into continuing education and livelihood development pathways.
- A pre-arranged opportunity for employment with participating business firms in Mindanao through public-private partnerships or for an initial exposure into the world of work via apprenticeships, work placements, or internships.
- A supervised facility for micro-finance services (including savings, credit, and business development services) to be made available to youth entrepreneurs for small-scale business ventures.
- A personal enhancement program to develop self-esteem, self-confidence, communication skills, leadership, teamwork, and sense of nationalism, as well as an understanding of peace and respect for cultural diversity, not only among the Muslims but also among the non-Muslims in Mindanao.
- A leadership program for outstanding Muslim youth who can provide continuity and sustainability for programs, projects, and other initiatives.
- An active strategy to engage and equip supportive adults (at the household and community level) for ongoing career guidance and livelihood coaching roles.

In the area of workplace development for the Muslim youth in Mindanao, there is yet no grand alliance. Potential alliance partners include corporate members of the PBSP, the MBC, and other civil organizations, such as the Consuelo Foundation and the Ayala Foundation. The challenge is getting the individual partners organized as a grand alliance of talent, expertise, manpower, capital and intellectual resource. USAID could play a leadership role in helping to develop such an alliance, perhaps through the Global Development Alliance mechanism.

Education and Training Options

Strengthen efforts to provide access to quality basic education to children in ARMM; prevent those enrolled from dropping out, and increase student completion rates for both primary and secondary school

Lack of sufficient and/or relevant education and training is perhaps the most severe constraint to the development of youth in ARMM. This assessment identified ARMM as having the highest primary school dropout rate in the Philippines (24.3 percent). Many of those who drop out of primary school do so to meet immediate economic pressures and then either become unemployed or return to traditional family occupations, where they are in poor position to make value-added contributions or to access broader livelihood development and civic engagement opportunities.

In addition, many young people who complete primary school fail to continue on to secondary school or, if they do continue, fail to complete schooling at the secondary school level. Given the preponderance of secondary school graduates looking for work, their low education status puts ARMM youth at a competitive disadvantage on the job market.

Therefore, we recommend that existing efforts to strengthen basic education quality in ARMM be enhanced, and that new programs, if appropriate, be initiated. Existing basic education programs described in this document include the USAID sponsored EQuALLs Project, the Australian BEAMS II project, and more. Many existing basic education projects in ARMM provide excellent services, but they reach relatively small numbers of students. Coverage rates for these programs should be increased, which may entail the training of additional staff and the provision of extra material resources.

Local government and school authorities should also explore ways of reducing or eliminating school fees. Fees for school supplies and materials were given as the main reason for student dropout by youth participating in the assessment team focus groups.

In addition, the development of new initiatives to support ARMM students at the secondary school level is recommended. For example, secondary schools with a preponderance of ARMM students may want to consider adding transitional English language programs, student mentoring programs, and counseling services.

Strengthen efforts to enroll OSYs in non-formal accreditation programs

Muslim youth from ARMM who have dropped out may lack the ability, knowledge, or skills to return to school. Given the preponderance of youth in ARMM who do drop out, greater efforts should be made to enroll as many of them as possible in DepED's Nonformal Education Accreditation and Equivalency (NFE A&E) Program. This program, described earlier, gives accreditation at three levels—basic literacy, primary school, and secondary school. At present, providers of NFE A&E are working in ARMM, such as the Consuelo Foundation and the Meralco Foundation, but their coverage rates are low and need to be expanded (or additional service providers identified). USAID missions in countries as diverse as Jamaica, Honduras, and the West Bank have made effective investments in improving the accessibility and expanding the reach of alternative pathways to basic education accreditation for out-of-school youth; they have done so by emphasizing the importance of teacher training in non-formal education pedagogies, by developing relevant and engaging curricular materials targeting OSY populations, and by blending pre-vocational and life skills-training into traditional literacy and numeracy programs.

Another accreditation option worth exploring for out-of-school youth in ARMM is through TESDA. TESDA has several offices in ARMM, where it is trying to upgrade the quality of technical vocational skills-training. An interesting development is TESDA's willingness to explore institutional arrangements with DepED so that a TESDA graduate may be issued a DepED high school certificate at the same time that he/she receives a TESDA skills certification diploma. A working/implementing agreement between DepED and TESDA to incorporate DepED's basic functional competency requirements with TESDA's basic TVET competency requirements is worth exploring, possibly through a pilot initiative for youth in ARMM.

Establish more effective career counseling and guidance programs for OSYs in ARMM

Youth in ARMM are generally cut off from information about job and development opportunities in their own region, country, and beyond. Regardless of whether young people are in school, employed, or out-of-school and unemployed, they generally lack access to knowledge and guidance that will help them utilize their talents and resources. Therefore, the Assessment Team recommends the training and deployment of career counselors/livelihood coaches who can help mentor youth in ARMM. Such guidance counselors could include primary or secondary school teachers or interested community members and business people. Training could be done by the government or by a local NGO, and deployment would include placing counselors in government schools, madaris, and local community organizations. Young people themselves are often best-placed to identify supportive adults already present in their community and to

describe the qualities and skills they bring to effective youth adult partnerships in the area of livelihood development. Researches in countries such as Colombia, Tajikistan, and Bolivia have shown the significant impact a wide range of youth serving professionals and community leaders can have, if they are provided capacity-building in the areas of basic counseling skills (such as active listening and appreciative inquiry), enterprising life skills development (such as positive risk taking, consequential thinking, and problem solving/mediation skills) and an “accompaniment” approach to supportive but not overly directive livelihood coaching.

Strengthen vocational education training (both formal and non-formal) related to agriculture, fisheries, forestry, and other traditional occupations

More than 40 percent of youth in ARMM are engaged in traditional occupations such as agriculture, fisheries, and forestry. These occupations form the backbone of the present ARMM economy; yet very little investment is going into the traditional sectors to make them more efficient. Vocational/technical education programs for ARMM youth working in traditional occupational sectors could enable youth to provide value added to their work and enhance the productivity of these sectors. Such training would also help promote the status of traditional occupations and help stem the migration of youth to Metro Manila and abroad.

Strengthen vocational training for Muslim youth who emigrate to Marawi City, Metro Manila, and other urban centers

Increasing numbers of youth from ARMM are migrating to urban centers in the Philippines. Many arrive with little formal education and few skills. As part of an effort to engage these newly arrived immigrants in the local economy and culture of the greater Philippines, the Assessment Team recommends strengthening efforts to provide ARMM emigrants with access to relevant vocational and technical education and training. Such training might cover basic employability skills for the service industry, domestic occupational skills, and IT skills.

Strengthen efforts to provide OSYs with access to entrepreneurship training and micro-finance services (including savings, credit, and business development services)

Expanded entrepreneurship training for youth is a recommended option, given the widespread prevalence of small-scale entrepreneurs in ARMM and the expressed interest in entrepreneurship, especially among young males in ARMM. However, we know from experience in other countries that training people in entrepreneurship without also providing them with access to a range of micro-finance services frequently limits the impact of the training. Such services can follow a traditional micro-finance service provider model and offer youth savings, credit, and business development products to draw on. Recent research indicates that helping youth to mobilize savings from informal activities while providing them with business planning/marketing and product development services can be more effective than simply extending them credit (which is often a risky product for them and their families because of high rates of initial business failure). Youth have also expressed doubts about the utility of stand-alone “entrepreneurship training” that is not linked to hands-on practice, as it is often too theoretical and taught by traditional chalk-and-talk methodologies. There are also a growing number of groups developing what they call Entry Finance services for youth that focus on learning loans (often done on a peer lending group model), enterprise immersion grants (as part of entrepreneurship training courses), and the establishment of peer support circles for self-employed youth.

Micro-finance and entry finance services are currently being offered by a range of different strategic partnerships between traditional micro-finance providers and youth-serving organizations, both of which bring essential skills to the table in the design and delivery of new products developed to respond to the market demand of young clients. The Assessment Team recommends the establishment of a small-scale revolving micro-finance facility that could be accessed by youth in ARMM and managed by a partnership

of existing micro-finance providers and youth-serving organizations. Lessons learned from other countries show that this kind of intervention can make a significant difference in the ability of young people to move from survivalist informal activities (driven by necessity rather than affinity) to more dynamic and sustainable self-employment activities that can support young people's pursuit of a range of ongoing livelihood pathways—from a long-term involvement in small business, to a return to schooling and/or entry into formal employment (all made possible by income from self employment). Indeed, the issue for many young people is not how to grow their informal economic activities, but rather how to make them more efficient so that time freed up, and consistent income earned, can be used for continuing education or vocational skills development. For many youth a self-employment phase is a stepping-stone to other livelihood options rather than a permanent survival strategy, and the Assessment Team sees the potential of this kind of approach in ARMM.

Develop more effective educational programs for OSYs/ARMM that focus on essential life skills and employability skills

This can be considered as a stand-alone option or as one that can be integrated into some of the other suggestions that are being put forward. Such a program would address the developmental needs of OSYs for greater self-esteem, self-confidence, communications and leadership skills, teamwork, sense of nationalism, and sense of peace and respect for the cultural diversity of the region and of the Philippines as a whole.

Economic and Business Policy Options

Promote business policies and practices that lead to the creation of job opportunities for out-of-school youth

Donor agencies and the Government of the Philippines should consider working more closely with the regional and local government and the private sector on Mindanao and ARMM job-creation policies and programs. Such policies and programs would include the following: developing ample infrastructure and facilities to attract more private investment; enhancing opportunities and access to markets for the Muslim business community; providing training to assist Muslim business people in mainstreaming their products and services; supporting efforts of the Islamic banking sector to provide more open access to credit for Muslim businesses; providing incentives for corporate social responsibility programs that promote peace-building; and strengthening the development orientation and function of the ARMM legislative assembly.

Support infrastructure investment programs in ARMM that link new construction and development efforts to the employment of out of school unemployed youth

The new Government Medium Term Development Plan calls for increased investment in infrastructure development projects in ARMM (and elsewhere throughout the country). However, the Government's plan has not been fully implemented, due to a shortage of matching donor support. It could be fruitful if USAID and/or other donors offered matching funds to support the implementation of infrastructure efforts in ARMM, particularly if donor support were contingent upon the creation of infrastructure project jobs for OSYs. Such short-term income-generating employment can be teamed with parallel vocational training, basic education, and micro-finance offerings (especially savings), as this is an effective way for youth to use the temporary work platform as a launching pad for ongoing self-employment/continuing education pathways. This wrap-around approach to youth livelihood development has been piloted elsewhere with considerable success; young people have shown a consistent motivation to use short-term employment as a catalyst for the longer-term development of sustainable livelihood assets and capabilities.

Out-of-the-Box Option

Develop a youth community service program for OSYs in ARMM and other parts of Mindanao

This is perhaps a somewhat out-of-the-box option, but one that merits some consideration. Many young people in conflict-ridden ARMM and Mindanao have grown up in a highly charged and restricted environment. Many lack a sense of identity with their country as a whole and any experience with civic engagement outside of their own community and culture. Therefore, it may be appropriate to initiate a community service or service-learning program that would engage OSYs in working with other youth (Muslim and non-Muslim) in activities that contribute to the development of civil society in their region. Such activities could cover the areas of environmental protection, education, and health, or even helping to organize local elections. This program could be modeled on successful community service programs elsewhere in the world, including both domestic US examples such as YouthBuild and City Year, and international pilots such as South Africa's new national youth service program run by the UmsobomvuTrust. It is well-documented that carefully designed and professionally executed service-learning initiatives are among the most cost-effective and efficient ways to help marginalized populations of OSYs (such as those in the ARMM) to develop the foundational, sustainable livelihood assets (human, social, and financial) and capabilities (personal responsibility, teamwork, initiative, and positive risk taking) that are essential to preparing youth (in terms of motivation, resiliency, and core capacity) for success in ongoing continuing education, vocational training, and livelihood development programming. Such a service-learning initiative could be implemented through a public/private sector partnership of interested agencies and can draw on excellent models piloted by USAID missions in other world regions. The initiative can be viewed as an investment in youth and also in the building of civil society in ARMM.

References

- Asia Foundation. (2004). *Conflict management program: Towards transforming conflicts into manageable disputes* (Semi-annual report to United States Agency for International Development July 1–December 31). San Francisco: Author.
- Asia Foundation. (2005). *Conflict management program: Towards transforming conflicts into manageable disputes* (Semi-annual report to United States Agency for International Development January 1–June 30). San Francisco: Author.
- Asian Development Bank. (2004). Philippines. *Country gender assessment*. Manila: Author.
- Burgess, R., & Haksar, V. (2005). *Migration and foreign remittances in the Philippines* (IMF Working Paper WP/05/111). Washington, DC: International Monetary Fund.
- Global Internally Displaced Persons Project. Profile of internal displacement: Philippines. Geneva: Norwegian Refugee Council. Retrieved September 23, 2005, from www.internal-displacement.org
- Go, S. P. (2002). The Philippines. In *Migration and the labour market in Asia: Recent trends and policies* (Chapter 10). Paris: Organisation for Economic Co-Operation and Development.
- Goovaerts, P., Gasser, M., & Inbal, A. B. (2005). *Demand-driven approaches to livelihood support in post war contexts* (Social Development Papers No. 29). Washington, DC: World Bank.
- Institute for Labor Studies, Department of Labor and Employment, Republic of the Philippines. (2002). *Technical –Vocational Education and Training (TVET) Survey: Author*.
- Johnson, T. R. (2001). *From arms to farms. Activity completion report* (Philippines Initiative—Emergency Livelihood Assistance Program [Mindanao, Philippines]). Bethesda, MD: Development Alternatives Inc.
- Lam, L. T. A. (2005). *Human resources development and poverty in the Philippines* (Discussion paper). Makati City, Philippines: Philippines Institute for Development Studies.
- National Conference Board. (2005). *Regional statistical update*. Manila, Philippines: Author.
- National Statistical Coordination Board. (2001). *Statistical series: Population, 2001*. Manila, Philippines: Author.
- National Youth Commission. (1998). *Philippine medium-term youth development plan 1999-2004*. Makati City, Philippines: Philippine Institute for Development Studies.
- NSO. See Philippines National Statistics Office.
- Population Council. (2005). *Building assets for safe productive lives: A report on a workshop on adolescent girls' livelihoods*. New York: Author.
- Philippines Department of Agriculture, Bureau of Agricultural Statistics. (2005, May). *Crops statistics of the Philippines, 1990–2004*. Quezon City, Philippines: Author.

- Philippines National Statistics Office. (1998). *Annual poverty indicator survey, 1998*. Manila, Philippines: Author.
- Philippines National Statistics Office. (2001). *Annual report of the 2001 Labour Force Surveys*. Manila, Philippines: Author.
- Philippines National Statistics Office. (2004, October). *Quarterly Labour Force Surveys*. Manila, Philippines: Author.
- Rood, S. (2005). *Forging sustainable peace in Mindanao: The role of civil society* (Policy Studies No. 17). Washington, DC: East-West Center.
- Social Weather Stations (SWS)-National Youth Commission. (2004) *National Youth Council Survey*. Quezon City, Philippines: Author.
- World Bank. (2005, September 8). *Philippines at a glance*. Washington, DC: Author.
- World Bank, East Asia and Pacific, Environment and Social Development Unit. (2003). *Social assessment of conflict-affected areas in Mindanao*. Washington, DC: Author.
- World Bank, Human Development Sector Department. (2003). *Out-of-school children and youth in the Philippines: Issues and opportunities* (Report No. 23132-PH). Washington, DC: Author.
- World Bank, International Bank for Reconstruction and Development, & International Finance Corporation. (2005). *Country assistance strategy for the Republic of the Philippines* (Report No. 32141). Washington, DC: World Bank.

