

# La Union & Migration & Development Strategic Plan (2012-2016)



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# **LA UNION MIGRATION AND DEVELOPMENT STRATEGIC PLAN (2012-2016)**



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# Executive Summary

Overseas migration has been an integral part of the economy of La Union. Roughly 6.2 percent of La Union's population 20 years and older are working overseas. Remittances from abroad contributed roughly a fifth of total household income in the province. La Union is one of the top OFW-sending provinces in the Philippines. It is also the province with the highest share of households that are highly dependent on remittances (meaning at least 50 percent of their income is from remittances). Most of the household savings generated in La Union – about PHP 6 billion in 2009 – come from households receiving foreign remittances. However, overseas workers and their remittances are under-recognized and under-utilized. In addition, while there are systems in place for their support and protection, in many areas they remain inadequate despite some noteworthy efforts.

Recognizing the importance of migration in the overall development of the province as well as the need to address attendant problems, the Provincial Government and other key stakeholders decided to formulate a strategic plan on migration and development, which will serve as the blueprint in mitigating the risks and adverse effects of migration, and in ensuring that migration redounds to the benefit of the province and its residents.

The situation assessment, done through a series of multi-stakeholder consultation workshops, highlighted the following development imperatives that shaped the provincial migration and development agenda in the next five years:

- a) The need to ensure the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province -- by promoting, defending and protecting their rights, welfare and entitlements.
- b) The need to protect vulnerable groups and individuals from predatory practices by preventing illegal recruitment and human trafficking especially in rural communities.
- c) The need to enhance the social and economic re-integration of returning migrant workers by developing effective mechanisms to enhance and sustain the gains of successful returnees and to address the concerns of those who are abused or in distress.
- d) The need to develop an integrated, comprehensive, effective and proactive support system by encouraging the formation and strengthening of migrant-based and/or -focused organizations, by enhancing the capacities of concerned institutions to develop and implement migrant-focused initiatives or programs, and by instituting appropriate systems or means to coordinate, harmonize and synergize migration and development interventions at the provincial, municipal or city, and barangay levels.
- e) The need to optimize the beneficial effects of migration as an important element in the sustainable development of the province by giving due importance to the migrant sector in the overall provincial development agenda and processes.

The La Union M&D Strategic Plan takes the perspective of key provincial stakeholders: a) migrants, their families or dependents as well as their own associations or organizations; b) local government units at the provincial, city, town and barangay levels; and c) public/state, non-government and business entities or organizations offering services either directly or indirectly to migrants and their families. These stakeholders are the OWNERS of the strategic plan.

The Plan's core development approach banks on the power of 'connectedness' -- the secret of well-functioning systems. It endeavors to mainstream into the collective consciousness of the province the dreams and aspirations of migrant workers, the challenges and hardships they continually face, and the fruits of their labor. This means that relevant, critical and strategic elements of migration will be 'mainstreamed' into the overall sustainable socio-economic development agenda of La Union.

The Plan stakeholders envision productive, progressive and prosperous migrants who are actively engaged in and contributing to the sustainable socio-economic development of La Union. Towards this end-scenario, the Province of La Union -- by 2016 -- will have i) the majority of its returning migrants fully integrated in the local economy, and ii) reduced significantly the incidence of illegal recruitment and exploitation. Success in these twin goals will be measured in terms of the following outcome indicators:

- 80 % increase in the number of returning/migrants engaged in local enterprises/initiatives
- 80 % increase in the number of returning/migrants employed in local enterprises
- 80 % decrease in the number of illegal recruitment cases
- 80 % decrease in the number of reported cases of abuse/exploitation

To realize the above outcomes, five (5) objectives were set:

- 1) To promote the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province.
- 2) To protect vulnerable groups and individuals from predatory and exploitative practices of recruiters and employers.
- 3) To enhance the social and economic re-integration of returning migrant workers.
- 4) To develop an integrated, comprehensive, effective and proactive support system for migrants and would-be migrants.
- 5) To optimize the beneficial effects of migration as an important element in the sustainable development of the province.



## Acronyms Used

AO	Administrative Order	OFWs	Overseas Filipino Workers
ASEAN	Association of Southeast Asian Nations	OP	Office of the President
BI	Bureau of Immigration	OWWA	Overseas Workers Welfare Administration
BSP	Bangko Sentral ng Pilipinas	PAMI	Philippine Association of Museums
BTLU	Bannuar Ti La Union	PAO	Public Attorney's Office
CBCP	Catholic Bishops Conference of the Philippines	PDOS	Pre-Departure Orientation Seminar
CFO	Commission on Filipinos Overseas	PDP	Philippine Development Plan
CHR	Commission on Human Rights	PEOS	Pre-employment Orientation Seminar
DA	Department of Agriculture	PESO	Public Employment Service Office
DAR	Department of Agrarian Reform	PGLU	Provincial Government of La Union
DBP	Development Bank of the Philippines	PHANSuP	Philippine NGO Support Program, Inc.
DFA	Department of Foreign Affairs	PHP	Philippine Pesos
DILG	Department of the Interior and Local Government	PMDC	Provincial Migration and Development Council
DOF	Department of Finance	PMDO	Provincial Migration and Development Office
DOH	Department of Health	PNP	Philippine National Police
DOJ	Department of Justice	POEA	Philippine Overseas Employment Administration
DOLE	Department of Labor and Employment	PSWDO	Provincial Social Welfare and Development Office
DOST	Department of Science and Technology	RA	Republic Act
DSWD	Department of Social Welfare and Development	RIACAT	Regional Inter-agency Council Against Trafficking
DTI	Department of Trade and Industry	SOF	Survey on Overseas Filipinos
GAMCA	Gulf Cooperation Countries-Approved Medical Centers Association	SP	Sangguniang Panlalawigan
GDP	Gross Domestic Product	Tbd	To be determined
GMG	Global Migration Group	TESDA	Technical Education and Skills Development Authority
HT	Human Trafficking	TPLEX	Tarlac-Pangasinan-La Union Expressway
IAPA	Ilocano Ako Proud Ako	TWG	Technical Working Group
ILO	International Labour Organization	US	United States
IR	Illegal Recruitment		
KASP	Knowledge, Attitude, Skills and Practice		
KCFI	Kanlungan Center Foundation, Inc.		
LBP	Land Bank of the Philippines		
LGPMS	Local Government Performance Monitoring System		
LGUs	Local Government Units		
LUIMCO	La Union Inter-agency Council on Migrants Concern		
M&D	Migration and Development		
MENA	Middle East and North Africa		
MOU	Memorandum of Understanding		
NBI	National Bureau of Investigation		
NEDA	National Economic and Development Authority		
NGOs/POs	Non-Government Organizations and People's Organizations		



# INTRODUCTION

## Background and rationale

La Union, a coastal province in the northwest portion of Luzon Island, was carved from the nine towns of Pangasinan, three towns of Ilocos Sur and villages of the Eastern “Pais del Igorotes” in the Cordillera. It was formally created by a Royal Decree issued by Queen Isabela of Spain on April 18, 1854. The name “La Union” indicates the union of towns from different provinces<sup>1</sup>. It has a land area of only 1,498 square kilometers, making it the smallest of the four provinces of the Ilocos Region.

The province is situated 273 kilometers north of Manila and 57 kilometers northwest of Baguio City, the country’s summer capital. It is accessible by land, air and sea. It is comprised of one city (San Fernando, the regional capital), 19 municipalities, and 576 barangays. It has two distinct climatic conditions: dry during months of November to April and wet or rainy for the rest of the year. The terrain is predominantly hilly. As of 2007, the province had a population of 721,000. The employment rate is pegged at 95% (covering both fully employed and underemployed), with agriculture having the biggest share of employed persons at 53% followed by services at 37%. Industry has an employment share of only 10%. Manufacturing accounts for a mere 7% of the total number of establishments in spite of the fact that the province hosts the Poro Point Special Economic and Freeport Zone.

With an average farm size of 0.5 hectare per family not to mention the lack of agricultural support systems such as irrigation facilities, farming is obviously not a viable option to earn enough income to sustain a family. Poverty incidence in the province is rising -- the highest rate in the region. Moreover, as people

get educated they naturally seek better employment opportunities and aspire for modern, higher-level lifestyles. And since there are very limited off-farm employment opportunities many La Union residents are then forced to look for jobs outside of the province particularly in other countries.