Abbreviations and Acronyms

A&E	Accreditation and Equivalency
ACCESS	Accreditation and Equivalency Support Program for Out-of-School Children and Youth
ADB	Asian Development Bank
AFP	Armed Forces of the Philippines
ALS	Alternative Learning Systems
APEX	Applied Academics for Excellence
APIS	Annual Poverty Indicators Survey
ASCEND	Assistance for the Comprehensive Educational Development of Mindanao
ASEAN	Association of Southeast Asian Nations
ARMM	Autonomous Region of Muslim Mindanao
ASFP	ARMM Social Fund for Peace and Development
AYLD	Accompanied Youth Livelihood Development
BEAM II	Basic Education Assistance to Mindanao, Stage 2
BLE	Bureau of Local Employment
BPO	Business Process Outsourcing
CAFGU	Civilian Armed Forces Geographical Unit
CHED	Commission on Higher Education
CLC	Community Learning Center
DepED	Department of Education
DILG	Department of the Interior and Local Government
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ECE	Early Childhood Education
ELSA	Education and Livelihood Skills
EQuALLs	Education Quality and Access for Learning and Livelihood Skills
ERDA	Educational Research and Development Assistance Foundation
FLLED	Functional Literacy through Livelihood Enterprise Development
GEM-2	Growth with Equity in Mindanao Program
GOs	Governmental Organizations
GTZ	German Agency for Technical Cooperation
GWIT	Global Workforce in Transition project
HOME	Harnessing Opportunities for Muslim Education
ILO	International Labour Organization
JICA	Japan International Cooperation Agency
KFR	Kidnap-for-Ransom
LGU	Local Government Unit
LMIS	Labor Market Information System
MBC	Mindanao Business Council
MCC	Millennium Challenge Corporation
MFI	Micro-Finance Institution
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
NCR	National Capital Region
NEDA	National Economic Development Authority
NFE A & E	Non-Formal Education and Accreditation & Equivalency

NGO	Non-Governmental Organization
NPA	New People's Arm
NSCB	National Statistical Coordination Board
NSO	National Statistics Office
NYC	Philippines National Youth Commission
OCW	Overseas Contract Worker
OFW	Overseas Filipino Worker
OSY	Out-of-School youth
PBSP	Philippine Business for Social Progress
PDP	Philippine Development Plan
PEPT	Philippine Entrance Placement Test
PESO	Public Employment Service Office
PHP	Philippine Peso
PNQF	Philippine National Qualifications Framework
POEA	Philippine Overseas Employment Administration
RBEC	Revised Basic Education Curriculum
SMEDSEP	Small and Medium Enterprise Development for Sustainable Employment Program
SOP	Standard Operating Procedure
SWIFT-ELAP	Support with Implementing Fast Transition – Emergency Livelihood Assistance Program
TESDA	Technical Education and Skills Development Authority
TLE	Technology and Livelihood Skills
TREE	Training for Rural Economic Empowerment Project
TVET	Technical-Vocational Education and Training
UN	United Nations
USAID	United States Agency for International Development
WTO	World Trade Organization

Appendix A: Case Studies

This Appendix contains detailed case studies for both the labor market demand-side and the supply side (education and training). Some of these studies are based on the experience or reading of the EDC Assessment Team. Others are taken directly from literature in the field.

Demand-Side Case Studies

- 1. Business as an Instrument of Peace*
- 2. Connecting the Agricultural Sector Through Economic Governance Models*
- 3. Halal Industry in Mindanao: A Possible Entrepreneurial Venture*
- 4. Mindanao: Industry and the Environment*

Education and Training Case Studies

- 1. Selected TESDA Graduates*
- 2. The APEX Program*
- 3. GEM-2: Job Creation in Areas of Conflict*
- 4. INJAZ: Business and Entrepreneurial Skills Training for Youth*
- 5. KIAasia: The Community College Model in Thailand*
- 6. YouthBuild*
- 7. YRTEP: Education and Entrepreneurial Skills Training in Conflict-Affected Areas*

Demand-Side Case Study 1 – Business as an Instrument of Peace

EDC Assessment Team, December 2005

A case study was developed on La Frutera under the above sub-title. In the 1990s, the mayor of the eponymous town brought “law and order” to the town. Although the war-on-terror receives media attention, the longer-running problem in Muslim Mindanao is the tradition of blood feuds and the cycle of retaliation that, for example, resulted in the murder of the mayor’s brother and an unsuccessful attack on his father (the previous mayor). On the other hand, the network of clan loyalties and family relationships that form part of Muslim Mindanao offered some tangible benefits. Mayor Paglas was able to appeal to the Chairman of the MILF, Hashim Salamat, to set up a banana plantation in order to provide employment for ex-MILF fighters and to carry out the model of “peace through development.”

The following quote from the case provides “texture” to the situation in the area:

Ninety percent of the employees were hired from the communities though Christian plantation workers were initially brought in as trainers and supervisors, alongside former MILF combatants. . . . Alicia, one of the Christian trainers from the packing warehouse said: “Of course we were scared at first, but we trusted in God and in Toto Paglas . . .” Workers were still toting guns. . . . mostly out of habit, such that management was challenged to provide policies and practices that would bridge the gap not only between Muslims and Christians, but also between rebels and pacifists, and between men and women.

The Datu/mayor was able to attract foreign investors, first from a group already involved in plantations in (the largely Christian) Davao. Later, he also secured funds from Saudi Arabia, and La Frutera became a contracted supplier of Chiquita bananas. La Frutera has its share of problems, but it is (so far) a success story. The more important issue is whether it is possible to replicate the Paglas experience.

The Philippine Business for Social Progress, together with its international partner, the Prince of Wales International Business Leaders Forum, developed a program to promote “Business and Peace in Mindanao.”

The program will focus on the role that larger companies can play in transferring technology and business know-how to the Muslim areas, and in developing policies to promote tolerance and diversity in the workplace, building on many of the positive lessons that have been learned in the Datu Paglas experience. . . . In one small town, a combination of visionary local leaders and far-sighted investors have succeeded in breaking down the vicious cycle of poverty and violence which still characterizes so much of Muslim Mindanao.

To conclude, it appears that a hierarchy of needs must be resolved in order to employ the OSY in Mindanao. Peace and order might bring in more investments that might improve employment in stages and reduce migration, increasing growth to the point where the OSY might be employed or brought back either to school or to TVET programs once the families are no longer are more financially secure.

Demand-Side Case Study 2 – Connecting the Agricultural Sector through Electronic Governance Models

By Vikas Nath Founder, DigitalGovernance.org and KnowNet.org Initiative Inlaks Scholar (2000-2001), London School of Economics, UK.

Agriculture and Electronic Governance

Electronic Governance, in simplest terms, it refers to those governance processes in which Information and Communication Technologies (ICTs) are playing an active role in delivering governance related products and services.

When applied to the Agricultural Sector, electronic governance refers to the use of ICTs in delivering governance products and services which are of use to farmers or those working in the agrarian sector, including livestock breeders and herders, milk dairy workers, agriculture extensionists, agricultural traders, and NGOs working in the agriculture sector.

Governance Products and Services in the Agriculture Sector

There are a range of governance products and services that are useful for the agrarian community to fulfill common needs of all developing countries: enhancing crop productivity, efficient cattle farm management, providing for national and household level food security, and conservation of bio-diversity.

These governance products and services include: information about the latest seed varieties, fertilizers, pesticides and rainfall prediction; information on various government schemes such as those on water resources management and subsidies on land development and soil conservation activities; information about local agriculture offices and officers, crop testing and training centers; information on milk processing, grain storage, livestock vaccination and crop diseases; information about market prices of various crops, government procurement prices, rates for loans, and available credit facilities. Apart from these, farmers need to modify legal documents pertaining to their land/ cattle ownership while purchasing or selling land/cattle, they need to access application forms to apply for government schemes, loans and subsidies, and may need to file applications for getting electricity on their farms, digging new wells, diverting canal water for irrigation, and getting reimbursements for livestock eaten by wild animals.

In summary, there are numerous governance products and services which are of importance for the welfare of the agrarian community and should be made available to them. And this is of even more significance for developing countries where good annual agricultural production is essential not only to ensure food security but also to guarantee livelihoods of large number of households (and a large proportion of population) who work in the agricultural sector. And a large number of such households comprise of small farmers or livestock owners who do not have the safety net of an alternate livelihood opportunity or source of income.

For instance, in most of Sub-Saharan Africa, over 96 percent of farmers are small, farming less than 5 hectares of land. For such households, the safety net lies in good governance to ensure that required agricultural products and services get delivered to them in a timely and efficient manner. Consequently, national and state governments, NGOs and donor agencies should give high priority to ensure good governance within the agricultural sector.

The Role of Electronic Governance in the Agricultural Sector

ICTs can be applied in the agricultural sector to provide many of the products and services listed in the previous section. And there are several projects: some funded by national governments and donor agencies, and others run by private sector or entrepreneurs which demonstrate the useful role of ICTs in the agricultural sector.

However for these projects to be meaningful beyond their immediate objectives (for instance providing a specific product or service), ICTs should be used to bring qualitative changes in the governance sphere which surrounds the agrarian community. In essence, a clear role for electronic governance emerges for the agricultural sector and these electronic governance models should be aimed at bringing 4 key changes:

1) Improve the quality and standards of existing agriculture related governance products and services being provided

This could include improving existing agricultural extension services through use of IT tools, opening new communication channels by which information about market prices and government procurement prices can reach farmers, or providing updated information about local agriculture offices and the services provided by them.

2) Provide new agriculture related governance services and products to the citizens/users which are needed but have not been provided so far

This could include providing opportunities to farmers to access and modify their land records data accurately, providing credit cards to farmers to be used for purchasing of seeds, fertilizers and farm equipments, or installing community based equipment which could update the farmers about rainfall prediction, about prevalent crop diseases, or movements of wild animals in the area.

3) Enhance the participation of agrarian community in deciding what governance products and services should be provided and in what manner

This could include building capacities of farmers to decide how agriculture related government funds should be spent in their village, for instance on repairing the lining of canals or restoring of rain harvesting structures. They should be able to influence government decisions on the appropriate location of check dam construction, deciding who should qualify for farm subsidies, and the kind of courses offered by the local agriculture training centers.

4) Bring new sections of the agrarian community under the governance sphere

This includes bringing new section of agrarian community within the governance sphere, and namely those who are more likeable to remain excluded: landless farmers, migrant laborers, women farmers, old farmers and tribal communities.

Only when efforts are made to meet the above four conditions, can good governance become a reality for all sections of the agrarian community, and can ensure a healthy growth of the agricultural sector and improvement in the welfare of households which are dependent on it for their livelihoods.

Thus the role of electronic governance in agriculture sector goes beyond important, but singular applications, such as digitizing of government records, making available government forms online, or putting computers in agriculture training centers. Instead electronic governance becomes a tool for providing agriculture related governance products and services more effectively and uniformly to the entire agrarian community.

TWO Lessons Emerging from Application of Electronic Governance Models in Agricultural Sector

LESSON 1: Effective electronic governance models in the agricultural sector are those which are based on the farmer-centric approach. The approach should be on identifying the different needs of the agrarian community, specifically which governance related products and services are most useful for them, and are currently underprovided.

Electronic governance applications which focus on providing such governance products and services would be popular, effective, and may even generate returns over the investment. On the contrary, electronic governance applications which are not farmer-centric, may be costlier and fail to justify the investment made on them. For instance, creating a simple electronic governance application which updates the farmer about latest seed varieties and how to tackle crop diseases may be more beneficial than making annual reports of agriculture ministries online on their websites (and which is often the case when one browses the website of any of the government agricultural departments).

In short, electronic governance models have to be designed to provide governance information which is of "value" for the agrarian community, instead of providing information that can be readily supplied by the agriculture ministries and offices.

LESSON 2: Electronic Governance models should try to increase the public value of information being provided. This means that they should not try to target the same sections of the society, or focus on providing the same information through different channels.

Instead the success of electronic governance, as with agricultural crops, lies in promoting diversity of electronic governance models and applications rather than on uniformity. This is because even within the agrarian community the needs of end-users may be very different. A small farmer, who practices sustenance agriculture, may find it more useful to get information on government subsidies on land improvement, rather than on receiving updated market price of crops. Similarly a livestock breeder would find electronic governance application which allows him to explore new marketing opportunities more useful than being able to access copies of land records online.

Diverse electronic governance models bring more number of people into governance sphere and thereby increase the "public value" of information being supplied to the agrarian community.

Digital Governance aims to study, design and propagate Electronic Governance Models. The focus of the DigitalGovernance.org Initiative is on developing countries where ICT can play a significant role in building accountable and democratic governance institutions. *What is required is strategic application of knowledge and innovative use of available technology to provide governance services to all sections of the society.* And the focus of electronic governance has to be on those who have mostly been marginalized of benefits of good governance.

Demand-Side Case Study 3 – Halal Industry in Mindanao: A Possible Entrepreneurial Venture

EDC Assessment Team, December 2005

Sources:

Joji Ilagan Bian, Mindanao Commission on Women

<http://www.mindanews.com>

<http://inq7.net>

Introduction

Halal literally means “lawful” or “permitted,” and its opposite is Haram, which means “unlawful” or “not permitted.” Halal seals marked on labels of food and non-food products will inform Muslim consumers that the product is free from any Haram like pork, lard from swine, and alcohol.

In the Holy Quran, Allah commands Muslims and all of mankind to eat of the Halal things. The following products are definitely halal: milk (from cows, sheep, camels and goats); honey, fish, plants (which are not intoxicant); fresh or naturally frozen vegetables; fresh or dried fruits, legumes, nuts, and grains. Animals such as cows, sheep, goats, deer, moose, chickens, ducks, game birds are also Halal, but they must be *Zabihah* (slaughtered according to Islamic rites) in order to be suitable for consumption.

Items that have been categorized as being Haram by jurists in light of the Holy Quran and the Sunnah of the Prophet Mohammad and should, therefore, be avoided by all Muslims include: pig, blood, carnivorous animals, almost all reptiles and insects, bodies of dead animals, halal animals which are not slaughtered according to the Islamic Law, wine, ethyl alcohol, and spirits. Ingredients such as alcohol, animal shortening, animal fat, bacon, broth from animals, lard, stock from animals are also to be avoided.

Halal Initiatives

Initiatives to mainstream the Halal industry in the Philippines are making headway. The Muslim Business Forum and the National Halal Fatwa Council are pushing for Mindanao to become the Halal hub of the country, expressing optimism this would boost the economy once Philippine Halal products enter the global market.

The Autonomous Region of Muslim Mindanao (ARMM) has already organized its own Halal Regulatory and Certification Board under the auspices of Darul Ifta with the full support of the Regional Trade and Industry Office, the ARMM Business Council, other concerned agencies, and the allied industry sector.

In the recently concluded National Exporters’ Congress organized by the Export Development Council and Phil Export, the Department of Agriculture said that a six-year program is now being developed by the Davao City Halal Food Industry Committee. Food processors have been attending orientation and briefing on Halal processes and guidelines as they prepare to have their products certified fit for Halal consumption.

In the East ASEAN Growth Area (EAGA), the four-country sub-regional grouping of Brunei, Indonesia, Malaysia, and the Philippines has been fast-tracking the formation of a joint venture on a Halal poultry project with Brunei as the lead country. Recent discussions focused on Halal certification, marketing, financing, business development services, and the setting up of allied projects such as feeds production, breeding, and operation of slaughterhouses and dressing plants.

The General Santos-based Halal Resource Center (HRC) has raised the idea with tourism councils to explore the possibility of having the hospitality industry, specifically the hotel and restaurant sector, go Halal to cater to Halal-conscious patrons and guests in their respective cities and provinces.

"Halal, in application to sanitation and hygiene in establishments patronized by the general public and as it applies to safe and clean preparation of food, should be a welcome standard to the hospitality business except those services which, by the nature of their operations (bar, sleazy outlets, massage parlors, nightspots with gambling, and the like), are explicitly not Halal," said HRC-founder Jamil Hamza Olermo.

The Marco Polo Hotel in Davao City has a separate ‘halal kitchen’ solely used for the preparation of halal food to meet the needs of their Muslim clients. There are good reasons to believe that other cities and places in Mindanao (and perhaps even those in Visayas as well as in Luzon) would look at the countless benefits to be derived from having a Halal-oriented Industry.

Early this October, the Office on Muslim Affairs, Department of Agriculture, Department of Trade and Industry, Department of Science and Technology, Department of Health with the participation of the National Halal Fatwa Council created the Philippine Halal Industry Development Council whose primary objective is to push for the Halal industry development. The National Halal Fatwa Council will be authorized to mark Halal seals in export products.

Conclusion

With these updates, and with other Halal-related activities in the pipeline, this emerging industry is, finally taking shape. The development of the halal industry and the vision that our island be the center of Halal Production and certification is indeed a bright spot not only for the ARMM, but also for the whole of Mindanao.

Demand-Side Case Study 4 – Mindanao: Industry and the Environment

Article by Alyson Slack at <http://www.american.edu/TED/ice/mindanao.htm#r6#r6>, May 2003.

Several Islamic rebel groups on the island of Mindanao in the predominantly Roman Catholic Philippines have been engaging in armed conflict with government forces over the past three decades, with two major factions demanding independence. Tensions over the exploitation of the island's resources and the economic disparity between Muslims and Christians go back centuries and existed under both the Spanish and American periods of colonization, but the armed separatist movement began at the beginning of the 1970s.

The conflict has strong roots in the question of control over natural resources, especially land but also mining, timber, oil, gas, and fishing resources. The heightening of friction between Muslims and the government was accelerated by a resettlement program that increased the ratio of Christians to Muslims on Mindanao, and by the fact that Muslim areas remain comparatively underdeveloped (attributed by the rebel groups as the government's failure to integrate their ethno-religious group). In the two years since the September 11, 2001 World Trade Center attacks in New York, two of the separatist factions have been linked to regional terrorist organizations.

The environmental issues related to the separatist conflict on Mindanao are primarily "source problems." Natural resources and their contestability are centrally pertinent to Mindanao's conflict. The distribution of control over Mindanao's various resources is at the root of the poor economic condition of the population the rebel groups claim to represent. It happens that the resources that the Philippine state needs and desires, both for their use and for the profits of their sale, are ones with which Mindanao is heavily endowed. The greater country's dependence on Mindanao's supply of various resources has led to the state to manage and develop them in a manner discriminatory to the island's original Muslim population. These resources include energy, water, land, timber, and minerals, the former four of which are discussed below in terms of conflict-generation. Sink problems also exist, but usually the environmental degradation occurs because of source problems.

Energy

It is becoming increasingly obvious that energy is one resource whose pursuit by the Philippine government, both for its utilization and for profits generated by its extraction, is a motivation to refuse to confer greater power to native Mindanaoans. Two full decades ago, Southeast Asian nations were experiencing increasing energy demands and decreasing supplies (Ghee 97), and the situation could only have intensified since then. There is still a stalemate amongst the region's nations over claims to drilling rights in the oil-rich Spratley Islands (*see related case studies, V 15*), and the Philippines is not positioned to benefit greatly in the event of the legal resolution of ownership disputes. Furthermore, it is undeniable that it is in a state's security interests to minimize dependence on foreign sources of oil, because major shortages now have the ability to stall one's economy.^{[1],[2]} In addition, the Philippines is an oil-deficit nation; theoretically, it will be even more concerned about energy procurement than oil-surfeit nations. And it is worth mentioning that the current war on terrorism and its implications for the oil-rich Persian Gulf region are still unclear in the long-run, which increases the incentive for countries to reduce their reliance on its exports.

As these factors clearly indicate, the Philippine government finds itself in a position to be concerned about this aspect of its national security, and would logically take steps to secure as much access to energy resources as it can, and domestic sources would be preferable. Mindanao holds a significant portion of the archipelago's oil and natural gas deposits, much of which resides in Muslim-populated

territories. MILF, which lays claim to these areas, has accused the latest intensification of attacks by the Armed Forces of the Philippines of being primarily motivated by the government's desire to access deposits in the Liguasan Marsh and other representatives of the Muslim Moros, and their estimation is shared by many reasonably unbiased sources.

Water

There is also a current water-related quarrel between MILF and the government. Recently in the Philippines, the government accelerated plans to build a dam on a major tributary of the largest river on Mindanao. Not surprisingly, this dispute has a lot to do with energy supplies. MILF exposed the proposed project as yet another attempt to retrieve oil and gas from the Liguasan Marsh, the deposit-rich portions of which the dam would effectively drain and therefore be easily drillable. The dam poses an environmental threat, too, to the degree that the livelihoods of those living along the river would be endangered: It would flood several thousand hectares of farmland owned and worked by Muslims.

Furthermore, water constitutes a "sink problem." Mining and lumber operations that have proliferated on the island pollute rivers, streams, and aquifers. Deforestation, through a process detailed later, also harms the water supply by causing sedimentation.

Land

A third contested resource that helps account for Mindanao's strife is land. The fact that no cease-fires have led to progress towards resolution reflects the fact that economic disparity arising from inequitable distribution of land is a fundamental problem, as the government has yet to incorporate into negotiations. Though agricultural land is estimated to be the Philippines' single most important natural resource, the country suffers from a vulnerable land base because of geographical and pollution-related barriers to productivity (Porter and Ganapin 1-2). Mindanao has historically been the archipelago's most abundantly supplied island. In addition to being more sparsely populated [3] than other areas, due to which it earned the status of 'frontier', the island is so comparatively fertile that it's been dubbed the "Rice Bowl" (Oxfam 4-5). The redistribution of Mindanao's land became a common theme in the policies of administrations in Manila. Numerous governments have aimed to ease population pressures by sponsoring North-South migration programs. Over the past century, they have continually re-structured the island's land ownership to favor the commercialization of agriculture at the expense of communal and subsistence farming. Some date the starting point of Muslims' "landlessness" problem to the advent of American colonialism at the turn of the twentieth century, which allowed for the conversion of large plots to cattle farms and sugar and pineapple plantations. This transformation has generated substantial social dislocation of native populations, as the loss of their traditional livelihoods is generally inadequately compensated for within new economic structures.

Ghee chronicles this dislocation, whereby "tribal groups are being squeezed out of their ancestral lands and deprived of their means of livelihood in the name of development" (19). The Philippine government has embraced the development of banana and pineapple plantations by multinational corporations like Del Monte, Dole, and United Brands, in a type of agriculture that "represents a higher level of foreign and local exploitation of resources with minimal benefits for the poor sectors of society" (Ghee 30). In addition to the commercialization of agricultural land in favor of fruit and sugar plantations, thousands of hectares on Mindanao have been reserved for tree farms, the proliferation of which has resulted in the eviction of farming communities (Ibid 20). The employment opportunities brought by tree farm companies are poor substitutes for these communities' former livelihoods (Ibid 21). A third expansion in agribusiness has been palm-oil production, where again, the creation of plantations covering several thousand hectares has displaced countless farming households. This happened via forcible eviction in the case of the Philippine Packing Corporation, a subsidiary of Del Monte that actually ploughed down the dwellings of resistant residents in a northern Mindanao province (Ibid 30). Ghee concludes that "the various conflicts that now characterize the competition for land can be traced to the breakdown of

subsistence farming in favor of commercialized production, or in some cases, the subsumption of the former to the latter” (29). Land tensions grew correspondingly to increasing displacement, and came to a head at beginning of the 1970s when the “frontier” was filled to capacity by the government-sponsored resettlement programs. Armed conflict in the three decades since then has occurred as the MNLF, then MILF, have made reactionary claims to “Moro” lands.

Notes

[1] Examples of this in action are ubiquitous in the history of the U.S., for instance, after the 1973 Arab oil embargo demonstrated that ability. President Nixon had an official (but unrealized) goal of energy independence. President Carter labeled the Iranian Revolution of 1979 “a clear and present danger to our national security” because of the threat it presented to our acquisition of that country’s oil. (Nye, Joseph S. Jr. “Energy and Security in the 1980s.” *World Politics*. The John Hopkins University Press, 1982: pp.2-3.)

[2] The current war on terrorism and its implications for the oil-rich Persian Gulf region are still unclear in the long-run, which increases the incentive for countries to reduce their reliance on its exports. For the Philippines, this is evidence by the fact that its Department of Energy has amassed

[3] Until, that is, government-sponsored North-South relocation movements filled the frontier.

References

Collier, Paul. “Economic Causes of Civil Conflict and Their Implications for Policy.” *World Bank*. 15 June, 2000.

Tan, Samuel. “Understanding the Mindanao Conflict: Mindanao at the Crossroad.” *Cotabato City Peace and Development Forum*. 20 July 2000.

Vizmanos, Capt. Danilo, P.N. (ret.). “Military Aspect of the Mindanao Conflict.” Press Statement. 24 May 2000.

McKenna, Thomas M. Muslim rulers and rebels : everyday politics and armed separatism in the southern Philippines. 1998.

Rigg, Johnathan. Southeast Asia : the human landscape of modernization and development. 1997.

Abinales, Patricio N. Making Mindanao: Cotabato and Davao in the formation of the Philippine nation-state. 2000.

Bankoff, Greg, and Weekley, Kathleen. Post-colonial National Identity in the Philippines: celebrating the centennial of independence. 2002.

George, T.J.S. Revolt in Mindanao: the rise of Islam in Philippine politics.

Christie, Clive J. Modern History of Southeast Asia: decolonization, nationalism, and separatism. 1996.

Dixon, Chris. Southeast Asia in the World Economy.

Rush, James. Last Tree: Reclaiming the Environment in Tropical Asia. 1991.

Gochenour, Theodore. Considering Filipinos. 1990.

Chalk, Peter. "Militant Islamic Extremism in the Southern Philippines: The Historical Context of the Islamic Insurgency in the Southern Philippines." Ch.4 in Isaacson, Jason F. and Colin Rubenstein, eds. Islam in Asia: Changing Political Realities. 2002.

Ghee, Lim Teck and Valencia, Mark J., eds. Conflict over Natural Resource in South-East Asia and the Pacific. 1990.

Porter, Gareth and Delfin J. Ganapin, Jr. Resources, Population, and the Philippines' Future: A Case Study. *World Resources Institute*. October 1988.

Oxfam-Great Britain. Anthropometric and Household Food Security Survey among Displaced Families in Central Mindanao. November 2000.

1999 Country Reports on Human Rights Practices: Philippines. Bureau of Democracy, Human Rights, and Labor. U.S. Department of State, 25 February 2000.

An Act to Recognize, Protect and Promote the Rights of Indigenous Cultural Communities/Indigenous Peoples, Creating a National Commission on Indigenous Peoples, Establishing Implementing Mechanisms, Appropriating Funds Therefor, and for Other Purposes (Republic Act No. 8371). Philippines Government. 28 July 1997. Chan Robles Virtual Law Library. Philippine Environmental Laws Online. <http://www.chanrobles.com/republicactno8371.htm>.

Moro National Liberation Front homepage: <http://mnlf.net/>

Project Ploughshares' Armed Conflict Report 2002 – Philippines-Mindanao: <http://www.ploughshares.ca/content/ACR/ACR00/ACR00-PhilippinesM.html>

Education and Training Case Study 1 – Selected TESDA Graduates: Do They Have a Chance?

EDC Assessment Team, December 2005

“The future belongs to the youth” or “Children are the future” or even calls to “Give youth a voice” are common phrases in popular discourse. Media, political leaders, and children’s advocates often encourage the public to view youth as investments in tomorrow—a time when the young *will* take the adults’ place in working, serving their communities, supporting their families. This traditional point of view fails to take into account children from inadequate educational background or those from the underprivileged sectors of society, the out-of-school youth. What does the future hold for them? Do they still have a voice?

Introduction

Kagawad Nestor Karim is an electrician. He lives in Culiati, Quezon City with his wife and children. A native of Sultan sa Barongis in Maguindanao, Nestor came to the Philippine Capital in the 80’s not only to run away from the ensuing conflict in his area but also to fulfil big dreams for a better future. “My parents didn’t have money for school, but I think I would have had the brains for it,” says Nestor, the third of 11 children, who had to forego higher education so that his younger siblings could enter school. Manila held the key to his vision of an education and bigger opportunities.

Chrislam Brotherhood Multi-Purpose Cooperative

With a common enthusiasm for learning, Nestor and a few out-of-school-youth friends also from Mindanao bonded together and joined the National Manpower and Youth Council’s (NMYC) three-month vocational training.

Armed with the NMYC training and a lot of determination, Nestor and his friends were able to get odd jobs here and there enough to support, feed, and clothe them, but it was not enough. “*A diploma is badly needed when applying for a job. Why would they hire us when there are hundreds of graduates around?*” Going back to school was still the elusive dream they wanted to pursue, but it had to take a backseat for all of them. “*We work so that we can eat, our stomachs had to come first. How can we study if our stomachs were empty?*”

With the objective of helping other out-of-school youth like them, Nestor and six of his friends from the NMYC training created *Chrislam Brotherhood Multi-Purpose Cooperative* in 1996. “*We were born in poor families, so our goal is to enable other young people, whether we know them or not, to have what we did not have, so they can have a life different than ours. Our development depends on how we are cared for.*” With modest funding from various organizations that shared their vision of helping the out-of-school youth in their community, the cooperative explored different livelihood projects. Mushroom-growing, goat- and poultry-raising were a few. After a few years, realizing that the projects were not generating enough to support their out-of-school youth recipients, the cooperative shifted gears and concentrated on an Automotive Training Center in the Culiati area. Following their NMYC experience, the six members of the cooperative board decided on a three-month intensive electrical, battery-making, and mechanical training. They employed other NMYC graduates to act as trainer/teachers and also sought help from the Technical Education and Skills Development Authority (TESDA) for proper accreditation.

To date, the Automotive Training Center has had 20 graduates, with 32 more being trained at the moment. With recipients coming from neighbouring Barangay Pasong Tamo and Tandang Sora and with a mix of several Muslim tribes and Christian students, the Chrislam Automotive Training Center struggles to keep going on its meagre funds. *“Serving the underprivileged youth does not come cheap, but we are not losing hope since so many are willing to help our Muslim brothers and sisters in this endeavour.”*

Education and Training Case Study 2 – The APEX Program

EDC Assessment Team, December 2005

A model that may best implement the Philippines National Qualifications Framework for secondary education is the Applied Academics for Excellence (APEX) program conducted by SEAMEO INNOTECH for selected public high schools (19 lead schools and 190 partner schools) in the provinces of Laguna in Southern Luzon, Leyte in Eastern Visayas, and Cebu in Central Visayas. APEX is a research project fully funded by 18 local government units, comprising 3 provinces and 15 cities and towns; it benefits about 20,000 high school students and their families.

The goal of APEX is to develop among secondary students in public schools basic workplace and entrepreneurial competencies that will enable them to get real jobs after high school. APEX creates solutions and explores possibilities to: (1) position schools in the development framework of a community; (2) improve the quality of education through local education governance; (3) align the teaching of academic subjects using the workplace and entrepreneurship as learning context; (4) build public-private partnerships in education; (5) determine how the private sector and civil societies can best participate in community education; and (6) prepare students for the workplace and for life and establish to what extent technical and livelihood skills may be included in basic education.

Three APEX models have been developed. APEX for Laguna is a technical preparation model, where the basic workplace competencies consist of academic skills, technical skills, and employability skills. APEX for Leyte is an enterprise-preparation model, where the basic entrepreneurial competencies consist of academic skills, business skills, and progressive life skills. APEX for Cebu is a combination of the Laguna and Leyte models, which is a combined basic workplace and entrepreneurial competencies model consisting of academic skills, technical skills, business skills, employability skills, and life skills.