Overseas migration<sup>2</sup> has been an integral part of the economy of La Union, although this fact is not yet fully recognized. Roughly 6.2 percent of La Union’s population 20 years and older are working overseas, according to the Labor Force Survey of 2010. This is likely an underestimate. Almost a third of these La Union workers employed abroad are college graduates, comprising 12.9 percent of all the college graduates in the province. Remittances from abroad contributed roughly a fifth of total household income in the province. La Union is the province with the highest share of households that are highly dependent on remittances (meaning at least 50 percent of their income is from remittances). Most of the household savings generated in La Union – about PHP 6 billion in 2009 – come from households receiving foreign remittances. However, overseas workers and their remittances are under-recognized and under-utilized. In addition, while there are systems in place for their support and protection, in many areas they remain inadequate despite some noteworthy efforts. For instance, potential overseas workers remain vulnerable to unscrupulous recruiters and traffickers.

Recognizing the importance of migration in the overall development of the province as well as the need to address attendant problems, the Provincial Government and other key stakeholders – with the support of the International Labor Organization (ILO)

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<sup>1</sup> [http://www.launion.gov.ph/e107\\_files/profile/general\\_info.php](http://www.launion.gov.ph/e107_files/profile/general_info.php)

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<sup>2</sup> *Lifted from the Situation Report: Overseas Migration from La Union prepared by Dr. Geoffrey Ducanes for the International Labor Organization. September 2011.*

– decided to formulate a strategic plan on migration and development, which will then serve as a blueprint in mitigating the risks and adverse effects of migration, and in ensuring that migration redounds to the benefit of the province and its residents.

## The Planning Methodology and Process

The migration and development nexus is a relatively new area in development planning. Despite its potential advantages, migration is rarely acknowledged in development planning tools, and even when links are made they tend to remain at a conceptual rather than at a practical level<sup>3</sup>. In this planning exercise, a methodology was devised and used to come up with a strategic plan intended to make the best out of the current migration and development situation in the province. Here we refer to ‘migration’ as the movement of people out of the province in pursuit of better income opportunities. Based on this definition, the word ‘migrant’<sup>4</sup> used in this Plan includes all individuals who were born and who lived in La Union but decided to move elsewhere either temporarily or permanently primarily to look for a job or a means of living. Additionally, we refer to ‘development’ as the process of improving the overall quality of life of a group of people, and in particular expanding the range of opportunities open to them.<sup>5</sup>

Strategic planning basically seeks answers to three key questions: where are we now? where do we want to go? and, how do we get there? The first question involves the assessment or analysis of the current situation while the second and third questions require the careful crafting of the whole development agenda. The planning exercise took the overall, collective perspective of provincial stakeholders as the OWNERS of the strategic plan. Provincial stakeholders include all the entities (i.e., OFWs, local government units, line agencies and attached bureaus and instrumentalities,

non-government organizations, people’s organizations, academic institutions, and private or business and groups) present and operating inside La Union. The “common interest” of these stakeholders was used as the “lens” in looking at the prevailing migration and development (M&D) landscape as it impacts on the province and its people.

The situation assessment focused mainly on three levels of contexts: the OFW, the province, and the regional/national and international arena. The OFW and the province constitute the “internal context” while the regional/national and international arenas were considered as the “external context”. Strengths and weaknesses were drawn from the “internal context”. Similarly, opportunities and threats were drawn from the “external context”.

The assessment delved on three key inquiry areas: migration and development context, policy and legal framework, and resources.<sup>6</sup> The ‘migration and development context’ covers migration facts and trends, development facts and trends, and protection and promotion of migrants’ rights and welfare. The ‘policy and legal framework’ includes mechanisms and institutional arrangements, policies and legislation, and processes and procedures. ‘Resources’ include financial capital, human capital, and capacity and systems. The assessment<sup>7</sup> sought to identify key elements or features of the current situation and their implications related to the crafting of the development agenda. These elements/features and their implications were categorized as either ‘strengths and capabilities’, ‘weaknesses and limitations’, ‘threats and constraints’, or opportunities and potentials’. A synthesis of these led to the identification of development priorities or imperatives.

The crafting of the migration and development (M&D) agenda took off from the development imperatives identified in the situation assessment. The agenda essentially include: shared values and guiding principles; vision and goals; objectives, key result areas, and performance indicators; strategies and key activities; workplan and resource requirements, implementation arrangements, and monitoring and evaluation.

3 *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners*, page 17. <http://publications.iom.int/bookstore/free/GMG2010.pdf>. Accessed on 9 September 2011.

4 “Situation Report: Overseas Migration from La Union”, by Dr. Geoffrey Ducanes, University of the Philippines School of Economics. Commissioned by the International Labour Organization (ILO), through the ILO-EU Return and Reintegration Project, Manila, Philippines, 31 December 2011. This research study is based in part on the mapping of overseas migrant workers conducted by Kanlungan Centre Foundation, in collaboration with Bannuar ti La Union.

5 *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners*, page 10. <http://publications.iom.int/bookstore/free/GMG2010.pdf>. Accessed on 9 September 2011.

6 *Ibid*, page 27.

7 The situation assessment mainly made use of the available data and information contained in the provincial studies commissioned by ILO and of the inputs given by stakeholders.

The planning exercise followed a highly participatory and consultative process involving participants from local and national government offices and agencies, civil society organizations, academe and private sector groups. Consultation workshops were done covering the two congressional districts of the province. Another consultation was conducted separately with national line agencies. Finally, a multi-stakeholder planning workshop was held to validate and enrich the results of initial consultations including the results of the studies conducted; and to improve and draft the migration and development agenda. The Technical Working Group (TWG), with the technical support of the strategic planning consultant deployed by the International Labor Organization (ILO), reviewed and finalized the provincial strategic plan.

The list of TWG members as well as participants in the series of consultation workshops is presented in the Annex. Their active involvement and collective wisdom contributed significantly in the success of the entire strategic planning process.

## SITUATION ASSESSMENT<sup>8</sup>

### Migration and Development Context

The migration and development context includes three essential areas of inquiry: migration facts and trends, general development facts and trends, and the protection and promotion of migrants' rights and welfare.

#### *Migration Facts and Trends*

The Commission on Overseas Filipinos (COF) reported that there are 8.5 million Filipinos spread out in 194 countries, which means that about 10 percent of the total population and about one in every household live and work abroad.<sup>9</sup> Indeed, a key feature of the Philippine labor market is the presence of a large number of Overseas Filipino Workers (OFWs). The annual outflow of OFWs begun in the 1970s with a modest deployment of 14,366 then increased by leaps and

bounds to a very robust growth rate of 15.1% (1.423M) in 2009<sup>10</sup>. It is of interest that majority of OFWs were women workers, reflecting the 'feminization' of the global migrant labor market.

La Union is one of the largest OFW-sending provinces in the country. One of every 16 La Union adults is working overseas. There are 29,122 OFWs registered with the Overseas Workers Welfare Administration (OWWA). This figure is a conservative estimate since not all OFWs go through the government-prescribed deployment process and hence are considered undocumented. This provincial rank or position may be used to enhance advocacy towards a more responsive, comprehensive and proactive migration management policies and programs in the province. The OWWA registry enables the Provincial Government of La Union (PGLU) and other organizations to track OFWs and come up with appropriate programs.

OFWs from La Union are more likely in general to be female, to be married, and to be the household head or the spouse of the household head. Of the total OFWs from La Union, 63.3 percent are female, compared to roughly half for the country as a whole and 59.9 percent for the Ilocos region. In all municipalities, women outnumbered men, but especially in Burgos, Santol, San Gabriel and Bagulin – all upland barangays with limited resources. Again, even at the provincial level, this situation reflects the global trend on the 'feminization of labor migration'.

The absence of a mother in the very closely-knit Filipino family has resulted in deep and permanent social costs to the family unit and to children in particular. This hampers the development of stable, cohesive and productive communities.

Majority of OFWs from La Union are employed in services, primarily as domestic helpers. In the Kanlungan mapping, 56.5 percent of the OFWs found work as domestic workers, 7 percent as laborers, 3.5 percent as factory workers, 2.8 percent as seafarers, and 2.7 percent as caregivers. Based on the Survey on Overseas Filipinos (SOF) from 1997 to 2003, anywhere from 56 percent to 72 percent of La Union OFWs were in services work and 26 percent to 31 percent were in production and related work. In 2003, 61.2 percent of La Union OFWs were in services work, 27.4 percent were in production work, and only 5.8 percent were in

<sup>8</sup> Unless otherwise indicated, data and information provided in this section were either lifted or taken from the following sources: "The La Union Overseas Filipino Worker (OFW) Mapping Project: Providing a Roadmap for the Integration of the Migrant Worker Perspective in Local Government Planning" by the Kanlungan Foundation; the "Situation Report: Overseas Migration from La Union" by Dr Geoffrey Ducanes; and proceedings of the series of consultation and planning workshops conducted by the Provincial Government and La Union, Kanlungan Foundation, Bannuar ti La Union and International Labor Organization during the period of June to September 2011.

<sup>9</sup> OFWs to the World, an article by Justice Artemio V. Panaganiban in his newspaper column "With Due Respect", *Philippine Daily Inquirer*, 17 July 2011.

<sup>10</sup> *The Philippine Labor and Employment Plan 2011-2016*, page 12.



professional and technical occupations. When linked with the fact that most OFWs are better educated (i.e., many are college degree holders), this situation shows the ‘de-skilling’ of migrant workers who end up as domestic helpers, for instance. The exodus of better-educated workers will cause local capacity gaps especially if those workers leaving are employed prior to departure.

A large majority of OFWs from La Union belong to the richest deciles: nearly a quarter (24.5 percent) are from the richest tenth of the population; 19.4 percent are from the ninth decile; 45.3 percent belong to the sixth to eighth deciles; and only 5.1 percent belong to the bottom three deciles, what are normally considered the poor income groups. This situation hampers the government’s effort to narrow down the income gap between economic classes, further worsening inequality. It may also indicate the inability of low-income groups to satisfy the requirements to get a job abroad.

There is also a notable inflow of migrants from other provinces into La Union, which further strains the province’s capacity to meet the growing requirements of its own residents.

The most common areas of destination of OFWs from La Union are Asia and the Middle East. Based on the SOF from 1997 to 2003, anywhere from 70 percent to 90 percent of OFWs from La Union go to other Asian countries and to the Middle East and North African (MENA) region. The most common countries of destination are Hong Kong (China) and Saudi Arabia. Based on the 2003 SOF, 57.8 percent were in Asia and the Pacific, 31 percent in MENA, 7.4 percent in US and Canada, and 1.9 percent in Europe. [The Kanlungan mapping was roughly consistent, finding the most popular destinations to be Saudi Arabia (18.6 percent share), Hong Kong - China (16.3 percent), Singapore (10.7 percent), United Arab Emirates (7.3 percent), Taiwan (5.8 percent), Canada (5 percent), and the United States (4.5 percent).] La Union is proximate to Hongkong, Taiwan and Singapore. This may offer the potential of using La Union’s OFW links by tapping OFWs from the province in promoting tourism and investments. In the case of Canada and the US, there is a potential to intensify current efforts to tap diaspora giving to fund socio-economic projects.

Jobs for overseas Filipino workers in Saudi Arabia will soon grow less, however, as the looming implementation of a new labor policy known as

“Nitaqat” or “Saudization” will compel companies to limit the number of their foreign employees.<sup>11</sup> Further, the current political turmoil and economic slowdown in a number of countries will force OFWs to prematurely return to the country. The global economic slowdown has also resulted in the weakening of the US dollar thereby lowering the exchange rate to the disadvantage of OFWs.

### ***Development Facts and Trends***

Overall, the country’s economy -- measured in terms Gross Domestic Product or GDP -- is erratic though in a generally upward trend. Employment growth, however, shows a “boom and bust” pattern and lags behind GDP growth.<sup>12</sup> For instance, GDP increased by 7.3% in 2010 versus an employment growth of only 2.8%. This clearly shows that the structure of the economy is not in sync with the structure of the labor market.

In terms of human development, the country ranked 84th among 178 countries while in terms of income inequality (Gini index), the rank is 42 among 130 countries.<sup>13</sup> This means that the Philippines is relatively better-off in terms of human condition but one of the bottom performers in narrowing the gap between the rich and the poor.

La Union had the 10th highest human development level among all provinces in the country in 2006. It scored especially well in terms of life expectancy at birth (74.6 in 2006), at which it ranked first among all provinces. It was also above average in terms of education and mean income. This rank, if sustained, places the province in a good position to promote the area as a desirable destination for investors and tourists.

Though slower than the national average of 2.6%, La Union has the highest population growth rate (1.9%) in the region for the period 1960-2007. With its very limited resources, the province will be hard-pressed to cope with the growing demands of an increasing population for social and economic services.

Poverty incidence was estimated at 30.6%, higher than the national average of 26.5%. This has

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<sup>11</sup> <http://www.pinoy-ofw.com/news/12888-expert-saudization-cut-ofw-jobs-saudi.html>. Accessed on 8 September 2011.

<sup>12</sup> *The Philippine Labor and Employment Plan 2011-2016*, page 4.

<sup>13</sup> [http://www.nationmaster.com/graph/eco\\_hum\\_dev\\_ind-economy-human-development-index](http://www.nationmaster.com/graph/eco_hum_dev_ind-economy-human-development-index). Accessed on 9 September 2011.

gone up from 22% in 2003 (while the other provinces are declining). It is the poorest province among the 4 provinces in the region. La Union suffers from high income inequality. The Gini ratio of per capita income in La Union in 2009 was 49.8, much higher than all the other provinces. Inequality in La Union increased from 2006 to 2009. The poverty situation drives more people to seek greener pastures outside La Union. This also limits the income/tax generating capability of local government units (LGUs).

Local employment is mainly on agriculture and services. In 2010, 43% of workers were employed in agriculture, 42% in services and merely 15% in industry. This overdependence on agriculture, a highly seasonal activity given the geophysical attributes of the province, for employment limits the income earning potential of residents.

The province has ‘farmable’ lands (which are mostly idle during summer due to lack of irrigation); an improved international seaport; an economic and freeport zone (that hosts one of the popular hotel-casino chains in the country); a newly-refurbished and barely-utilized international airport; and varied sea, land and culture/religious attractions.) These features enable La Union to position itself as a food-producing, investment and destination area not just north of Metro Manila but in East Asia as well.

The projected completion of the Tarlac-Pangasinan-La Union Expressway (TPLEX) in 2013 and the closure of the Baguio airport to commercial flights will make La Union more accessible from Metro Manila thereby boosting its position as THE gateway to Ilocandia and to the Cordillera. Likewise, the national government is planning to put up a railway system that connects Metro Manila with key destinations in Luzon. Again, this easier access -- once realized -- bolsters the potential to aggressively promote La Union as food producing, investment and destination area by making its idle lands more productive and by reviving its indigenous agri-, skill- and resource-based village crafts and cultures using the concept of ‘ecomuseum’ being promoted by the Philippine Association of Museums, Inc. (PAMI).

### ***Protection and Promotion of Migrants’ Rights and Welfare***

Kanlungan Foundation and Bannuar ti La Union (with 1,600 members) are actively advocating for OFW rights and welfare and are providing services and implementing economic/livelihood programs for

returning OFWs and their families in coordination with LGUs. There is also the LUIMCO or the La Union Inter-agency Council for Migrants Concern.<sup>14</sup> It is a social partnership group organized by the Diocesan Desk for the Pastoral Care of Migrants and Itinerant People in the Diocese of San Fernando, La Union, and by the Catholic Bishops Conference of the Philippines (CBCP) for the interest of the migrant sector. The presence of active NGOs/POs in the province contributes to the strengthening of public-private partnerships to address the needs of OFWs/migrants especially those who are ‘hard to reach’ groups such as those who migrated through ‘irregular’ means or, in the case of local migrants, those who work in the so-called “entertainment” industry.

Kanlungan’s operation in La Union, however, has very limited resources. As Kanlungan is the only migration-focused NGO operating in the province, this will lessen local capacity to address the concerns of returning distressed OFWs.

At least 7% of OFWs surveyed by Kanlungan left the country with tourist visas. This limits the ability to track OFWs and to provide them assistance when the need arises. On the side of the OFW, this prevents him/her to seek protection overseas.

Problems encountered by La Union OFWs include: maltreatment (4.4%), contract violation (2.3%), health-related problems (2%), and non-payment of wages (0.9%). Only 9 of those surveyed admitted they experienced sexual abuse while working overseas. Based on Kanlungan case management experience, however, OFWs seldom report abuse due to shame. These kinds of sensitive and complex cases add to the many social concerns that need to be addressed by LGUs thereby stretching further their limited capacity.

Further, while there is no data available for La Union, the National AIDS registry of the Department of Health (DOH) has been consistently reporting that more than 30% of those who have been infected by HIV are OFWs, which highlights the health hazards faced by migrant workers as well.

## **Policy and Legal Framework**

The policy and legal framework includes migration-related mechanisms and institutional arrangements, policies and legislation, and processes and procedures.

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<sup>14</sup> LUIMCO is co-chaired by the PGLU and the Catholic Church.

## ***Mechanisms and Institutional Arrangements***

The provincial government lends its support to migration-related initiatives both directly and indirectly through the work done in the Regional Inter-agency Council Against Trafficking (RIACAT) by line agencies like the provincial arms of Philippine National Police (PNP) and the Department of Justice (DOJ), the Provincial Social Welfare Department Office (PSWDO), and other agencies and through its participation in the LUIMCO, a committee composed of parish, government, non-government, civic society, and private groups catering to the needs of overseas workers in La Union. In addition, the PGLU provides support to Bannuar ti La Union (BTLU), an association of migrant returnees and families of migrants still working overseas, in the form of free office space and financial assistance (thru the Sanggunian Panlalawigan or SP) for microlending projects. Additionally, law student associations also signified willingness to serve as paralegals in migration-related cases. RIACAT and LUIMCO offer the potential to fully provide a multi-sectoral platform to address pressing and urgent migration issues in the province. PGLU's support to BTLU (an organization of OFWs and their families) enables the provincial government to directly reach out to target groups in a more focused, efficient and effective manner. LUIMCO's membership may be expanded by inviting other religious groups to get involved.