APEX offers many lessons learned from the field for education reform projects, namely: (1) education reform projects are most effective when anchored to community development; (2) local governance in education is key; (3) local ownership of projects is essential; (4) applied academics through a process of contextualized teaching-and-learning is an important strategy; (5) engaging business and industry and civil society in education reform initiatives provides continuity and sustainability; and (6) a school project must build bridges across sectors at the community level among government, business and industry, and civil society.

Today, APEX faces two challenges. One is to develop a system of assessment, evaluation, and monitoring for outcomes. The second is to develop an APEX model for out-of-school youth, especially among the Muslim youth in Mindanao. Meanwhile, the present APEX model for secondary education is making high school education more relevant and responsive to the community needs and creating the pathway for real jobs for youth. APEX Laguna, which concludes as a project in June 2006, will continue in two towns in Biñan and Cabuyao as APEX community schools where local business firms and industries have committed to be more involved in preparing the youth for the jobs in their communities.

Education and Training Case Study 3 – GEM-2: Job Creation in Areas of Conflict

EDC Assessment Team, December 2005

Growth with Equity in Mindanao (GEM)-2 is managed under USAID's Strategic Objective "Prospects for Peace in Mindanao Strengthened." The GEM-2 project works with Chambers of Commerce, local government units, producer associations, cooperatives, and small farmers to improve agricultural productivity for individuals and their families in agribusiness development.

Agriculture and fishing are the main focus of production designed to reintegrate former combatants into productive social and economic roles. As a result, 12,000 MILF have participated, along with the 1,000 MNLF ex-combatants remaining to be trained.

This is one case in which program strategy and program implementation achieved the desired results. An evaluation of the program indicates that the program responded to participants' needs for engaging in productive activity, focused on the growing of a few key crops using new technologies and with a readily available market.

First, a majority of those targeted were unemployed and/or engaged in limited productive activity. While agriculture and fishing have been important resources for the families in communities within the ARMM, earning a living was at subsistence levels. The program succeeded in adding value to then-current products and commodities through technologies (e.g., corn and rice seeds that better withstand drought/disease, complete fertilizers). More than half of program participants (1997-2000) enlarged their production areas, increasing potential farm-to-market yield.

Second, since the majority of the population in ARMM live in poverty, it is reasonable to believe that few had access to capital to start their own enterprise. Through this program design, farmers gained access to credit to take advantage of the new technologies likely to improve yield. Evaluation demonstrated that the purchasing power of program participants raised farmers' abilities to purchase inputs for expanded production. Participant purchases of farm animals, equipment, vehicles, radios, and boat motors (especially for seaweed farmers), were expected and occurred. Eighty-six percent of the participants purchased production inputs for follow-on expanded production.

The approach holds promise for out-of-school youth in Mindanao. Assuming a government peace accord with MILF, ex-combatants and those at-risk of recruitment by combatant peers could benefit from engagement in productive activity enhanced with education and training for future occupations in the agriculture industry. Agricultural production need not be the only focus of educational instruction. Training and business development programs to provide business- and skills-training, tool kits, and business-planning assistance for out-of-school youth require developmental and educational inputs. Instruction through alternative learning systems on topics such as marketing, pricing, packaging, forming and leading a cooperative or producer association—all are

examples of using education and business enterprise skills to engage youth for active participation.

Education and Training Case Study 4 – INJAZ: Business and Entrepreneurial Skills Training for Youth

EDC Assessment Team, December 2005

Sources:

Mediterranean Development Forum, World Bank Group

www.worldbank.org/wbi/mdf/mdf4/special/5-youth.html (2005)

Annual Report FY2004: USAID-Jordan (June 2004)

JAI Junior Achievement International (November 2005)

Ganzglass, Evelyn. "DRAFT Resource Guide on Promising and Effective Practices in Education for Employment," Education Development Center, Washington, DC (August 2005).

INJAZ ("Achievement" in Arabic) promotes entrepreneurial development among youth in the Middle East and North Africa. The methodology for achieving this goal is to build a partnership between the public and private sectors, as well as a partnership between the private and educational sectors.

Background

Youth comprise the largest segment of the population of countries in the Middle East and North Africa. For example, in Jordan, two-thirds of the population is under 25 years old. The ratios are similar in most countries of the region. At the same time, the economies of these countries are undergoing significant changes or experiencing new challenges due to the fast-paced developments of the world economy. Thus, the skills required of graduates by the private sector are both demanding and continuously changing. Therefore, building a strong partnership between the private and educational sectors is crucial to ensuring that youth acquire skills necessary for their personal success in the future, while they satisfy the needs of the private sector.

Program Description

Junior Achievement (JA), which began in 1919 in the United States, is a free enterprise, business education program, which has evolved from an after-school experience into an integrated, sequential educational program for youth in kindergarten through the 12th grade. It is typically a program for in-school youth.

With the support of USAID-Jordan under the Economic Opportunities for Youth Program, Save the Children adapted JA and created INJAZ as a nonprofit affiliate of the headquarters. INJAZ is a model of entrepreneurial development based on the methodology developed by Junior Achievement International. This youth entrepreneurial development model currently operates in over 112 countries globally. In the region of the Middle East and North Africa, however, only Jordan and Lebanon have affiliate programs.

INJAZ - The Junior Achievement Model for Entrepreneurial Development

INJAZ works with youth, immediate entrants into the workforce. With its partner alliances, the program works to improve the overall environment, allowing youth to become fully productive members of the social and economic development of their countries. The main pillar of this program is the partnership developed between the private sector, the government (through Ministry of Education) and the larger educational community. JA's entrepreneurial development strategy is divided into two components.

Classroom Courses

The curriculum is delivered by a team of volunteers from the private and education sectors. Courses focus on personal and business economics, entrepreneurship, and leadership. Course delivery uses the participatory learning approach, which fosters creative thinking, critical problem-solving, and interpersonal communication skills.

Internships

While in school, youth intern with a company and take on the roles and responsibilities of employees. This opportunity provides them with firsthand experience of the business world, and enables them to acquire practical skills that make them more attractive to potential employers.

The Junior Achievement model addresses impediments to entry into the marketplace faced by youth, such as negative public perceptions of youth, dismissal of their productive potential, freedom of career choice, and lack of employment opportunities due to age bias. This is achieved through public awareness campaigns as well as referrals to partner institutions. In addition, the Junior Achievement model promotes corporate citizenship, thus expanding the role of the private sector with other sectors in society that work in development of youth and civil society.

Related to the region's objectives, the program seeks to:

- Increase awareness of the importance of free enterprise
- Empower youth to plan their futures and realize their goals
- Enhance youth ability to capitalize on individual initiative and creativity
- Provide youth with the skills and opportunities to ensure their successful entry into the job market and development in their future careers
- Promote Junior Achievement's entrepreneurial development model in the region
- Enhance dialogue between the government and private sector firms in terms of creating a more enabling environment for youth market entry
- Enhance the partnership between the private sector and the educational communities in the four selected countries

Training modules are in Arabic; the program's 500 private sector volunteer instructors serve in 91 schools and two universities. The program reaches 13,000 youth each semester.

Education and Training Case Study 5 – KIAAsia: The Community College Model in Thailand

by TERRY FREDRICKSON

© The Post Publishing Public Co., Ltd.
All rights reserved 2004

If you follow events here in Thailand, you will likely at some time have heard of the Kenan Institute Asia (KIAAsia). However, you may not have a very clear idea how all of its activities fit together.

A quick check of the *Bangkok Post* archives reveals why. It turns up dozens of references of to KIAAsia activities, but finding a common thread among them is elusive.

There it is, running business-oriented conferences, seminars and training workshops while at the same time developing English courses, accepting research commissions and creating Thai “sustainability indicators” — not to mention facilitating partnerships between US and Thai organizations to promote legislative and judicial reform.

The *Bangkok Post* makes sense of all of this by describing KIAAsia as “a Thai-US non-profit development organisation headquartered in Bangkok.”

The Institute’s own mission statement goes further. KIAAsia’s role, it says, is “to serve as a Thai-US institute of excellence that brings together the resources for the private sector, government agencies and academia in partnerships for sustainable economic and social development in Asia.”

But to really understand Kenan, says Executive Director Paul Wedel, you need to know a bit of its history.

“We started out as a project of the United States Agency for International Development (USAID),” Wedel explains. “They wanted a transition vehicle for USAID to end its bilateral programme in Thailand. The economy was booming and USAID decided that Thailand was too successful economically and even socially to warrant further aid when there were a lot of worse off countries around the world.

“So they put together a project called the US-Thailand Development Partnership which had two objectives. One was to experiment with more private-sector-oriented ways of delivering development assistance to middle-level development countries that had market economies. And the other was to design an institution that would, on a private basis, continue the bilateral development relationship between the United States and Thailand.”

To carry out this project, the Kenan Institute of Private Enterprise at the Kenan-Flagler Business School at the University of North Carolina formed a partnership with two Thai organizations: Chulalongkorn University and a private business consulting company called the Brooker Group.

After two years, the partners succeeded in setting up the Kenan Institute Asia. Funding came in the form of an endowment with roughly equal donations from the Thai government, the US government through USAID and the Kenan Charitable Trust.

“This is fairly unusual – two governments and one private organization pooling their money to create an endowment for an independent organization,” Wedel observes.

“We’re a non-government organization, but we do have on our Board, by statute, the US ambassador to Thailand and the Director General of the Department of Technical and Economic Cooperation of the Thai government. Everybody else is selected by the Board. So it’s a Thai-American Board with Thais in the majority.”

KIASia’s first and only chairman is Anand Panyarachun. Wedel says the former prime minister was attracted by the concept behind the institute – “the idea of private-sector based development assistance and a partnering relationship rather than a donor-recipient relationship.”

Responding to crisis

A big reason KIASia’s activities are so diverse is that it has been set up to respond to development needs that are in a constant state of flux. Changes can be abrupt indeed.

“With USAID programme in Thailand closed, we were off on our own in 1996,” Wedel recalls. “We had great visions of raising money from the fast-growing Thai corporate sector. Then 1997 happened.”

It turned out that KIASia was uniquely placed to play an important role in the economic recovery. “Fortunately, for us, this [financial crisis] returned attention to continuing Thai development needs, particularly in the areas of better business practices, business standards, training and education,” Wedel points out.

With local unemployment soaring, KIASia quickly helped put together about 30 different programmes funded by a group of major American corporations operating in Thailand. These programmes focused largely on re-educating people who were out of work so they could take new jobs.

“There were about 10,000 people laid off from the finance sector when the government closed half the finance companies in the country and merged or suspended some of the banks, so these people were out in the street and there were stories in the media about them selling sandwiches and so on,” Wedel recalls.

One of the KIASia training initiatives that were most relevant to this group was its internal auditor programme. Internal auditors were now mandated by the Stock Exchange of Thailand for its listed companies because the financial crisis had revealed major good governance deficiencies.

“There were very few people in the country who were trained in this field, Wedel explains. “There was no university programme in internal auditing. There were external training programmes but that is very different. So we put together a programme with the stock exchange, the internal audit association and the security analysts association.”

As the Asian financial crisis worsened, US government funds became available through a programme called Accelerating Economic Recovery in Asia (AERA). “In most countries, there was an existing USAID programme so they just channelled this funding through those missions, but in Thailand there was no mission, so they decided to channel almost all of it through Kenan,” Wedel explains.

The result was a whole new set of programmes. “One was retraining or training finance people within the banks, so that they would understand and would be able to perform to Bank of Thailand rules. We had another programme that provided management advice on recovery and new financing for small businesses and we had a programme that looked directly at business standards – everything from accounting standards, to setting up markets to bond trading.”

Even the court system was included, Wedel adds. “A partnership we set up with the American Bankruptcy Institute helped the Central Bankruptcy Court develop some of its processes.”

It’s really education

At the time, the financial crisis was attributed largely to over exuberance, a bubble mentality that had little concern for mundane matters like risk and economic viability. But as the KIAAsia staff became more involved with the recovery effort, it became clear to them that the problems went deeper.

“We recognized that one of the issues behind the financial crisis was that the education system had not kept pace with the development of the economy, particularly in science, math and English, but more broadly in terms of skills that could not be easily tested by multiple choice questions.

“That meant that these skills really weren’t being taught in Thai schools – things like creativity, independent thinking, problem analysis, working in teams, finding information independently, analyzing information. All these skills are in high demand in a more sophisticated economy and they just weren’t being taught.”

That is how KIAAsia, through the AERA programme, became involved in English language course development and, more recently, in information technology for education, particularly outside the economically advantaged urban centres.

To Wedel, this makes very good sense. “Really, given sufficient bandwidth, someone looking at a computer screen in Mae Hong Son is very much on the same plane as someone in downtown Bangkok or New York, so students in rural areas can conceivably at least be on the same playing field as students anywhere,” he asserts.

KIAAsia has also taken a big interest in Thailand’s fledgling community college system, Wedel says.

“The community college system is filling a real niche. There really hadn’t been a place where people could go for life-long learning. All the other institutions were centrally organized with a national curriculum and there was nothing that could respond very quickly to local needs, particularly local employment needs. Do you need computer programmers? Do you need welders? What do you need quickly in a particular area?”

“There was nothing to help people who wanted to go back for further training, short course training, particularly in IT or, in tourist areas where there was a big demand for English. So we thought that people who were developing this system would be interested in all the US models. The US has 50 different community college systems. We helped set up a consortium of about five different community college systems and we took the leaders of the community college system to see those.”

Taken together KIAAsia’s programmes in business and education constitute about two-thirds of its functions. True to its USAID origins, it also conducts programmes in traditional development fields like public health and the environment. Ultimately, however, Wedel believes that everything they do is really education.

“Sometimes we think we’re doing environment, we’re doing business or we’re doing public health, but when you get down to it, it’s all education or training. You can’t develop a country without developing people.”

Community College outreach

One section of KIAAsia with a very clear connection to education is the University Linkages Programme and U-Links Services under the Human Capacity Development Division.

One of the unit’s most important responsibilities involves KIAAsia’s assistance to Thailand’s community college system. According to Project Manager Kamolmas Jaiyen the relationship is a natural outgrowth of KIAAsia’s interest and expertise in fostering development linkages between the private sector and government.

“The community college itself is a brand-new concept in Thailand,” Ms Kamolmas observes. “Each college has a Board of trustees that invites people in the community – business owners, government officials, community representatives, representatives from the Federation of Thai Industries and the Chamber of Commerce to sit on the board and decide what they really want for education in their province.”

Interestingly, one of the course areas where KIAAsia has been called in to assist is in the field of personal financial literacy. “We see that in the provinces, government officials and community members are trapped in a debt cycle and this is an opportunity for the colleges to reach out to them. We helped to develop the curriculum and train the teachers,” Ms Kamolmas explains.

How this was done illustrates very well KIAAsia’s painstaking approach. The expertise for the project, explains Ms Kamolmas, comes from both internal and external sources.

“We have formed a committee of experts in the area. First, we have our have financial advisory consultants based at our Business Advisory Centre. Then we have Ms Nawaaporn Ryanskul, a former Secretary-General of the Government Pension Fund. Since this project was funded by GE Capital, we also have experts from GE to sit on the committee. Finally, we brought in an expert from the US to discuss how we should deliver the curriculum.

“In terms of content, every curriculum is the same, covering budgeting, loans, and things like that. What we learned from the US experience, however, is that there can be an activity-based curriculum where people actually learn to think about their budgets instead of just having a trainer in front of the room doing the teaching.”