The Public Employment Service Office (PESO), which is linked to the regional office of DOLE for coordination and technical supervision, is a non-fee charging multi-employment service facility established under RA 8759 otherwise known as the PESO Act of 1999. Its mandate is to ensure the prompt, timely and efficient delivery of employment service and the provision of information on the other DOLE programs. It also hosts the OFW help desk or migrant desk. Some municipalities have adopted this same set-up. This arrangement with PESO, which is more known to the public for its function in providing employment opportunities, can help provide a centralized mechanism to organize legally-compliant employment/recruitment information and assistance to job-seekers.

In Naguilian (a town with a high number of OFWs), Bannuar ti La Union is currently engaged by the municipal LGU to serve as the migrants desk. This arrangement demonstrates an innovative model of LGU-NGO engagement and partnership, consistent

with the provisions of the Local Government Code, to provide specific public services directly to target groups.

The Philippine Overseas Employment Administration (POEA) has one of its three regional centers in the country located in San Fernando City, La Union. It conducts pre-employment seminars to help departing workers avoid illegal recruiters and traffickers, facilitates paper processing by allowing OFWs who are returning to their overseas jobs to have their relevant papers verified and processed in La Union instead of having to go to the POEA main office in Manila, and putatively attends to grievances of workers who are victims of illegal recruitment and trafficking. It has already forged Memoranda of Understanding (MOU) with 16 of the 20 LGUs in the province on the prevention of illegal recruitment. The regional office of Overseas Workers Welfare Administration (OWWA) for the Ilocos region is also in San Fernando City. As the regional capital, the province hosts all government regional offices including the Department of Foreign Affairs (DFA) consular office, which attracts a lot of passport applicants from Northern Luzon.

Moreover, there are several government agencies and instrumentalities based in La Union that have programs that can be availed of by OFWs and their families such Department of Trade and Industry (DTI), Technical Education and Skills Development Authority (TESDA), Department of Social Welfare and Development (DSWD), Department of Labor and Employment (DOLE), Public Attorney's Office (PAO), Commission on Human Rights (CHR), Department of Justice (DOJ), Bureau of Immigration (BI), National Bureau of Investigation (NBI), Philippine National Police (PNP), Department of Science and Technology (DOST), and Department of Health (DOH) and Department of Agrarian Reform (DAR). The presence of these agencies in the province makes it easier to come up with speedy actions to pressing concerns as well as long-term collaborative arrangements. It also minimizes coordination and transaction costs.

Further, This complete line-up of national agencies, with regional offices in La Union, can be tapped to join and contribute to a pilot province-wide program (that is comprehensive, responsive and proactive) on migration and development showcasing good practices in managing migration and development -- from stakeholder mobilization to planning to implementation and evaluation.



## ***Policies and Legislation<sup>15</sup>***

There are a number of international instruments and regional declarations that provide adequate legal and policy frameworks on migration. The international instruments include: the international covenant on civil and political right; international covenant on economic, social and cultural rights; the convention on the elimination of all forms of discrimination against women; convention on the rights of the child; convention on the protection of the rights of all migrant workers and their families; ILO forced labor convention; ILO migration for employment convention and migrant workers convention; ILO convention on child labor; and protocol to prevent, suppress and punish trafficking in persons.

The regional instruments include the ASEAN declaration against trafficking in persons, particularly women and children; and declaration on the promotion and protection of the rights of migrant worker. All these instruments provide adequate bases to advocate and pursue all legal and internationally-accepted means to promote and protect the rights of OFWs.

In the Philippines, Republic Act No. 10022 (which amended R.A. No. 8042, or the Migrant Workers and Overseas Filipino Act of 1995) spells out the policies of government to ensure the protection and welfare of OFWs. It mandates, among others, the creation of a migrant desk in all LGUs to provide “information to their constituents on all the processes and aspects of overseas employment”, including information on overseas job orders and licensed recruitment agencies in good standing (obtained from the POEA). This provides the legal basis to create formal structures and deploy government resources to handle migrant concerns on a regular, more focused manner.

Republic Act No. 9208 institutes policies to eliminate trafficking in persons especially women and children including the criminalization of acts of trafficking. It also establishes the necessary institutional mechanisms for the protection and support of trafficked persons. Under the said law, local government units are mandated to monitor and document cases of trafficking, cancel licenses of establishments found to be violating the Act, undertake an information campaign against

trafficking in persons and encourage and support community-based initiatives which address trafficking in persons.

The Philippine Labor and Employment Plan (2011-2016), the sectoral plan for labor and employment of the Philippine Development Plan (PDP), adopts inclusive growth and decent work as overall framework with strategic responses in the areas of employment, rights at work, social protection and social dialogue. The Plan also addresses key migration issues and challenges such as the protection of the rights of migrant workers and reintegration assistance.

Administrative Order (AO) 249 of the Office of the President (OP) directs the DOLE to enhance the reintegration program for OFWs. This can serve as the impetus to upgrade the PESO to give equal priority/attention to the reintegration of returning OFWs (both those considered successful and those in distress) operationalizing the concept of ‘brain gain’ and optimizing financial gains resulting from the OFW phenomena.

The Local Government Code authorizes LGUs to float bonds for its development projects. It also allows LGUs to enter into partnerships with NGOs in the implementation of socio-economic projects. The ILO Decent Work Agenda provides a globally-acceptable framework to craft employment and migration policies at the national and local levels.

The current Provincial Development and Framework Plan or PDPFP of La Union proposes to provide referral and placement services for local and overseas as well as private and civil service employment through job fairs and employment facilitation programs. This item in the PDPFP provides the basis in the development and institutionalization of a “referral and placement” mechanism in the province.

The Provincial Board or SP has passed two resolutions seeking to set up a migrants’ desk and appoint a migrants’ officer in all municipalities in the province; and creating the La Union Inter-agency Council for Migrants’ Concern or LUIMCO. It also passed the La Union Investments Code to encourage potential investors to do business in the province. The passage of these migrant-related resolutions indicates strong legislative/political support that can be harnessed to push for more substantial and concrete initiatives to address OFW concerns in La Union. Likewise, the Investment Code may be enhanced to make it more OFW-friendly.

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<sup>15</sup> This sub-section draws from the presentation of Atty. Robert Larga, National Project Coordinator, ILO-EC Economic and Social Empowerment of Migrants including Victims of Trafficking Returned from the EU Countries Project, during the multi-stakeholder planning workshop held on 02 September 2011 at Ariana Hotel, Bauang, La Union.

A number of municipalities, however, still have no full-time staff to operate their respective migrant's desk. This limits the capacity of LGUs to respond appropriately to migrants' concerns.

It is noted that current programs being implemented focused on OFWs are not commensurate with their importance as a share of the population of the province and their actual and potential contribution to the La Union economy. Overlapping of programs and services between government and NGOs is also noted. The absence of a well-defined, focused and harmonized plan and program for OFWs and for migration in general deprives the province the opportunity to get the best out of the current OFW boom while responding appropriately and effectively to the various concerns related to migration. Failure to highlight or take into account an important development factor will limit the effectiveness of any plan to develop an area. 2.2.3

### **Processes and Procedures**

Owing to the presence of OFW service agencies (i.e., DFA, POEA and OWWA) in the province, a significant number of registered recruitment agencies have set up their local operations here. However, there are reports indicating the presence of illegal recruitment and human trafficking activities in the area. Online recruitment sites are also increasingly becoming popular to jobseekers. This situation shows that monitoring recruitment activities requires a more sophisticated and coordinated approach.

In the current list of accredited hospitals, two are based in La Union, which are Lorma Medical Center and La Union Medical Diagnostic Center, Inc. It turns out, however, that some destination countries, particularly those in the Middle East (where many of the La Union OFWs go), do not accept the medical certification given by many of these DOH-accredited medical centers including those in La Union. Gulf countries are reported to accept only medical certification from medical centers that are members of the Gulf Cooperation Countries-Approved Medical Centers Association (GAMCA), which are mainly based in Makati City. This has resulted in some applicants having to pay for two medical examinations, not to mention additional transportation and time costs. This redundant process adds more difficulty to applicants for overseas jobs thereby hampering the processing of applications and/or reducing the competitiveness of applicants in terms of compliance with the requirements of employers.

The take up of livelihood/business training by OFWs is quite poor. In the past year only about 960 OFWs (or their families) availed of training on entrepreneurship in the regional office, which is less than one percent of the number of OWWA-registered OFWs in the region. There is limited or insufficient data on the total number of OFWs/dependents who have availed of trainings and who have established income generating projects or businesses in La Union. The very low coverage of business-related trainings is an indication of a dysfunction in the system to promote business development among OFWs, which then limit the province's efforts to push the local economy.

In La Union, there is still a need to work out a better way to refer trafficking cases to DSWD, which co-chairs the Regional Inter-Agency Council Against Trafficking (RIACAT). Many victims of trafficking do not seek assistance for many reasons. The main reason given is that some of the trafficking victims wish to maintain their privacy, perhaps out of shame, and this is more difficult if they seek the help of government. If they need assistance, victims approach NGOs (such as Kanlungan and Bannuar ti La Union) that have established reputations helping trafficking victims and have a more extensive network on the ground.

This is unfortunate because DSWD has access to more resources to help trafficking victims redress their grievances and help them get back on their feet. DSWD is also the main agency responsible for implementing the National Referral System for victims and survivors of trafficking. The situation where distressed OFWs find difficulty approaching government for help limits their capability to seek much-needed help.

### **Resources**

Resources refer to financial capital, human capital, and capacity and systems that can be harnessed to manage migration as a critical pillar in pursuing the provincial development agenda.

#### **Financial Capital**

According to statistics from the Bangko Sentral ng Pilipinas (BSP), OFWs remitted more than USD 18.7 B in 2010, thereby keeping the Philippine economy afloat.<sup>16</sup> To maximize this huge amount of resources, a specialized bank for OFWs is being proposed and has been endorsed by Vice President Jejomar Binay.

<sup>16</sup> *OFWs to the World*, an article by Justice Artemio V. Panaganiban in his newspaper column "With Due Respect", *Philippine Daily Inquirer*, 17 July 2011.

The Development Bank of the Philippines (DBP), Land Bank of the Philippines (LBP) and other banks have also lending windows for OFWs at concessional rates of up to PHP 2 million. The OWWA has an allocation of PHP 2 billion for re-integration programs. These funding and lending windows may be tapped to assist OFWs venturing into business.

In La Union, remittances from abroad contributed roughly a fifth (20%) of total household income. Most of the household income generated (about PHP 6.3B in 2009) come from foreign remittances with a growth of 9.7% per year (1985-2006). The robust growth of remittances, especially if sustained through high-value services provided by OFWs, enables the province to develop a long-term course of action to tap this inflow to enhance the local economy.

Most of the household savings in the province also come from remittance-receiving households. In 2009, La Union households were estimated to have saved PHP 8.2 billion of their total income. Of this amount, PHP 5.9 billion or 72.3 percent were from remittance-receiving households, and only PHP 2.3 billion or 27.7 percent were from non-remittance receiving households. This huge household savings of OFW families enables the government to design investment instruments and approaches to channel such resources to high-value, catalytic projects to grow the provincial economy while at the same time strengthening the income-earning capability of OFWs.

Among OFWs from La Union in 2003, nearly four-fifths (80%) were reported to have sent remittances, higher than the national average of only 69.1 percent. Nearly all (95 percent) reported sending their remittances through formal means, either through banks or door-to-door services. Only 2.6 percent reported sending their remittances through friends or co-workers, and 2.4 percent through still other modes. Remittances flowing through the formal system allow the government to track the financial impact of OFWs and to possibly craft mutually beneficial arrangements with concerned financial institutions.

La Union is the province with the highest share of households that are highly dependent on remittances (meaning at least 50% of their income is from remittances). This makes La Union highly vulnerable to adverse developments in countries where its OFWs are deployed. At the household level, overdependence on remittances will give a false sense of economic security.

Remittances, however, are underutilized, mismanaged and not spent wisely. It was observed that OFW remittances are siphoned off from the province as may be gleaned by the presence of numerous national banks and money transfer agencies. Likewise, though remittances are generally used to send children to school, build houses and support the daily subsistence of families left behind, it is also observed that some of these remittances find their way in gambling activities. At the provincial level, this situation limits La Union's capacity to optimize the benefits of financial inflows coming from OFWs as these resources are moved from the province to areas such as Metro Manila. At the household level, this also limits the OFW family's ability to either save and/or set-up alternative sources of income that will then enable the OFW to easily return and reintegrate himself/herself.

### ***Human Capital***

About two-thirds of OFWs from La Union are in their twenties and thirties, roughly similar to the national and Ilocos averages. On the positive side, sending young workers will allow them to gain more knowledge and experience especially if their work overseas are related to their professions. Assuming these workers return to the province for good after 10 years, the enhanced competencies they have can be harnessed to improve local systems and capacities.

La Union OFWs are better-educated, young and skilled on average than the average worker from the province. Of the total OFWs from La Union, 23 percent are college graduates, 35.3 percent college undergraduates or vocational graduates, and 32.2 percent are high school graduates. Again, on the positive side, this is one way the province can project itself as a reliable source of qualified OFWs.

However, compared to OFWs in general, La Union OFWs are not as well-educated, especially in terms of the share of college graduates (35.9 percent for all OFWs). A less qualified and unskilled workforce makes the province less competitive versus other provinces in the country.

### ***Capacity and Systems***

The PGLU has an existing collaboration with BTLU to reach out to OFW families in need of financial assistance (i.e, microlending). This demonstrates the viability of mobilizing NGOs and people's organizations (POs) to deliver services in behalf of government even in projects involving financial management.

While coordination between and among line agencies, POs and NGOs are occasionally being done, no fully functional, institutionalized mechanism (either for service delivery or for referrals) is in place to facilitate coordination, harmonization and coordination among various stakeholders thereby hampering the effective, efficient and sustainable implementation of programs and services catering to OFWs and their dependents.

Moreover, as existing migrants' desks are subsumed under other operating units of the LGU such as the PESO, their capacity to adequately and rapidly respond to the needs of OFWS, especially those in distress, is hampered and deemed less effective.

The ILO and other bilateral agencies have ongoing programs to help government and non-government entities address the challenges of global migration. Technical and financial support may be accessed from these entities to develop and implement a migration and development plan.

Filipinos abroad take advantage of social networking sites such as Facebook to get in touch with each other and with their friends and families. One popular account used by Ilocanos is the "Ilocano Ako Proud Ako" or IAPA account, which was created and being administered by an OFW from Bacnotan, La Union. Internet sites and accounts offer the possibility of creating a virtual platform to create an online community of OFWs from La Union.

## Assessment Highlights

The results of the above situation assessment are summarized as a) the strengths and weaknesses of La Union, and b) the threats to and opportunities of the province. The implications of these strengths, weaknesses, threats and opportunities are listed as capabilities (arising from strengths), limitations (due to weaknesses), constraints (due to threats), and potentials (as offered by opportunities).

### Strengths and Capabilities

<i>Item</i>	<i>Assessment Areas</i>	<i>Strengths of the Province Relevant to Migration and Development</i>	<i>Capabilities of the Province Arising from its Strengths</i>
<b>1</b>	<b>MIGRATION AND DEVELOPMENT CONTEXT</b>		
1.1	Migration facts and trends	La Union is one of the largest OFW-sending provinces in the country.	This position may be used to enhance advocacy towards a more responsive, comprehensive and proactive migration management policies and programs in the province.
1.2	Developmental facts and trends	La Union had the 10th highest human development level among all provinces in the country in 2006.  The province has 'farmable' lands; an improved seaport; an economic and freeport zone; an international airport; and varied sea, land and culture/religious attractions.	This rank, if sustained, places the province in a good position to promote the area as a desirable destination for investors and tourists.  These features enable La Union to position itself as a food-producing, investment and destination area north of Metro Manila.
1.3	Protection/promotion of migrants' rights and welfare	LUIMCO, Kanlungan Foundation and Bannuar ti La Union (with 1,600 members) in cooperation with concerned LGUs and agencies.	The presence of active NGOs/ POs in the province contributes to the strengthening of public-private partnerships to address the needs of OFWs/migrants especially those who are 'hard to reach' groups.