Once the curriculum is developed, little is left to chance, Ms Kamolmas relates. “First, we do a pilot test in a real setting. For example, in this curriculum we want to target government officials, farmers and new entrepreneurs, so we invite five or six of these groups to attend the training. We get feedback from them and make improvements. Then we do train-the-trainer sessions with community college trainers. Our GE volunteers go out with our group of experts and team-teach with the college trainers, so they are more confident in delivering the curriculum.”

For more information, see the Kiasia Web site (www.kiasia.org). For information specific to education projects, write to education@kiasia.org. You can also contact 02-229-3131 ext. 202 for information on projects of the Institute.

Education and Training Case Study 6 – YouthBuild

Source: Duke Center for the Advancement of Social Entrepreneurship. The Growth of YouthBuild: A Case Study, February, 2004.

YouthBuild Coalition Statement of Purpose [abridged]

Central Goal We want to persuade the United States Government to fund local communities to employ and train their young people to serve their neighborhoods by building affordable housing for homeless and other low-income people.

Basic Philosophy The positive energy and intelligence of young people need to be liberated and enlisted in solving the problems facing our society. Young people in poor communities want to rebuild their communities and their lives, and will do so if given the opportunity. The desire to serve, to do meaningful work, is universal. Community-based organizations need to be given the resources to solve local problems and to mobilize local people, including neighborhood youth. Leadership development is a central element of effective community development and youth service.

Immediate Objective We propose that the US Congress put \$200 million into appropriations designated for the purpose of youth employment and training in building housing for the homeless and other low-income people. The program, now called YouthBuild, is geared to attract young people who have dropped out of school. Academic remediation is emphasized on a par with construction training. The development of leadership skills reinforces a key philosophical underpinning of the program—that leadership involves young people taking responsibility to make things go right for themselves and for other people. The program includes the following features:

- Intensive academic remediation for 50 percent of program time
- Close on-site training in construction skills while building affordable housing and community facilities
- Counseling and other assistance with personal problems
- Wages for work performed
- Job placement and
- Leadership training in democratic processes and community involvement.

Construction requiring licensed tradespeople is contracted out; the remainder is done by the young people, supervised by skilled trainers. Once completed, the housing can be owned and managed by local community organizations and permanently designated for homeless and low-income people. YouthBuild programs can also build community facilities in low-income neighborhoods.

Final Comments There are approximately four million unemployed young people who have dropped out of school in the US; there are an estimated two million homeless people; there are uncounted government owned properties crying for rehabilitation and construction. We believe – and we have demonstrated— that part of the solution to all three of these tragedies lies in creatively putting them together, employing the young people to fix the buildings to solve the housing crisis, stemming the tide of homelessness.

Young people initiated this coalition. We invite other young people to join in the effort to obtain

real jobs, training, and education for our friends and for all young people who need them, while building housing for our families and neighbors. The Coalition has two categories of members: organizations and individual young people.

Education and Training Case Study 7 – YRTEP: Education and Entrepreneurial Skills Training in Conflict-Affected Areas

Source:

Ganzglass, Evelyn. "DRAFT Resource Guide on Promising and Effective Practices in Education for Employment," Education Development Center, Washington, DC (August 2005)

http://www.dec.org/partners/afr/ss/search_details.cfm?storyID=209&countryID=22§orID=0&yearID=4 USAID Sub Saharan Sierra Leone web site (Nov 2005).

Local authorities in Sierra Leone asked USAID for assistance with ex-combatants in their village because they said that after the war, they were "troublesome." In response, Youth Reintegration Training and Education for Peace (YRTEP) was created with USAID Sub-Saharan Africa, Sierra Leone.

Although they had disarmed, the young people had no cohesion as a group and often quarreled and picked fights, stole food from local residents during the night, and found themselves idle within the community with no constructive occupations or job skills. Many had lost their parents during the war and found themselves in charge of their younger siblings with no means to make ends meet.

The YRTEP Program was effective at stabilizing war-torn communities and preparing citizens for work. Portions of the program ended August 2004, with some activities continuing under Action Aid in Sierra Leone.

Objective

The objectives of the YRTEP program were to:

- Assist the reintegration of ex-combatants and war-torn communities;
- Provide remedial education for youth by-passed during ten years of war;
- Strengthen civil society's peace-building initiatives; and
- Build public support for efforts in demobilization of ex-combatants, reconciliation between war-affected youth and ex-combatants, and reintegration of ex-combatants back into society.

Implementation Context

The program was implemented in harsh economic and social conditions during and after a decade-long civil war. Due to the necessity for quick action, YRTEP was developed and implemented without field-testing. Despite these destabilizing factors, in two years YRTEP trained over 45,000 youth.

Participants Served

The target population roughly 50% ex-combatants and 50% other war-affected youth non-combatants. By the end of July 2004, approximately 80,380 war-affected youth and ex-combatants had participated in the YRTEP program at 3,520 sites throughout the country. This figure comprises 7,040 learning facilitators, 73,340 participants in the normal rounds of training, 420 extra participants in additional sites where YRTEP is ongoing, plus 2,100 participants in some northern and western regional communities that advocated for follow-on training rounds due to extensive interest by community members.

World Vision Sierra Leone reports that 73,340 participants were served in a total of 3,520 locations since 2000.

Program Description

YRTEP was a national program, delivered as a community-based non-formal education initiative for ex-combatants and war-affected youth. Communities were targeted for training based on the intensity of demobilization, focusing on impact areas where ex-combatants were reintegrating in greater numbers. In order to facilitate the rapid take-off of the program, preference was given to those communities where WV had already been working and had identified some community-level organizations and leaders. The project was managed by Management Systems International (MSI) and World Learning.

According to MSI, the curriculum is based on the REFLECT participatory empowering approach that uses learner-constructed curriculum. Participatory Rural Appraisal (PRA) techniques are used to link training in literacy and numeracy to analysis of the experiences of participants and local issues..

The YRTEP program consisted of the following five basic modules:

Module 1—Who Am I? (Exploring Opportunities for Generating Income): This module focused on providing the opportunity for participants to improve their self-understanding as they move from the world of combat into the world of being a non-combatant.

Module 2—Healing Mind, Body, and Spirit: Module 2 was designed to provide participants with the acquisition of life skills that enabled them to better manage their daily lives, create an awareness through sensitization and training that enabled participants to make sound judgments, improved their ability to take calculated risks, communicate effectively, and to manage their emotions and solve day-to-day problems.

Module 3—Our Environment: What It Is, Preserving It, Conserving It, and Using It Effectively: This module introduced activities designed to raise the awareness of participants about the need to reclaim the environmental foundation of Sierra Leone, provided knowledge of ways to prevent/reduce environmental hazards, encouraged good farming practices in Sierra Leone, and increased awareness about judicious use of the environment.

Module 4—Health and Well Being: The units in this module presented participants with information on the symptoms and treatment of common local diseases (both traditional and western treatments), local herbs and roots used for medicinal purposes, how to ensure that clean drinking water is available, sexually transmitted diseases and their symptoms and treatment (including HIV/AIDS), and maternal and child health.

Module 5—Democracy, Good Governance, and Conflict Management: The units in this module covered an array of topics including democracy, good governance, conflict management, corruption, and reconciliation as related to rebuilding the nation. Topics included democracy as a form of government, the basic principles of democracy and how these principles work in action, the causes and costs of corruption, and how to control it, conflict management, and how citizens can contribute to rebuilding Sierra Leone.

The modules were taught to groups of 20 participants in weekly (sometimes twice a week) 2-3 hour training sessions over a six-month to a year period. The training is conducted by local volunteer learning facilitators (LFs), who receive a small stipend to cover their teaching-related expenses.

The training was managed locally in each selected community site by a Community Management Committee (CMC) made up of ten volunteer community leaders who identified and selected participants.

The LFs, who had a basic level of formal education and comprehension of English, received one month of training in how to teach the modules. LF training was conducted by 2-person teams of paid Master Trainers (MTs). Master trainers had high levels of formal education and fluency in English and were trained extensively in the modules. The training of MTs was centralized and directed by the MSI expert who designed the curriculum.

In addition to this basic self-discovery curriculum, the YRTEP program offered a nation-building program for government officials and community leaders and leadership training for Paramount Chiefs and Parliamentarians to complement the basic program.

Entrepreneurship Workshops (Continuing under ActionAid/Sierra Leone)

As part of the YRTEP strategy, MSI developed the Entrepreneurship Workshop—an intensive two-week workshop for identifying and expanding participants’ potential to initiate or improve small businesses or other entrepreneurial activities. The target audience for the program includes potential and existing entrepreneurs, and professionals in public or private sector organizations who are expected to act in an entrepreneurial manner.

A selection procedure uses standardized instruments and personal interviews to assess participants’ entrepreneurial strengths and weaknesses, their overall entrepreneurial potential, and their “business readiness.”

Once selected, participants enroll in an 80-hour instructional program taught full-time for two weeks.

The training methodology uses structured exercises, video presentations, diagnostic tools, business events, questionnaires, and other vehicles designed to identify Personal Entrepreneurial Competencies and enhance them through practice. As a cumulative exercise, participants prepare a business plan and have the opportunity to present their business ideas to a banker panel for feedback and comments on the viability of their business idea.

Results

According to USAID’s Office of Transition Initiatives, YRTEP “can be adapted quickly to engage tens of thousands of at-risk youth as well as ex-combatants in productive educational activities in other post-war contexts.” The following results were reported based on village-based interviews of randomly selected individuals who completed the YRTEP training.

- The literacy/numeracy program had a greater impact on women than men in the program (as assessed by interview questions about the most important aspect of the YRTEP training). This could be due to the fact that fewer women were already literate when they entered the program.

- Both men and women mentioned an increased ability to earn a living more than three times as frequently as any other improvement in their lives as a result of YRTEP training.
- The YRTEP success stories illustrate an increased involvement with rebuilding communities as an impact of the program.
- Well-placed observers who watched the war-to-peace transition believe YRTEP met an immediate need and helped secure peace in their country.
- Assessments on the community level show communities believe the YRTEP training helps youth become less violent and rude. Communities also commented that the program was good at getting youth off the street and into an educational setting, and the participating youth no longer committed violent acts such as rape and murder because the program gives them a better understanding of such actions.
- Participants and trainers have carried out community improvement projects such as cobbler stands, sewing cooperatives, road maintenance, and community gardens.
- Women were well-represented at YRTEP sites, and post-program evaluations show they were provided a large self-confidence boost by the basic literacy program.
- The YRTEP program has created a huge demand for skills training and small grants.

Lessons Learned

- The targeting of both ex-combatant youth and marginalized youth who did not fight was key to the program's success.
- More energy should be focused on enabling complementary projects to take advantage of the community activism created under YRTEP. This could include greater opportunities for entry into vocational/technical training and the availability of micro-credit schemes to support the community activism and entrepreneurship taught in the modules.
- Lack of integration with complementary programs and activities of other donors and NGOs frustrated community members and YRTEP volunteers. Related programs included MSI's Nation Building Program and Entrepreneurship Development Program and the National Commission on Disarmament, Demobilization, and Reintegration (NCDDR).
- If the program is to be replicated elsewhere, more time should be devoted to the methodology of the literacy/numeracy training for both the Master Trainers and Learning Facilitators. This is needed so that Learning Facilitators don't revert to methodology reminiscent of how they were taught to read and write rather than adhering to the REFLECT methodology.
- A better evaluation methodology should be constructed. Much of the proclaimed success of the program is anecdotal, and measures more how subjects respond to questions than actual data about social improvements.

Appendix B: Instruments and Protocols

This appendix contains instruments and protocols used by the Philippines 21st Century Rapid Workforce Assessment Team.

Instruments included in this appendix are:

- 1. Research Design and Methodology*
- 2. Youth Survey Instrument, Methodology and Participant List*
- 3. Possible Questions for Specific Groups of Interviewees*
- 4. Mindanao Focus Group Discussion Details and Questions*

Research Design and Methodology

UNEMPLOYED OUT-OF-SCHOOL YOUTH IN MINDANAO

Research Questions

Primary Questions

- What is the profile of the unemployed and out-of-school youths in Mindanao?
- What are the job opportunities for the unemployed and out-of-school youth?

Secondary Questions

- What types of jobs are available for the 15-24 year old category?
- What skills are needed for this category to enter the work force?

Methodology

- Published data, with statistics as the first priority followed by economic studies on Mindanao.
- Interviews with local government officials, with city mayors and their youth counselors as the first priority, followed by other persons and institutions in the community.

Rationale

- Statistics and economic studies provide regional information on the state of unemployment and economic growth in Mindanao. The sources will primarily consist of government data collection agencies, particularly at the regional level, as well as studies and reports from other international and private sector institutions.
- However, the information from secondary sources on the unemployed and out-of-school youth may be incomplete, and therefore direct information is required. City mayors represent a “proxy” for assessing the “supply” (of the unemployed and out-of-school youth) and the “demand” (for jobs for this category) because the position of city mayor requires providing employment for the community and encouraging business (and job) growth in the community.

Work Plan: Weeks 3 & 4

Data Collection

- There are two tasks for two team members on Monday and Tuesday of Week 3—
 - To gather available data and studies
 - To make appointments for the interviews with the city mayors for the rest of Weeks 3 & 4.

Interviews

- Interviews will be made with city mayors representing different communities based on size, municipal income, religious mix, type of economic activity.
- Interviews will commence on Wednesday and Thursday of Week 3, based on appointments made.

- Two team members will initiate the interviews with city mayors.
- Simultaneously, the other two team members will undertake the already scheduled activities from Monday to Thursday, while incorporating the questions detailed in the following section).
- The team will meet on Friday to review the results of the interviews, and to prepare a preliminary written draft of the report—on Friday and Saturday, and to plan for the next round of interviews with city mayors in Week 4.
- Because of the time required for road travel and the distance between cities in Mindanao, it is assumed that each team member can conduct two interviews (equivalent to two cities) in one day in one general location.
- To make use of limited time, the team will split up so that the team can complete 8 interviews per day, assuming they work simultaneously.
- However, it should be possible to interview anywhere from 16-24 mayors and other relevant respondents, depending upon their availability.

Write-Up

- As noted above, the preliminary write-up will be completed on Friday or Saturday of Week 3.
- Assuming trips from Monday to Wednesday in Week 4, the second write-up can start on Wednesday, but it should be completed by Thursday evening of Week 4 (Nov. 17) for submission to USAID.
- It should be possible to provide a verbal briefing on Thursday with USAID.

INTERVIEW PROTOCOL FOR LOCAL GOVERNMENT OFFICIALS (MAYORS)

The Rapid Assessment Team is undertaking a preliminary exploration and analysis in your community of the unemployed and out-of-school youth, defined as those persons from 15-24 years old, who often face considerable difficulty in finding employment, with the objective of identifying current and future job opportunities for them.

The following questions are intended to elicit your insights into the problems and prospects of young unemployed members of your community.

Job Profile

- What proportion of the community is employed—
 - In agriculture?
 - In business?
 - In the government?
 - As self-employed entrepreneurs?
- What kinds of job opportunities are available in and around your community?
- What are the job opportunities in your community in the near future—
 - In terms of business expansion?
 - Government projects?
 - New businesses coming into the area?
- Is the annual growth of jobs in your area sufficient to employ the new entrants (such as high school and college graduates) each year? Why or why not?

Labor Profile

- Different communities have different types and levels of unemployment. Can you please describe in your community—
 - The kinds of persons that are unemployed?
 - The causes for their unemployment?
 - And approximately how many there are at this time?
- Considering specifically the unemployed and out-of-school youth in your community—
 - What is the age range, sex, and educational attainment of most of them?
 - What is the range of time that this category of the unemployed and out-of-school youths remains out of work?
 - What are the reasons for their inability to find jobs?
 - What are the activities of the unemployed and out-of-school youth during their period of unemployment?
 - How do the unemployed and out-of-school youth go about finding jobs?
- There are 15-24 year old persons who are able to find jobs.
 - What kinds of jobs do these persons find and where and how do they find them?
 - What kinds of jobs are generally available in your community for 15-24 year old persons?
- In your estimate, what proportion of the members of your community seeks jobs outside the community, and where do they go to look for jobs?
- What proportion of the unemployed and out-of-school youth in your community leave the community to look for jobs?