2	POLICY AND LEGAL FRAMEWORK		
2.1	Mechanisms and institutional arrangements	<p>The provincial government lends its support both directly and indirectly through the work done in the Regional Inter-Agency Against Trafficking Council (RIATC), the LUIMCO, and Bannuar ti La Union (BTLU).</p> <p>La Union's PESO, which is linked to the DOLE for coordination and technical supervision, provides a venue where people could explore various employment options simultaneously and at the same time serves as a referral and information center.</p> <p>In Naguilian (a town with a high number of OFWs), Bannuar ti La Union is currently engaged by the municipal LGU to serve as the migrants desk.</p> <p>As the regional capital, the province hosts all government regional offices including the POEA, OWWA, DFA consular office, which attracts a lot of passport applicants from Northern Luzon.</p>	<p>RIATC and LUIMCO provide a multi-sectoral platform to address pressing and urgent migration issues in the province. PGLU's support to BTLU enables the provincial government to directly reach out to target groups.</p> <p>This arrangement with PESO, which is more known for its function in providing employment opportunities, can provide would-be migrants a centralized mechanism to organize legally-compliant employment/ recruitment information and assistance to job-seekers.</p> <p>This arrangement demonstrates an innovative model of LGU-NGO engagement and partnership, consistent with the provisions of the Local Government Code, to provide specific public services directly to target groups.</p> <p>The presence of national government agencies in the province makes it easier to come up with speedy actions to pressing concerns as well as long-term collaborative arrangements. It</p>
2.2	Policies and legislation	<p>The PDPFP proposes to provide referral and placement services for local and overseas as well as private and civil service employment through job fairs and employment facilitation programs.</p> <p>The Provincial Board has passed a resolution seeking to set up a migrants' desk and appoint a migrants' officer in all municipalities in the province. It also passed the La Union Investments Code.</p>	<p>This item in the PDPFP provides the basis in the development and institutionalization of a "referral and placement" mechanism in the province.</p> <p>The passage of this resolution indicates strong political support that can be harnessed to push for more substantial and concrete initiatives to address OFW concerns in La Union. The Investment Code may also be amended to make it more OFW-friendly.</p>

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### 3 RESOURCES

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3.1	Finance	<p>Remittances from abroad contributed roughly a fifth of total household income. Most of the household income generated (about PHP 6.3B in 2009) come from foreign remittances with a growth of 9.7% per year (1985-2006).</p>	<p>The robust growth of remittances, especially if sustained through high-value services provided by OFWs, enables the province to develop a long-term course of action to tap this inflow to enhance the local economy.</p>
		<p>Most of the household savings in the province also come from remittance-receiving households. In 2009, La Union households were estimated to have saved PHP 8.2 billion of their total income. Of this amount, PHP 5.9 billion or 72.3 percent were from remittance-receiving households.</p>	<p>This huge household savings of OFW families enables the government to design investment instruments and approaches to channel such resources to high-value, catalytic projects to grow the provincial economy while at the same time strengthening the income-earning capability of OFWs.</p>
		<p>Among OFWs from La Union in 2003, nearly 80% of them were reported to have sent remittances. Nearly all (95 percent) reported sending their remittances through formal means, either through banks or door-to-door services.</p>	<p>Remittances flowing through the formal system allow the government to track the financial impact of OFWs and to possibly craft mutually beneficial arrangements with concerned financial institutions.</p>
3.2	Human capital	<p>About two-thirds of OFWs from La Union are in their twenties and thirties, roughly similar to the national and Ilocos averages.</p>	<p>On the positive side, sending young workers will allow them to gain more knowledge and experience especially if their work overseas are related to their professions.</p>
		<p>La Union OFWs are better-educated on average than the average worker from the province.</p>	<p>Again, on the positive side, this is one way the province can project itself as a reliable source of qualified OFWs.</p>
3.3	Capacity and systems development	<p>The PGLU has an existing collaboration with BTLU to reach out to OFW families in need of financial assistance (i.e., microlending).</p>	<p>This demonstrates the viability of mobilizing NGOs and POs to deliver services in behalf of government even in projects involving financial management.</p>

## **Weaknesses and Limitations**

<b>Item</b>	<b>Assessment Areas</b>	<b>Strengths of the Province Relevant to Migration and Development</b>	<b>Capabilities of the Province Arising from its Strengths</b>
<b>1</b>	<b>Migration and Development Context</b>		
1.1	Migration facts and trends	<p>OFWs from La Union are more likely in general to be female, to be married, and to be the household head or the spouse of the household head.</p> <p>Majority of OFWs from La Union are employed in services, primarily as domestic helpers</p> <p>Large majority of OFWs from La Union belong to the richest deciles.</p>	<p>This reflects the global trend on the 'feminization of labor migration'. The absence of a mother in the very closely-knit Filipino family has resulted in deep and permanent social costs. This hampers the development of stable, cohesive and productive communities.</p> <p>When linked with the fact that most OFWs are better educated, this situation shows the 'de-skilling' of migrant workers. The exodus of better-educated workers will cause local capacity gaps especially if those workers leaving are employed prior to departure.</p> <p>This situation hampers the government's effort to narrow down the income gap between economic classes, further worsening inequality.</p>
1.2	Developmental facts and trends	<p>Though slower than the national average of 2.6%, La Union has the highest population growth rate (1.9%) in the region.</p> <p>Poverty incidence was estimated at 30.6%, higher than the national average of 26.5%. It is the poorest province among the 4 provinces in the region. La Union suffers from high income inequality.</p> <p>Local employment mainly on agriculture.</p>	<p>With its very limited resources, the province will be hard-pressed to cope with the growing demands/needs of an increasing population.</p> <p>The poverty situation drives more people to seek greener pastures outside La union. This also limits the income/tax generating capability of LGUs.</p> <p>This overdependence on agriculture (a highly seasonal activity given the geophysical attributes of the province) for employment limits the income earning potential of residents.</p>
1.3	Protection/promotion of migrants' rights and welfare	<p>At least 7% of OFWs surveyed by Kanlungan Foundation left the country with tourist visas.</p>	<p>This limits the ability to track OFWs and to provide them assistance when the need arises. On the side of the OFW, this prevents him/her to seek protection overseas.</p>

		<p>Problems encountered include: maltreatment, contract violation, health-related problems, and non-payment of wages. Only 9 of those surveyed admitted they experienced sexual abuse while working overseas but based on experience, OFWs seldom report abuse due to shame.</p> <p>Kanlungan's operation in La Union has very limited resources.</p>	<p>These kinds of sensitive and complex cases add to the many social concerns that need to be addressed by LGUs thereby stretching further their limited capacity.</p> <p>As Kanlungan is the only migration-focused NGO operating in the province, this will lessen local capacity to address the concerns of returning distressed OFWs.</p>
<b>2</b>	<b>POLICY AND LEGAL FRAMEWORK</b>		
2.1	Mechanisms and institutional arrangements	A number of municipalities still have no full-time migrant's desk.	This limits the capacity of LGUs to respond appropriately to migrants' concerns.
2.2	Policies and legislation	Explicit programs of government on OFWs are not commensurate with their importance as a share of the population of the province and their actual and potential contribution to the provincial economy.	The absence of well-defined, focused programs for OFWs and for migration in general deprives the province the opportunity to get the best out of the current OFW boom while responding appropriately and effectively to the various concerns related to migration.
2.3	Processes and procedures	<p>Some destination countries, particularly those in the Middle East do not accept the medical certification given by DOH-accredited medical centers in La Union. This has resulted in some applicants having to pay for another medical examination in Makati.</p> <p>The take up of livelihood/business training by OFWs is quite poor. No information is available on how many actually went into business and how many failed or succeeded if they did go into business.</p> <p>There is still a need to work out a better way to refer trafficking cases to DSWD, which co-chairs the Regional Inter-Agency Council Against</p>	<p>This redundant process adds more difficulty to applicants for overseas jobs thereby hampering the processing of applications and/or reducing the competitiveness of applicants in terms of compliance with the requirements of employers.</p> <p>The very low coverage of business-related trainings is an indication of a dysfunction in the system to promote business development among OFWs, which then limit the province's efforts to push the local economy.</p> <p>This situation limits the ability of distressed OFWs to seek much-needed help.</p>



		Trafficking (RIACAT). It is reported by NGOs that not all trafficking victims seek the assistance of DSWD.	
<b>3</b>	<b>RESOURCES</b>		
3.2	Finance	<p>La Union is the province with the highest share of households that are highly dependent on remittances (meaning at least 50% of their income is from remittances).</p> <p>Remittances are underutilized, mismanaged and not spent wisely.</p>	<p>This makes La Union highly vulnerable to adverse developments in countries where its OFWs are deployed. At the household level, overdependence on remittances will give a false sense of economic security.</p> <p>This limits La Union's capacity to optimize the benefits of financial inflows coming from OFWs.</p>
3.2	Human capital	<p>La Union OFWs are better-educated, young and skilled on average than the average worker from the province. However, compared to OFWs in the country in general, La Union OFWs are not as well-educated, especially in terms of the share of college graduates.</p>	<p>A less qualified workforce makes the province less competitive versus other provinces in the country.</p>
3.3	Capacity and systems development	<p>While coordination between and among line agencies, POs and NGOs are occasionally being done, no fully functional, institutionalized mechanism is in place to facilitate coordination, harmonization and coordination among various stakeholders. There is also the lack of reliable migration-related data and information.</p>	<p>This hampers the effective, efficient and sustainable implementation of programs and services catering to OFWs and their dependents.</p>
<b><i>Threats and Constraints</i></b>			
<b><i>Item</i></b>	<b><i>Assessment Areas</i></b>	<b><i>Strengths of the Province Relevant to Migration and Development</i></b>	<b><i>Capabilities of the Province Arising from its Strengths</i></b>
<b>1</b>	<b>MIGRATION AND DEVELOPMENT</b>		
1.1	Migration facts and trends	<p>Global feminization of labor migration.</p> <p>De-skilling of migrant workers resulting from lower level jobs offered to OFWs.</p> <p>Migrants from other provinces moving to the province.</p>	<p>This trend entices more women to leave the province and their families.</p> <p>This diminishes the earning potential of OFWs.</p> <p>The inflow of local migrants further strains the province's capacity to meet the growing requirements of its own residents.</p>

1.2	Developmental facts and trends	<p>Pervasive economic inequality in the country.</p> <p>The country's economic/ investment structure not generating enough employment.</p> <p>Political turmoil and economic slowdown in destination countries.</p> <p>High prevalence of infectious diseases particularly HIV.</p>	<p>Income gaps affect peace order -- crime rates will increase.</p> <p>Greater push for people to seek employment elsewhere</p> <p>Will lead to less employment opportunities and to the dislocation of OFWs.</p> <p>Increases HIV burden and will lead to higher demand for costly health services.</p>
1.3	Protection/promotion of migrants' rights and welfare	Increasing popularity of and difficulty to regulate on-line and direct recruitment.	This will make it even more difficult to monitor abuse and exploitation of workers.
<b>2</b>	<b>POLICY AND LEGAL FRAMEWORK</b>		
2.1	Mechanisms and institutional arrangements	A number of destination countries are not signatories to international migration-related conventions and protocols.	This will hamper the ability to protect the rights of workers.
2.2	Policies and legislation	Implementation of "Nitaqat" or "Saudization".	This will lessen overseas employment options.
2.3	Processes and procedures	Some requirements of destination countries contradict Philippine laws (e.g., mandatory HIV testing).	This will hamper the ability to protect the rights of workers.
<b>3</b>	<b>RESOURCES</b>		
3.1	Finance	<p>Continued weakening of the US dollar thereby lowering the exchange rate to the disadvantage of OFWs.</p> <p>Prevalent culture of gambling exacerbated by the government's casino- based strategy to attract investors and tourists including the use of lottery to generate so-called social funds.</p>	<p>Savings rate among OFWs will go down.</p> <p>Wastage of financial resources and breakdown of moral and socio-economic structures.</p>
3.2	Human capital	The government lack qualified personnel to handle critical missions such as the emergency evacuation of OFWs in times of disaster, war or political turmoil in host countries.	Difficulty to respond to the urgent needs of OFWs.
3.3	Capacity and Systems Development	Difficulty of the government to monitor and protect OFWs on-site.	Increase in the incidence of abuse or exploitation.

## ***Opportunities and Potentials***

<b><i>Item</i></b>	<b><i>Assessment Areas</i></b>	<b><i>Strengths of the Province Relevant to Migration and Development</i></b>	<b><i>Capabilities of the Province Arising from its Strengths</i></b>
<b>1</b>	<b>MIGRATION AND DEVELOPMENT CONTEXT</b>		
1.1	Migration facts and trends	The most common areas of destination of OFWs from La Union are Asia (especially Hongkong, Singapore, Taiwan) and the Middle East. A good number of Filipinos overseas are in Canada and the US.	This may offer the potential of using La Union's OFW links by tapping OFWs from the province in promoting tourism and investments. In the case of Canada and the US, there is a potential to intensify current efforts to tap diaspora giving to fund socio-economic projects.
1.2	Developmental facts and trends	The projected completion of TPLEX in 2013 and the closure of the Baguio airport to commercial flights will make La Union more accessible from Metro Manila thereby boosting its position as THE gateway to Ilocandia and to the Cordillera.	This easier access offers the potential to aggressively promote La Union as food producing , investment and destination area by making its idle lands more productive and by reviving its indigenous agri-, skill- and resource-based village crafts and cultures using the concept of 'ecomuseum'.
1.3	Protection/promotion of migrants' rights and welfare	Online networking sites and accounts such as the IAPA has a good number of Ilocanos as members – created and moderated by a Saudi-based OFW from La Union	Can be tapped as a platform to create a virtual community and to disseminate information targeting OFWs.
<b>2</b>	<b>POLICY AND LEGAL FRAMEWORK</b>		
2.1	Mechanisms and institutional arrangements	National government agencies such as POEA, OWWA, DFA, DSWD, DTI, PNP, TESDA, DOST, DOH, DOJ, DA, DOF, CHR, DAR, DA, etc have general programs that can be availed of by OFWs.	This complete line-up of national agencies, with regional offices in La Union, can be tapped to join and contribute to a pilot province-wide program (that is comprehensive, responsive and proactive) on migration and development.
2.2	Policies and legislation	There are various international, regional and national instruments that seek to protect the rights and welfare of migrants. Republic Act 10022 mandates the creation of a migrant desk in all LGUs to provide "information to their constituents on all the processes and aspects of overseas employment".	These instruments serve as the legal framework to craft comprehensive and responsive local laws. RA 10022 provides the legal basis to create formal structures and deploy government resources to handle migrant concerns on a regular, more focused manner.

		<p>AO 249 by the Office of the President directs DOLE to enhance the reintegration program for OFWs.</p>	<p>This can serve as the impetus to upgrade the PESO to give equal priority/attention to the reintegration of returning OFWs (both those considered successful and those in distress) operationalizing the concept of 'brain gain' and optimizing financial gains resulting from the OFW phenomena.</p>
		<p>Republic Act or RA 10022 (which amended RA 8042 or the Migrant Workers and Overseas Filipino Act of 1995) spells out the policies of government to ensure the protection and welfare of OFWs. It mandates, among others, the creation of a migrant desk in all LGUs. Likewise, Republic Act No. 9208 institutes policies to eliminate trafficking in persons especially women and children including the criminalization of acts of trafficking.</p>	<p>These laws provide legal bases for local governments to set-up their own policies and mechanisms to manage migration and to promote, protect and defend the rights of migrants.</p>
		<p>The Local Government Code authorizes LGUs to float bonds for its development projects. It also allows LGUs to enter into partnerships with NGOs in the implementation of socio-economic projects.</p>	<p>The PGLU can develop a public-private partnership scheme to tap OFW remittances for public investments.</p>
		<p>The ILO is encouraging countries to upgrade their migration policies consistent with international good practices through the ILO Decent Work Agenda.</p>	<p>The ILO Decent Work Agenda provides a globally-acceptable framework to craft employment and migration policies at the national and local levels.</p>
2.3	Processes and procedures	<p>The DSWD implements the National Referral System for Victims and Survivors of Trafficking. This draws referral procedures in a systematic manner and requires the establishment of referral networks at various levels to ensure availability and accessibility of needed services.</p>	<p>This could be implemented and adapted by the province to ensure smooth and seamless coordination among duty-bearers and delivery of responsive and timely interventions for migrants in distress including victims of trafficking.</p>

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### 3 RESOURCES

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3.1	Financial Capital	A specialized bank for OFWs, the OFW Bank, is being proposed and has been endorsed by VP Jejomar Binay. DBP, LBP and other banks have also lending windows for OFWs at concessional rates of up to PHP 2M. The OWWA has an allocation of 2B for re-integration programs.	These funding and lending windows may be tapped to assist OFWs venturing into business.
3.2	Human Capital		
3.3	Capacity and systems	The ILO and other bilateral agencies have ongoing programs to help government and non-government entities address the challenges of global migration.	Technical and financial support may be accessed to develop and implement a migration and development plan.

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#### ***Development Imperatives***

The above situation assessment highlights five (5) development imperatives that must be prioritized and pursued:

- The need to ensure the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province -- by promoting, defending and protecting their rights, welfare and entitlements.
- The need to protect vulnerable groups and individuals from predatory practices by preventing illegal recruitment and human trafficking especially in rural communities.
- The need to enhance the social and economic re-integration of returning migrant workers by developing effective mechanisms to enhance and sustain the gains of successful returnees and to address the concerns of those who are abused or in distress.
- The need to develop an integrated, comprehensive, effective and proactive support system by encouraging the formation and strengthening of migrant-based and/or -focused organizations, by enhancing the capacities of concerned institutions to develop and implement migrant-focused initiatives or programs, and by instituting appropriate systems or means to coordinate, harmonize and synergize migration and development interventions at the provincial, municipal or city, and barangay levels.