Policies

- What (if any) are the national and regional policies and practices that assist the unemployed and out-of-school youth in finding jobs?
- At the local level, what policies and practices have been initiated under your administration?
- What policies and practices would you want to initiate, or that you plan to initiate?

Institutions & Programs

- Who or what are the educational and/or vocational institutions in your community that provide job training?
- What type of job training is being provided (for any or each of the above institutions)?
- What type of skills are being developed in these training programs

Impact

- What is the impact of (any of the above) programs in assisting the unemployed and out-of-school youth in finding jobs?
- What kind and number of jobs for the unemployed and out-of-school youth have taken place in the last year? Two years?
- Is there any system in place to track the progress of the unemployed and out-of-school youth in finding jobs and in keeping them for any length of time.

Youth Survey Instrument

INTRODUCTION

To help address the rapid increase in out-of-school youth in Mindanao, USAID-Philippines is conducting the **21st Century Workforce Assessment**. This endeavor focuses on rural Mindanao to reach most disaffected youth, especially Muslim out-of-school youth. The study aims to explore the possibilities of job generation and career opportunities for the youth as well as look at the possible growth entry points for opportunities. Specifically:

- To identify labor market demands and opportunities for future job growth;
- Review the extent to which current education and livelihood programs address youth employment needs;
- Determine scope to which program and policy linkages exist between education and economic growth;
- Examine the connection and coordination between activities at the community level and policies in place at the national level;
- Analyze policy constraints that affect the youth workforce;
- Establish the level and mechanisms in place for private sector input to the education and workforce development curriculum process.

USAID-Philippines sees the need to identify issues and concerns that are crucial in ensuring the development of these of the Mindanao youth as assets to the community and active agents of change.

The Youth Assessment Survey

In order to determine ground-level profiles and possibilities for out-of-school youth job generation and/or engagement in entrepreneurship and livelihood ventures, a survey was conducted on 17-30 November, 2005 among the following Muslim groups:

- Muslim youth leaders from the University of the Philippines;
- Muslim out-of-school youth from Mindanao located in Manila;
 - a) Culiati, Quezon City
 - b) Quiapo, Manila
 - c) Taguig, Muntinlupa City
- Out-of-school youth from Maguindanao and Cotabato City

Objectives of the Survey

The overall goal of the survey is to generate insights to rationalize the entry of OSYs into mainstream workforce or entrepreneurship, through a purposive random interview method. Specifically, the objectives of the survey are:

1. To arrive at a demographic profile of out-of-school youth in selected Muslim communities in Mindanao and the Greater Manila Area;
2. To generate in their perspective and insights on the prospects of labor absorption, entrepreneurship and other livelihood opportunities;
3. To profile their needs, aspirations, dreams and plans for the future and;
4. To recognize the areas for concern and gather data on youth activities, existing programs and policies and possible entry points for intervention.

The Survey Instrument

The youth assessment survey instrument is derived from an Iraq Youth Assessment Questionnaire. They are developed in two languages: English and Filipino versions. (Please see below)

The three-page instrument may be completed within one to two hours. It asks for basic information data and item with options to be chosen. It has questions which could be answered by 'yes' or 'no' as well as open-ended questions. Scaled items are also included.

Methodology

In order to provide a baseline data on the profile and views of Muslim youth, one hundred thirty (130) Muslim youth representatives were selected from the three Muslim areas in the Greater Manila Area and two Mindanao areas to serve as the sample population for the data. Data is gathered through the accomplishment of a youth assessment instrument.

Data gathered are encoded in MS Excel in order to summarize the data for easy analysis. Consolidation of data is also made to provide a national profile of the youth survey data.

**JOBS FOR THE 21st CENTURY
YOUTH ASSESSMENT SURVEY**

Name: _____ Date Completed: _____

Age: _____ Gender: ___ Male ___ Female

Home Address – Permanent Residence: _____

Temporary Residence: _____

If Temporary, when did you come to Manila/Greater Manila Area? _____

Did you come alone? ___ Yes ___ No

If No, who were your companion/s in coming to Manila/Greater Manila Area? _____

Answer clearly and legibly the following:

1. How would you describe yourself? (Encircle the letter of your answer.)
 - a) Youth (15-24)
 - b) Parent
 - c) Professional
 - d) Member of youth-serving NGO
 - e) Government Employee

2. What tribe do you belong? (Encircle the letter of your answer.)
 - a) Maguindanaon
 - b) Tausug
 - c) Maranao
 - d) Samal
 - e) Iranun
 - f) Yakan
 - g) Kalagan
 - h) Palawani
 - i) Melabugnan
 - j) Kalibugan
 - k) Sangil

3. Are you currently in school?
 - a) If **Yes**, in what grade or year level? _____
 - b) If **No**, why are you not in school? (Encircle the number of your answer.)
 1. no school is located nearby
 2. the school has poor quality teachers and equipment
 3. the school does not teach anything relevant for getting a job
 4. the cost of school supplies is expensive
 5. I prefer to work and make money
 6. my family members prefer me not to attend school
 7. the school is not safe or travel to school is not safe
 8. the school does not have functional facilities like toilets
 9. cultural and religious reasons (girls should not attend school)
 10. others _____

4. If you are not in school now but attended previously what grade did you attend?

Level	Completed (Check level if completed)	Not Completed (State grade/year last attended but did not complete)
Elementary		
High School		
College		

5. Are you currently employed?

a) If **Yes**, what is the nature of your job? _____

b) If **No**, why are you unemployed? (Encircle the number of your answer.)

1. no time for work while in school
2. no jobs are available
3. skills necessary for the job are lacking
4. my family members prefer me not to go to work
5. difficult to locate available jobs
6. it is too dangerous to work or travel to work
7. others _____

6. In general, how much do you agree or disagree with the following statements. Put a check on the column of your answer for each item using the following scale: **4** = Strongly agree; **3** = Agree; **2** = Disagree; **1** = Strongly disagree

STATEMENTS	4	3	2	1
There is a youth center or other place in my community where youth can go to meet with friends and socialize.				
There are adequate proper employment opportunities for youth in my community.				
Education for youth in my community helps them to find good jobs.				
To find a job, youth must have family or friends who give them a job.				
Young people have ideas, skills and values to contribute to their community's development.				
Young people have an important leadership role in developing the country.				
I believe my life will be better one year from now than it is today.				
I am accepting of those different than me (ethnically, culturally, socio-economically).				

7. Please rank each of the following categories of youth activities based on your priorities for possible future youth programs in your community. Put a check on the column of your answer for each item using the following scale: **1** = Low Priority; **2** = Medium Priority; **3** = High Priority.

Activities	1	2	3
Small Business Development Activities			
Community Service Activities			
General Employment Activities (Job Search, Interviewing, Resume)			
Technical, Vocational and Applied Employment Skills Activities			
Conflict Resolution, Peace-Building and Trauma Recovery Activities			
Leadership Development Activities			
Artistic Activities (Music, Visual Arts, Theater, Dance)			
Human Rights Activities			
Religious Activities			
Media Activities (Radio, Film, Journalism and Internet)			
Sports Activities			
National and/or Regional Youth Forum Activities			
Health Activities			
Literacy and Return-to-school Activities			

8. For informants in Mindanao:
- Do you want to go to Manila/Greater Manila Area? ____ Yes ____ No
 - Why? _____
 - What assistance do you need to be able to go to Manila/Greater Manila Area? _____
9. For informants in Manila/Greater Manila Area:
- Do you want to go back to Mindanao? ____ Yes ____ No
 - Why? _____
 - What assistance do you need to be able to go back to Mindanao? _____
10. What are your aspirations/dreams in terms of your job and personal/professional development in the next five (5) years? _____

11. As a final question: Is there any other question we forgot to ask or information that you would like to provide about youth in your community?

THANK YOU FOR YOUR PARTICIPATION.

**JOBS FOR THE 21st CENTURY
SARBEY PARA SA KABATAAN**

Pangalan: _____ Petsa: _____

Edad: _____ Kasarian: ___ Lalaki ___ Babae

Tirahan – Permanente: _____

Pansamantala: _____

Kung pansamanta lang ang tirahan mo dito, kailan ka nagpunta sa Maynila? _____

Mag-isa ka bang nagpunta sa Maynila? ___ Oo ___ Hindi

Kung hindi ka mag-isang nagpunta dito, sinu-sino ang mga kasama mong nagpunta sa Maynila? _____

Sagutin nang maayos at malinaw ang mga sumusunod:

12. Paano mo ilalarawan ang sarili mo? (Bilugan ang letra ng iyong sagot.)

- a) Kabataan (15-24)
- b) Magulang
- c) Propesyonal
- d) Miyembro ng isang NGO na tumutulong sa mga kabataan
- e) Kawani ng gobyerno

13. Anong tribo ang pinagmulan mo? (Bilugan ang letra ng iyong sagot.)

- a) Maguindanaon
- b) Tausug
- c) Maranao
- d) Samal
- e) Iranun
- f) Yakan
- g) Kalagan
- h) Palawani
- i) Melabugnan
- j) Kalibugan
- k) Sangil

14. Ikaw ba ay kasalukuyang nag-aaral sa paaralan?

- c) Kung **Oo**, anong grado o taon? _____
- d) Kung **Hindi**, ano sa palagay mo ang dahilan kung bakit hindi ka nag-aaral? (Bilugan ang numero ng iyong sagot.)
 - 11. Walang paaralan na malapit sa amin
 - 12. Mababa ang kalidad ng mga guro at gamit sa paaralan
 - 13. Walang maitutulong ang paaralan sa paghanap ng trabaho
 - 14. Mahal ang mga kagamitan sa pag-aaral
 - 15. Mas mainam pang magtrabaho at kumita ng pera
 - 16. Ayaw ng pamilya ko na pumasok ako sa paaralan
 - 17. Hindi ligtas sa paaralan o delikado ang biyahe patungo sa paaralan
 - 18. Hindi gumagana ang mga pasilidad gaya ng palikuran
 - 19. Sa kadahilanang may kinalaman sa kultura o relihiyon (ang mga babae ay hindi dapat pumapasok sa paaralan)
 - 20. Iba pang dahilan _____

15. Kung ikaw ay hindi nag-aaral ngayon ngunit nakapag-aral noong mga nakaraang taon, hanggang saan ang tinapos mo na grado o taon?

Antas	Natapos (Lagyan ng tsek ang natapos na antas)	Hindi Natapos (Isulat ang grado o taon na huling pinasukan at di natapos)
Elementarya		
Hayskul		
Kolehiyo		

16. Ikaw ba ay kasalukuyang nagtatrabaho?

- a) Kung **Oo**, anong klaseng trabaho? _____
- b) Kung **Hindi**, ano sa palagay mo ang dahilan kung bakit di ka makapagtrabaho? (Bilugan ang numero ng iyong sagot.)
1. Walang oras makapagtrabaho habang nag-aaral
 2. Walang mapasukan ng trabaho
 3. Kulang ako sa kaalaman at kasanayan na kinakailangan sa pagtatrabaho
 4. Ayaw ng pamilya kong magtrabaho ako
 5. Mahirap humanap ng trabaho
 6. Hindi ligtas magtrabaho o delikado ang lugar ng pagtatrabahuan
 7. Iba pang dahilan
- _____

17. Sa pangkalahatan, gaano ka sumasang-ayon o di sumasang-ayon sa mga sumusunod na pahayag. Lagyan ng tsek ang kolum ng iyong sagot ayon sa timbangan na ito: **4** = Lubos na sumasang-ayon; **3** = Sumasang-ayon; **2** = Hindi sumasang-ayon; **1** = Lubos na di sumasang-ayon

MGA PAHAYAG	4	3	2	1
May "youth center" sa aming komunidad kung saan ang mga kabataan ay nakikipaghalubilo.				
May sapat na oportunidad sa pagtatrabaho para sa mga kabataan sa aming komunidad.				
Ang edukasyon para sa kabataan sa aming komunidad ay nakatutulong sa paghahanap ng magandang trabaho.				
Sa paghahanap ng trabaho, ang kabataan ay dapat may pamilya o mga kaibigan na magbibigay sa kanila ng trabaho.				
Ang mga kabataan ay may mga ideya, kasanayan at pagpapahalaga na makatutulong sa pag-unlad ng komunidad.				
Ang mga kabataan ay may mahalagang papel sa pamumuno para sa pag-unlad ng kinabukasan ng bansa.				
Naniniwala ako na ang buhay ko ay mas uunlad sa susunod pa na taon kaysa ngayon.				

Tinatanggap ko ang iba't ibang lahi, kultura at antas sa buhay.				
---	--	--	--	--

18. Ihanay ang mga sumusunod na gawaing pangkabataan ayon sa iyong mga prayoridad para sa kinabukasan ng programang pangkabataan sa inyong komunidad. Lagyan ng tsek ang kolum ng iyong sagot ayon sa timbangan na ito: **1** = Di gaanong mahalaga; **2** = Mahalaga; **3** = Lubos na mahalaga.

Mga Gawain	1	2	3
Pagsusulong ng maliit na pangkabuhayan			
Serbisyong pangkomunidad			
Pangkalahatang panghanapbuhay (Paghahanap ng trabaho, Pagpapanayam, Resume)			
Kasanayang teknikal at panghanapbuhay			
Pag-aayos ng gulo, kapayapaan at "trauma"			
Pagsusulong ng pamumuno			
Malikhaing gawain (musika, pag-aarte, 'visual arts', pagsasayaw)			
Karapatang pantao			
Pangrelihiyon			
Midya (Radyo, Pelikula, Pagpapahayag at Internet)			
Pangkalakasan			
Kabataang Pagpupulong (nasyonal o rehiyonal)			
Pangkalusugan			
Karunungan sa pagbasa at pagsulat			

19. Para sa mga impormanteng taga-Mindanao:
- Gusto mo bang pumunta sa Maynila? ____ Oo ____ Hindi
 - Bakit? _____
 - Anong tulong ang gusto mo para makapunta sa Maynila? _____
20. Para sa mga impormanteng taga-Maynila:
- Gusto mo bang bumalik sa Mindanao? ____ Oo ____ Hindi
 - Bakit? _____
 - Anong tulong ang gusto mo para makabalik sa Mindanao? _____
21. Anu-ano ang iyong mga ninanais/pangarap ukol sa iyong trabaho at personal/propesyonal na pagsulong sa susunod na limang taon? _____
22. Ano pang dagdag na impormasyon ang nais mong ibahagi tungkol sa mga kabataan sa inyong komunidad? _____

**MARAMING SALAMAT.
PARTIAL LIST OF RESPONDENTS**

Greater Manila Area

	NAME	AGE
1.	Basman, Anna Tarhata (UP)	18
2.	Sangkula, Sapura (UP)	24
3.	Maulana, Nasriah (UP)	18
4.	Abdullah, Anifa (UP)	19
5.	Mato, Monesa	
6.	Adil, Parida	16
7.	Malayang, Adam	39
8.	Sippaie, Sherhana	25
9.	Sanani, Julkarim	23
10.	Aguam, Raisah	20
11.	Aguam, Saida	24
12.	Adani, Zenaida	24
13.	Johara, Mapintao	13
14.	Abdilkadil, Nurjihad	21
15.	Mauga, Norena	43
16.	Atara, Pinky	32
17.	Pasandalan, Ismael	
18.	Macatanto, Jamela	20
19.	Paker, Sittiehawa	19
20.	Datumanong, Raisa Tashneem	17
21.	Ibrahim, Nor-Ain	20
22.	Metran, Marife	31
23.	Tula, Abdulman	17
24.	Ladja, Jemy	15
25.	Ladja, Nurjibar	18
26.	Pagadilan, Jinky	35
27.	Latiph, Ramos	35
28.	Landasan, Eskak	30
29.	Landasan, Edzrapel	26

30.	Absari, Al-Adzhar	29
31.	Malipudted, Tayan	25
32.	Alamada, Merlyn	26
33.	Cabili, Dhahara	31
34.	Ipon, Abdulwahid	26
35.	Naijan, Gerymi	28
36.	Piang, Yasser	34
37.	Mohammad, Noroddin	35
38.	Cabdul, Sahara	35
39.	Abdul, Datunot	20
40.	Abdul, Almusa	26
41.	Faisan, Jomar	13
42.	Habi, Basit	19
43.	Bacar, Nasser	20
44.	Dipatuan, Abozar	18
45.	Aminullah, Idris	
46.	Alap, Guiamin	15
47.	Abdulkarim, Hamidah	17
48.	Balangi, Norjannah	16
49.	Malik, Jomar	19
50.	Abas, Exsor	24
51.	Amerol, Aisah	18
52.	Fattan, Norsam	21
53.	Balangi, Junainah	
54.	Reluya, Azizah	24
55.	Madueño, Nuraine	24
56.	Juball, Shermahal	20
57.	Sahar, Radzmahal	27
58.	Sta. Ana, Marilyn	28
59.	Hasim, Tahir	
60.	Ali, Monaisra	22
61.	Asgar, Abdunasser	24
62.	Allanade, Amerol	22

63.	Diang, Norhyden	21
64.	Madale, Noralden	22
65.	Saud, Asdie	22
66.	Madaris, Moxin	19
67.	Tantua, Omar	18
68.	Dalus, Akaraman	23
69.	Silatan, Abdulaziz	21
70.	Orangcaya, Atimed	27
71.	Omar, Taha Usman	
72.	Magunto, Garry	24
73.	Abiddin, Junni	23
74.	Ahamad, Nurhuda	25
75.	Sabdula, Shermalyn	14
76.	Odin, Seraida	24
77.	Alvarez, Jemah	18
78.	Bashier, Asleah	22
79.	Aguam, Raihana	19
80.	Isirani, Riyadha	24
81.	Dilayagen, Diana	24
82.	Langco, Abulkhair	33
83.	Alandu, Abubacar	30
84.	Ismael, Mahson	27
85.	Socor, Aslea	15
86.	Socor, Jasmine	17
87.	Jaiwain, Jamillah	18
88.	Macoming, Almichell	19
89.	Faisal, Komaine	15
90.	Maomin, Omar	17
91.	Bantagan, Abubacar	17
92.	Abdulgaffur, Mohammad Ayoubkhan	18
93.	Adtod, Yayang	18
94.	Nurvilla, Rajiv	18
95.	Ubpon, Sony	18

96.	Mohammadsani, Mohammad	19
97.	Ansol, Mohamad	20
98.	Hassim, Guiameron	20
99.	Manguda, Dondon	21
100.	Yusof, Khalil	21
101.	Bualan, Samir	21
102.	Ambang, Alamin	22
103.	Saed, Uznain	23
104.	Adtod, Badjudin	23
105.	Guiabar, Omarsharif	24
106.	Anton, Allan	24
107.	Manedzin, Sammy	29
108.	del Monte, Tom	30

Mindanao (Maguindanao and Cotabato City)

	NAME	AGE
1.	Batiquillo, Desiree	23
2.	Jaime, Lavina	20
3.	Hofilena, Jumary	24
4.	Duloan, Roel	24
5.	Ramos, Renren	19
6.	Awil, Muslimia	22
7.	Cuyong, Romylyn	16
8.	Alimudin, Abdullah	20
9.	Macalanda, Winnie	17
10.	Purong, Havev	18

12 additional youth-respondents
from Cotabato City aged 17 to 24
years old

<p>IMPACT QUESTIONS:</p> <p>In the last 12 months, how many youth workers did you hire? Why or why not?</p> <p>How many of your youth friends got jobs in the last 12 months?</p> <p>How many of your TVET youth graduates got jobs in the last 12 months?</p> <p>How many new youth workers were placed in jobs in the last 12 months?</p>					
<p><i>Jobs/Opportunities</i></p> <p><i>What kind of jobs do these</i></p>	✓	✓	✓	✓	✓

<p><i>persons find and where and how do they find them? What proportion?</i></p> <ul style="list-style-type: none"> - In agriculture - In Industry/mnfg - In services, e.g. trading - In government - Self-employed <p><i>What kinds of jobs are generally available in the community for the youth (15-24 yrs. old)?</i></p> <p>What kinds of job opportunities are available in and around your community? In the Near future?</p> <ul style="list-style-type: none"> - In terms of business expansion? - Gov't projects? - New businesses coming into area? <p>IMPACT QUESTIONS:</p> <p>Of all jobs created in the last 12 months did your TVET program</p>	<p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p>
---	-------------------	-------------------	-------------------	-------------------	-------------------

<p>match the requirements?</p> <p>In your opinion what TESDA policy and activities have had the greatest impact in preparing the youth for the new jobs and why?</p>					
<p>Education/Training</p> <p>What is highest level of education attained/required?</p> <p>What skills training acquired is most helpful to the work?</p> <p>Who provided skills training? - community- based? - private training provider? - public?</p> <p>How funded? - self funded? -on scholarship?</p> <p>Match or lack of match between education/training preparation with the jobs?</p> <p>Will more education/training be helpful to the work?</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>

<p>IMPACT QUESTION:</p> <p>What education and training programs were most beneficial to youth workers that you can recall?</p> <p>What education and training policies were most/least beneficial to youth workers?</p>					
<p>YOUTH NON-WORKERS</p> <p>What percent of the youth are non-workers?</p> <p>What is profile of the youth nonworkers ?</p> <ul style="list-style-type: none"> - gender - ethnicity - education & training - income level of families - religion - marital status/single parents/number of children <p>How long do the youth non-workers remain non-workers?</p> <p>What are the reasons why they are unable to work?</p> <p>What do they do during the time</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>

they are not working?	✓	✓	✓	✓	✓
How do they go about finding first jobs? Next Jobs?	✓	✓	✓	✓	✓
Where you ever employed?	✓	✓	✓	✓	✓
When were you last employed?	✓	✓	✓	✓	✓

Mindanao Focus Group Discussion Details and Questions

Mindanao Focus Group Discussions

**November 8-9, 2005
Inquiry**

Tuesday, November 8, 8:00-10:00 am

Location: Marco Polo Borneo meeting room, Davao City (63-82) 221-0888

Contact: John Dalton, GEM-2 (63-82) 225-1569/mobile: 0920-906-5129

Participants include employers and representatives of employer organizations in Mindanao, especially those affiliated with GEM-2, as well as those from Davao City SME Center and Paul Dominguez of Sagittarius Mines.

Focus Group Questions:

- Do targeted skills training programs exist for new entrants into the job market?
- Are there programs designed for new entrants into both formal and informal sectors?
- What is the quality of workforce development programs? How relevant are these programs to the job market?
- What incentives exist that encourage growth and development, and adaptation for employers to local and global markets?

Wednesday, November 9, 8:00-10:00 am

Location: Estosan Hotel in Cabana Room, Cotabato City (064) 421-6777

Contact: Jon Silverstone 0920-951-1801 and Marcial Salvatierra 0916 706-8929

Participants include business and employer representatives of EQuALLS programs sites in Mindanao (specifically ELSA and ASCEND)—including Philippines Business for Social Progress, MBC, PREL, employers of host organizations for livelihood programs.

Focus Group Questions

- Do targeted skills training programs exist for new entrants into the job market?
- Are there programs designed for new entrants into both formal and informal sectors?
- What is the quality of workforce development programs? How relevant are these programs to the job market?
- What incentives exist that encourage growth and development, and adaptation to local and global markets?

Wednesday, November 9, 10:00 am – noon

Location: Estosan Hotel in Cabana Room, Cotabato City (064) 421-6777

Contact: Luis Morales 918-937-3798

Participants include young people out-of-school and currently enrolled in EQuALLS programs in Mindanao.

Focus Group Questions

- What are your experiences with entering the job market and retaining a job?
- What are the experiences of your peers in entering the job market and retaining jobs?
- How long does it take for new entrants to get jobs?
- How do the requirements of your job match your own education and skill levels?
- What would help make you well-prepared for your job?
- What would have helped you in school to better do the job you have now?
- Are you aware of programs designed to help you with entrepreneurship skills for self-employment?

Appendix C: People Contacted/Interviewed

Al-Hadj, Muslimin A. Jakilan

ARMM Secretary
Department of Labor and Employment

Amin, Ishmael U.

Officer-In-Charge
TESDA Sulu Provincial Office
Sulu
Tel. Nos. : (64) 4218552
tesda-ar@mozcom.com

Ampatuan, Sam

National Anti-Poverty Commission

Bacani, Senen

La Frutera Banana Plantation

Bansuan, Moslemin

ARMM Manila Liaison Office

Blume, Robert

American Chamber of Commerce of the Philippines

Cadir, Abdulgani

Assistant Secretary to the DOLE ARMM Secretary

Cecilia, Ernesto

American Chamber of Commerce of the Philippines

Chua, Ron

Project Manager on Micro-Finance Institutions
Soros Foundation

Cilindra, Chita

Director
Department of Labor and Employment
Zamboanga

Concepcion III, Jose

Presidential Consultant for Entrepreneurship

Crudo, Josephina

Department of Labor and Employment
Zamboanga

Cruz, Danilo

Undersecretary of Labor
Department of Labor and Employment
7th Floor DOLE Building
Gen. Luna St. Intramuros, Manila
(632) 525-8119
dpc@dole.gov.ph

Dalagan, Omar Khayyam

Officer-In-Charge
TESDA Tawi-Tawi Provincial Office
Tawi-Tawi
Tel. Nos. : (64) 4218552
tesda-ar@mozcom.com

Dalton, John

Program Manager/Chief of Party
Growth with Equity in Mindanao
2/F Ladislawa Building, Ladislawa Ave.
Davao City, 8000 Philippines
Tel. Nos. : (63-82) 225-1569
jdalton@mindanao.org

Domingo-Albert, Delia

Ambassador
Presidential Advisor for Minerals Development
306 University Ave.
Ayala Alabang
deliaalbert@mydestiny.net

Ehmann, Markus

Business Development Services
Cebu Office
38 Acacia Street
Lahug, Cebu City, 6000

Eisma, Pedrito A. (Isabela)

Councilor of Zamboanga

Fenix, Alberto Dr.

President
Newtech Pulp, Inc.
Unit 34 Legaspi Suites
178 Salcedo St., Legaspi Village
1229 Makati City, Philippines
Tel. Nos. : (632) 892-1431
npimakati@pacific.net.ph

Forbes, John

American Chamber of Commerce of the Philippines

Hidalgo, Fe

Undersecretary
Minister-in-Charge of Education
DepED Complex, Meralco Avenue
Pasig City, 1600 Manila
Tel. Nos. : (632) 687-4146
fahidalgo@deped.gov.ph

Jaafar, Omar Shariff L

Officer-In-Charge
TESDA ARMM Regional Office.
Cotabato
Tel. Nos. : (064) 421-8552
Fax Nos. : (064) 421-8556
tesda-ar@mozcom.com

Lao, Vic

Mindanao entrepreneur in the construction and chicken industries

Laopao, Manuel

Chief Labor and Employment Officer
3rd Floor DOLE Building
Gen. Luna St., Intramuros, Manila
Tel. Nos. : (632) 527-9374

Lobregat, Celso

Mayor of Zamboanga

Lopez, Mario

Program Manager
JICA & USAID Capacity Building Projects in ARMM

Madarang, Imelda

Executive Director
Philippine Center for Entrepreneurship

Malcampo, Editha B.

Department of Labor and Employment
Region 12 Office

Mangelen, Salehk B.

Officer-In-Charge
TESDA Maguindanao Provincial Office
Maguindanao
Tel. Nos. : (064) 421-8552
tesda-ar@mozcom.com

Morales, Luis

Consuelo Foundation, Inc.
Citibank Tower
8741 Paseo de Roxas
Makati City, Metro Manila
Tel. Nos. : (632) 848-0601

Neimeier, Harald

Financial Services
Cebu Office
38 Acacia Street
Lahug, Cebu City, 6000

Ruste, Patrick

Mindanao Entrepreneur in the piggery business and fast food franchisee (McDonald's)

Salasim, Hansaman A.

Provincial Director
TESDA Basilan Provincial Office
Basilan
Tel. Nos. : (062) 200-3603 / (0918)411-2766

Salipsip, Jun

American Chamber of Commerce of the Philippines

Salvatierra, Marcial

Senior Advisor for Policy and Management
EQuALLS
PO Box 551
Cotabato City
Tel. Nos. : (064) 421-7929
marcial@ph.caii.com

Santo Thomas, Patricia

Secretary of Labor
Department of Labor and Employment
7th Floor DOLE Building
Gen. Luna St. Intramuros, Manila
(632) 525-8119

Sears, Robert

American Chamber of Commerce of the Philippines

Serra, Romeo

Vice Chairman
Mindanao Business Council
2nd Floor Chamber of Commerce Building
JP Laurel Ave. 8000, Davao City
Tel. Nos. : (63-82) 225-0763
mboffice@mindanaobiz.org

Silverstone, Jon

Chief of Party

Education Quality Access for Learning and Livelihood Skills (EQuALLS)

PO Box 222 Post Office, Diliman

Quezon City 1101

Tel. Nos. : (02) 929-7605

jons@caii.com

SMEDSEP Project

c/o GTZ-Office Manila

P.O. Box 2218

MCPO Makati City, Philippines

Taba, Larry A.

Officer-In-Charge

TESDA Lanao Del Sur Provincial Office

Lanao Del Sur

Tel. Nos. : (64) 4218552

tesda-ar@mozcom.com

Talavera, Elmer

TESDA

East Service Road

South Superhighway

Taguig

Tel. Nos. : (632) 893-1966

ektalavera@tesda.gov.ph

Tan, Roberto

Vice-Mayor of Zamboanga

Villanueva, Wesley

Education Coordinator

Maguindanao

Save the Children

Ground Floor DILG XII Building

ORC Compound, Cotabato City

Tel. Nos. : (63)(64) 421-7944

wes_villanueva@yahoo.com

Appendix D: Bibliography

- Agarwal-Harding, S., & Williams, J. (2003). *Philippines education sector assessment*. Washington, DC: United States Agency for International Development, Asia and the Near East.
- Aguirre, A. D. (2004). Government response to youth, poverty, and conflict: voices of young Filipinos in child friendly cities (pp. 85–108). In Hanley, L. M., Ruble, B. A., & Tulchin, J. S. (Eds.), *Youth, poverty and conflict in southeast Asian cities, Comparative Urban Studies Project, 2004*. Washington, DC: Woodrow Wilson International Center for Scholars.
- Ahmed, A. A. (1996). *Experience and views of industrial trainees in the Philippines*. Manila, Philippines: Technical Education and Skills Development Authority.
- Arroyo, M., & Antonia O.G. (2005). Building Philippine biotechnology. *The SGV Review, June*, 49–59.
- Asian Development Bank. (1999). *Philippine education for the 21st century (1998 Philippines Education Sector Study)*. Manila, Philippines: Author.
- Asian Development Bank. (2000). *Report and recommendation of the president to the board of directors on proposed loan and technical assistance grant to the Republic Of The Philippines and the Development Bank Of The Philippines for the technical education and skills development project and fund for technical education and skills development (RRP: PHI 23229)*. Manila, Philippines: Author.
- Asian Development Bank. (2005). Key indicators 2005: Labor markets in Asia: Promoting full, productive, and decent employment. *Key indicators of developing Asian and Pacific countries, 2005*. Manila, Philippines: Author.
- Asian Development Bank. (2005). *Philippines: Country strategy and program 2005–2007*. Manila, Philippines: Author.
- Asian Human Rights Commission. (2005). Philippines: Starvation and hunger threaten hundreds of displaced villagers following intense fighting in Maguindanao, Mindanao. *Hunger Alert, August 26*.
- Australian Agency for International Development. (2004). *Philippines Australia development cooperation strategy 2004–2008*. Canberra, Australian Capital Territory: Author.
- Baguio City School of Arts and Trades. (1994). *School handbook*. Author.
- Batan Polytechnic State College. (2002). *Expansion of dual education training project, institutional implementation plan 2002–2006*. Author.
- Baud, I. (1998). *Strategic report: Increasing private sector participation in Philippine technical and vocational education and training*. Manila, Philippines: Technical Education and Skills Development Authority.

- Biervliet, W., & Morfe, A. (1996). *The emerging training market in the Philippines: technical and vocational education and training sector*. Manila, Philippines: Technical Education and Skills Development Authority.
- Bolido, L. Arming Mindanao's youth. Retrieved December 11, 2005, from http://news.inq7.net/lifestyle/index.php?index=1&story_id=39213
- Busch, J. (2000). *Building broad-based partnerships*. Alexandria, VA: Association for Career and Technical Education.
- Cabonegro, R. (2002, November). Youth employment contributing to sustainable development: A case for youth-led community-based ECOPRENEURIAL enterprises. Manila, Philippines: Youth for Sustainable Development Assembly-Pilipinas, Inc.
- Cagoco-Guian, R. (2002). *Philippines, child soldiers in central and western Mindanao: a rapid assessment*. Geneva, Switzerland: International Labour Organization.
- Colombo Plan Staff College for Technician Education. (1999). *Leading change in TET*. Manila, Philippines: Author.
- Colombo Plan Staff College for Technician Education. (2001). *Re-engineering technical education and training: Non-traditional approaches that worked*. Manila, Philippines: Author.
- Colombo Plan Staff College for Technician Education. (2002). *Financial planning guidelines CT 2002*. Manila, Philippines: Author.
- Concepcion, S. et al. (2003). *Breaking the links between economics and conflict in Mindanao*. London: International Alert, Business and Conflict Program.
- Danish International Development Agency. (2001). *Fact finding pre-appraisal report. Technical Education and Skills Development Project, the Philippines*. Copenhagen: Author.
- Davis, S., & Hunts, H. (2000). *Academic and career tech integration*. Alexandria, VA: Association for Career and Technical Education.
- Donahue, J., James-Wilson, D., Stark, E., & Hall, J. (2006). Micro-finance youth & conflict: central Uganda case study (microREPORT No. 38). United States Agency for International Development.
- Doyle, J. (1999). National qualifications framework: Certification of TET graduates (pp. 391–412). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- The Economist. (2005, August). Country report: The Philippines.
- Education Development Center, & Global Workforce in Transition. (2003). *Armenia labor market evaluation & strategy assessment*. Newton, MA: Authors.
- Embassy of the Philippines in Washington, DC. (2005, February 8). Status of the GRP-MILF peace process. Author.

- Embassy of the United States in Manila, Philippines. (n.d.). United States Agency for International Development Supports Philippine education through the EQuALLS project. Retrieved November, 2005, from <http://manila.usembassy.gov/wwwwhr448.html>
- Frederickson, T. (2004). *The community college model in Thailand, KIAasia: A case study*. Bangkok, Thailand: Kenan Institute Asia.
- Ganzglass, E. (2005). *Education and entrepreneurial skills training in conflict-affected areas, a case study*. Washington, DC: Education Development Center.
- Ganzglass, E., & Frick, S. (2005). *Resource guide on promising and effective practices in education and employment*. Washington, DC: Education Development Center.
- Gershman, J. (2001, October). Moros in the Philippines. *Self-determination regional conflict profile*. Retrieved October, 2005, from http://www.fpif.org/selfdetermination/conflicts/philippines_body.html
- Ghee, L. T. (2002). *Youth employment in the Asia-Pacific region: Prospects and challenges*. Bangkok, Thailand: United Nations Economic and Social Commission for Asia and the Pacific.
- Gibson, L. (2000). *Preparing educators for school-to-careers*. Alexandria, VA: Association for Career and Technical Education
- Godine, I. (1999). Many solitudes: A paradigm shift in TET (pp. 93–110). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- Goldberger, S., Lessell, N., & Biswas, R. R. (2005). *Right jobs: Identifying career advancement opportunities for low skilled workers*. Boston: Jobs for the Future.
- Granau, S., Gee, C., Stevens, J., & Moore, C. (2002). *Philippines: A risk assessment brief*. Ottawa, Ontario: Carleton University, CIPF and NPSIA.
- Gray, L. (n.d.) *Opportunity study: The feasibility of sector specific & advanced training centers in the Philippines*. Manila, Philippines: Technical Education and Skills Development Authority.
- Gray, L. (1996). *Funding, financial analysis & cost effectiveness in the Philippine technical and vocational education and training sector*. Manila, Philippines: Technical Education and Skills Development Authority.
- Grinstead, M. (2000). *The occupational skills standards and certification system in the Philippines*. Manila, Philippines: International Labour Organization, Subregional Office.
- Guclu, A. (2004). *The growth of YouthBuild: A case study*. Durham, NC: Duke University' Fuqua School of Business, Center for the Advancement of Social Entrepreneurship.
- Guidry, L. (1999). Changing how we teach: Tech prep (pp. 325–347). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.

- Hall, S. (1999). Non-formal education in the Philippines (Technical Background Paper No.7). In *Philippine education for the 21st century (1998 Philippines education sector study)*. Manila, Philippines: Asian Development Bank.
- Hall, W. (1996). *Industry boards and Technical Education and Skills Development Authority partnership*. Adelaide, South Australia: National Center for Vocational Education Research.
- Hanley, L. M., and Tulchin, J. S. (2004). Introduction (pp. 1–6). In Hanley, L. M., Ruble, B. A., & Tulchin, J. S. (Eds.), *Youth, poverty and conflict in Southeast Asian cities, Comparative Urban Studies Project, 2004*. Washington, DC: Woodrow Wilson International Center for Scholars.
- Harding, S. A., & Williams, J. (2003). Philippines education sector assessment. United States Agency for International Development, Asia and the Near East.
- Huang, F. L., & de Veyra, P. L. (2005). The Philippine semiconductor and electronics industry 2004. *The SGV Review*. June: 11–23.
- Human Rights Watch. (2004). *Child soldiers in the Philippines*. Retrieved August, 2005, from <http://hrw.org/reports/2004/childsoldiers0104/13.htm>
- Information Technology Association of the Philippines. (2004, December). *Philippine ICT workforce demand survey 2004*. Manila, Philippines: Author.
- Intellectual Property Coalition (IPC) of the Philippines. (2005). Philippine software industry profile. *The SGV Review*. June: 24–31.
- International Committee of the Red Cross. (2005). Country: Philippines. *ICRC Annual Report, 2004* (pp. 162–165).
- International Crisis Group. (2004, July 13). *Southern Philippines backgrounder: Terrorism and the peace process* (ICG Asia Report No. 80). Brussels: Author.
- International Institute for Management Development, World Competitiveness Center. (2005). *World competitiveness yearbook 2005*. Lausanne, Switzerland: Author.
- International Labour Organization, Regional Office for Asia and the Pacific. (1999). *Skills in Asia and the Pacific: Why training matters*. Bangkok, Thailand: Author.
- Ishii, M. (2004). Comment on ARMM Education Policies. *Kyoto Review of Southeast Asia*, 5.
- James-Wilson, D., & Hall, J. (2006). Micro-finance youth & conflict: West Bank case study (microREPORT No. 41). United States Agency for International Development.
- Johanson, R. (1998). *Philippines technical-vocational education and training: Background paper for Asian Development Bank/IBRD education sector study*. Manila, Philippines: Asian Development Bank Education, Health and Population Division (East); Agriculture and Social Sectors Department (East).
- Kapitsa, L. (2002). *Youth entrepreneurship policies and programmes in the UNECE Member States*. Geneva, Switzerland: United Nations Economic Commission for Europe.

- Lingga, A. S. M. (2004). *Muslim Minority in the Philippines*. Cotabato City, Philippines: Institute of Bangsamoro Studies.
- Lingga, A. S. M. (2005). *Elections in the autonomous region in Muslim Mindanao*. Cotabato City, Philippines: Institute of Bangsamoro Studies.
- Maglen, L., & Manasan, R. G. (1999). Education costs and financing in the Philippines (Technical Background Paper No. 2). In *Philippine education for the 21st century (1998 Philippines education sector study)*. Manila, Philippines: Asian Development Bank.
- Marshall, K. (1999). Practice what we preached: ISO 9000 for TET institutions (pp. 255–280). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- Martin, E. (2005). *U.S. interests in the Philippines peace process* (Philippine Facilitation Project). Washington, DC: United States Institute of Peace.
- Mendoza, S. A. (1996). *Financing technical and vocational education and training*. Berlin: United Nations Education, Scientific, and Cultural Organization.
- Mindanao Economic Development Council. (2005). *Economic report on labor and employment situation in Mindanao*. Davao City, Philippines: Author.
- Mittal, L. N. (2001). Interactive networking for an industry-polytechnic interface: A case study (pp. 227–255). In *Re-engineering TET: Non-traditional approaches that worked*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- Nono, R. (2001). Meralco Foundation Institute: A wholistic approach to technician education (pp. 425–447). In *Re-engineering TET: Non-traditional approaches that worked*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- Norton, T. (1999). Building bridges: Institutional linkages and networking (pp. 149–177). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.
- Orbeta, A. C. (2002, December). Education, labor market & development: A review of the trends & issues in the Philippines for the past 25 years (Discussion Paper No. 2002-19). Makati City: Philippine Institute for Development Studies.
- Packer, A., & Brainard, S. (2000). *Teaching workplace competencies*. Alexandria, VA: Association for Career and Technical Education.
- Philippine Free Press. (2005, October 29). Southern change. Zamboanga City: Author.
- Philippine National Statistics Office. (2003). *Final results from the 2002 Annual Poverty Indicators Survey*. Retrieved November 15, 2005
<http://www.census.gov.ph/data/pressrelease/2003/pr0375tx.html>
- Philippines Bureau of Labor and Employment Statistics. (2005). *Current labor statistics* (Second Quarter). Manila, Philippines: Department of Labor and Employment.

- Philippines Bureau of Labor and Employment Statistics. (2005). *Yearbook of labor statistics*. Manila, Philippines: Department of Labor and Employment.
- Philippines Bureau of Labor and Employment Statistics (2005). *LabStat updates* (September). Manila, Philippines: Department of Labor and Employment.
- Philippines Bureau of Local Employment. (2005, October 3). Highlights of Phil-Job Net vacancies. Manila, Philippines: Department of Labor and Employment.
- Philippines, Congress of the Philippines. H. R. No. 291. 12th Cong. *An act amending Title II of Book II of the Labor Code of the Philippines*. (1998).
- Philippines, Congress of the Philippines. S. No. 1592. 10th Cong. *An act amending Title II of Book II of the Labor Code of the Philippines*. (1996).
- Philippines Department of Education. (2005). *Guidelines for the 2006 accreditation and equivalency (A&E) test of the alternative learning system* (Order No. 222). Manila, Philippines: Author.
- Philippines Department of Education. (2005). *Revised implementing guidelines on the operation of the youth entrepreneurship and cooperativism in school programs* (Order No. 56). Manila, Philippines: Author.
- Philippines Department of Labor and Education. (1996). *The labor code of the Philippines*. Manila, Philippines: Author.
- Philippines Department of Labor and Employment. (2000). *National technical education and skills development plan, 2000–2004*. Manila, Philippines: Author.
- Philippines Department of Labor and Employment. (2004). *Unemployment in the Philippines: Is it a really a structural problem?* Manila, Philippines: Author.
- Philippines Ministry of Finance, Commission on Audit, Office of Budget and Management. (1985). *Implementing guidelines for the operation of the Sarling Skiap program in the National Manpower and Youth Council (NMYC)* [Joint Circular No. 7-83]. Manila, Philippines: Author.
- Philippines Office of the Presidency. (2004). *Medium Term Philippine Development Plan, 2004–2010*. Manila, Philippines: Author.
- Presidential Commission on Educational Reform (PCER). (2000). Philippine agenda for educational reform: The PCER report. Manila, Philippines: Author.
- Prosser, R., Mikhail, S., & Lindsay, N. (n.d.) *National Ten-Year Strategy for TESDA 1999–2008*. Technical Education and Skills Development Authority.
- Radames M. (1998). Role of private Technical and Vocational Education and Training institutions in the Philippines. Technical Skills and Skills Development Authority.

- Radames M. (1998). *Technical and vocational education and training in the formal sector both public and private*. Manila, Philippines: Technical Skills and Skills Development Authority.
- Rixhon, F. C. (2004). Addressing youth unemployment in the Philippines: The Consuelo Foundation's Experience (pp. 55–84). In Hanley, L. M., Ruble, B. A., & Tulchin, J. S. (Eds.), *Youth, poverty and conflict in Southeast Asian cities, Comparative Urban Studies Project, 2004*. Washington, DC: Woodrow Wilson International Center for Scholars.
- Schiavo-Campo, S., & Judd, M. (2005). The Mindanao conflict in the Philippines: roots, costs, and potential peace dividend (Social Development Papers, Conflict Prevention and Reconstruction No. 24). Washington, DC: World Bank.
- Shah, M. (2005). Education & Livelihood Skills Alliance (Quarterly Status Report No. 3). Washington, DC: United States Agency for International Development.
- Social Weather Stations. (1996). *The situation of Filipino youth: A national survey*. Quezon City, Philippines: Author.
- Sommerset, A. (1998). Mathematics and science education in the Philippines (Technical Background Paper No. 5). In *Philippine education for the 21st century (1998 Philippines education sector study)*. Manila, Philippines: Asian Development Bank.
- Technical Education and Skills Development Authority. (2000). *National Technical Education and Skills Development Plan 2000–2004: A vision and strategy for the development of middle-level manpower*. Manila, Philippines: Author
- Technical Education and Skills Development Authority. (2001). *A primer on apprenticeship and learnership programs*. Manila: Philippine Department of Labor Education.
- United Nations Children's Fund. (2005). *At a glance: Philippines*. New York: Author.
- United States Agency for International Development-Philippines. (2004). *Policy and budget, FY 2004*. Manila, Philippines: Author.
- United States Agency for International Development-Philippines. (2005). *Strategy FY 2005–2009*. Manila, Philippines: Author.
- United States Agency for International Development-Philippines. (2006). *Policy and budget, FY 2006*. Manila, Philippines: Author.
- United States Department of State. (n.d.) *Background note: Philippines*. Retrieved August 2005, from <http://www.state.gov/r/pa/ei/bgn/2794.htm>
- Verma, A. (2005). Effective skill formation: The missing link between capital investment & increasing prosperity. *Philippine Journal of Labor and Industrial Relations*, 23(1 & 2).
- Witter, G. (1999). Towards economic empowerment: Integrating business entrepreneurship (pp. 349–365). In *Leading change in TET*. Manila, Philippines: Colombo Plan Staff College for Technician Education.

World Bank. (2003). Workers' remittances: An important and stable source of external development finance (Chapter 7). In *Global development finance 2003: Striving for stability in development finance*. Washington, DC: Author.

World Education Forum. (2000). Philippines performance towards achievement of EFA. In *The EFA 2000 assessment: Country reports*. New York: United Nations Education, Social, and Cultural Organization.