- The need to optimize the beneficial effects of migration as an important element in the sustainable development of the province by giving due importance to the migrant sector in the overall provincial development agenda and processes.

#### **Migration and Development Agenda**

The M&D strategic agenda essentially include shared values and principles, development approach, vision and goals, objectives and performance indicators, strategies and activities, implementation arrangements, resource requirements, and monitoring and evaluation scheme. The agenda takes the perspective of key provincial stakeholders: a) migrants, their families or dependents as well as their own associations or organizations; b) local government units at the provincial, city, town and barangay levels; and c) public/state, non-government and business entities or organizations offering services either directly or indirectly to migrants and their families. These stakeholders are the OWNERS of the strategic plan and thus are referred to as the collective “WE”.

#### ***Bases of Unity: Shared Values and Guiding Principles***

We are united and committed to develop, implement and evaluate La Union’s 5-year strategic plan on migration and development. Our unity and commitment are anchored on shared values and our actions will be guided by a set of principles incorporating such shared values:

- **Rights-Based:** upholding the economic, social and political rights of workers in the entire development process – from policy formulation to program planning, implementation and evaluation.
- **Community Engagement:** harnessing the strengths and commitment of all residents, especially the OFWs and their dependents, in pursuing their aspirations and in addressing their needs and concerns.
- **Holistic Development:** recognizing that migration is multi-faceted and has linkages with other development concerns.
- **Comprehensive Interventions:** providing gender-responsive, context-specific, and culturally appropriate comprehensive packages of interventions from pre-departure to deployment and return.
- **Evidence-Based:** ensuring the generation, analysis, and use of strategic information for planning, decision-making and evaluation purposes.
- **Policy Compliance:** ensuring that all applicable international, regional, national and local policies are fully complied with.
- **Equity:** ensuring equitable distribution of services in a manner that is non-discriminatory among individuals, especially those in greater need, regardless of their socio-economic status or political affiliations.
- **Flexibility:** adopting a differentiated approach that determines current response levels, builds on strengths, and tailor-fits interventions to meet local needs.
- **Incrementalism:** rolling out programs and other interventions in a progressive manner over time.
- **Capacity Building and Leadership:** promoting and developing appropriate competencies among all role players to carry out their responsibilities in responding to M&D challenges.
- **Partnerships:** Facilitating comprehensive stakeholder consultations and dialogue, encouraging partnership-driven development in the planning and implementation of relevant M&D responses involving all spheres of development.
- **Good Governance:** demonstrating transparency, responsibility and accountability in steering the entire migration and development agenda and its processes.

## **Core Development Approach**

Our core development approach banks on the power of ‘connectedness’ -- the secret of well-functioning systems. We will endeavor to mainstream into the collective consciousness of the province the dreams and aspirations of migrant workers, the challenges and hardships they continually face, and the fruits of their labor. In operational terms, this means that we will mainstream relevant, critical and strategic elements of migration into the overall development agenda of La Union.

## **Vision and Goals**

We envision productive, progressive and prosperous migrants who are actively engaged in and contributing to the sustainable socio-economic development of La Union.

Towards this end-scenario, the Province of La Union – by 2016 -- will have i) the majority of its returning migrants fully integrated in the local economy, and ii) reduced significantly the incidence of illegal recruitment and exploitation. Our success in these twin goals will be measured in terms of the following outcomes:

- 80 % increase in the number of returning/migrants engaged in local enterprises/initiatives
- 80 % increase in the number of returning/migrants employed in local enterprises
- 80 % decrease in the number of illegal recruitment cases
- 80 % decrease in the number of reported cases of abuse/exploitation

## **Objectives, Key Performance Areas and Specific Performance Indicators and Targets**

In pursuit of the above twin goals, we commit to accomplish five (5) objectives:

- 1) To promote the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province.
- 2) To protect vulnerable groups and individuals from predatory and exploitative practices of recruiters and employers.
- 3) To enhance the social and economic re-integration of returning migrant workers.
- 4) To develop an integrated, comprehensive, effective and proactive support system for migrants and would-be migrants.
- 5) To optimize the beneficial effects of migration as an important element in the sustainable development of the province.



Our key performance areas, specific performance indicators and targets under each of these objectives are presented in the matrix below:

OBJECTIVE	KEY PERFORMANCE AREA/S	SPECIFIC PERFORMANCE INDICATORS	TARGETS	
			Baseline (2011)	Baseline (2012)
1 To promote the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province.	1.1 Promotion and protection of the rights, welfare and entitlements of migrant workers.	1.1a Increased level of knowledge of PEOS and PDOS participants	To be determined (Tbd)	100%
		1.1b Increased level of awareness of the general public	Tbd	100%
		1.1c Reduced number of distressed OFW cases	7/10	3/10
2 To protect vulnerable groups and individuals from predatory and exploitative practices of recruiters and employers.	2.1 Prevention of illegal recruitment and human trafficking especially in rural communities.	2.1a Increased number of apprehended and prosecuted illegal recruiters	Tbd	100%
		2.1b Decreased number of reported cases of exploitation	Tbd	80%
		2.1c Decreased number of direct-hired cases	Tbd	100%
3 To enhance the social and economic re-integration of returning migrant workers.	3.1 Development of effective mechanisms to enhance and sustain the gains of successful returnees and to address the concerns of those who are abused or in distress.	3.1a Increased number of OFWs availing of business-related services	Tbd	80% of 29,000 OWWA members
		3.1b Increased number of OFW cases/complaints resolved	Tbd	80%
4 To develop an integrated, comprehensive, effective and proactive support system for migrants and would-be migrants.	4.1 Formation and/or strengthening of migrant-based and/or -focused organizations.	4.1a Increased number of migrant-focused civil society organizations operating in the province	Tbd	10 CSOs
		4.1b Increased coverage and reach of CSOs	9/20	20/20 LGUs
	4.2 Enhancement of the capacities of concerned institutions to develop and implement migrant-focused initiatives or programs.	4.2a Increased number of agencies with clear/distinct services for OFWs	3/?	10/?
		4.2b Increased level of performance of concerned agencies	Tbd	80%
	4.3 Institutionalization of appropriate systems or means to coordinate, harmonize and	4.3a SP Resolution and EO expanding the mandate of LUIMCO as a migration governance mechanism,	Tbd	OK

		synergize migration and development interventions at the provincial, municipal or city, and barangay levels.	and allocating funds for its operations		
			4.3b Increased level of performance of LUIMCO, migrants' desks, and formal referral networks	Tbd	80%
			4.3c Number of functional management, coordination and referral systems.	Tbd	3
5	To optimize the beneficial effects of migration as an important element in the sustainable development of the province.	5.1 Highlighting and giving importance to the migrant sector in the overall provincial development agenda and processes.	5.1a Number of provincial and city/municipal development plans that include explicit sections on migration and development	Tbd	21 CDPs
			5.1b Number of LGUs 'investment projects that incorporate OFW resources and capabilities in their implementation.	Tbd	1/yr

### Strategies, Lead Organizations and Key Activities

We will accomplish each objective by employing effective, efficient and viable strategies to generate the outputs under the performance indicators listed above. Below is the objective-strategy-responsibility matrix showing how each objective will be pursued:

OBJECTIVE		STRATEGY/IES		LEAD-SUPPORT AGENCY/IES	
1	To promote the well-being of migrants and their families, especially women migrant workers who comprise the majority of OFWs from the province.	1.1.1	Intensify audience-focused education and awareness campaigns that take advantage of both traditional and modern/online media platforms.	PGLU – PIA, OWWA, POEA	
2	To protect vulnerable groups and individuals from predatory and exploitative practices of recruiters and employers.	2.1.1	Set-up a community-based anti-illegal recruitment and human trafficking monitoring and reporting system under the RIACAT and LUIMCO and closely link them with the PNP, POEA, DOJ and other concerned enforcement agencies.	POEA – DOLE, DILG, PNP, OWWA, DSWD, TESDA, DOJ, LGUs	
3	To enhance the social and economic re-integration of returning migrant workers.	3.1.1	Expand the nature and reach of existing entrepreneurship development programs to include not just livelihood trainings but also financial/investment management, business facilitation and linkaging, and other similar forms of assistance.	DTI – TESDA, OWWA, DOLE, DSWD	



	3.1.2	Develop a 'brain gain' system that taps into the wealth of knowledge and experience of returning migrants.	TESDA – CHED, DOST, SUCs, PRIVATE SCHOOLS
	3.1.3	Set-up a credible, effective and responsive case-finding and – handling system to resolve or mitigate the adverse effects of migration to specific individuals and/or families.	DOJ – PNP/CIDG, NBI, CHR, DFA
4	To develop an integrated, comprehensive, effective and proactive support system for migrants and would-be migrants.	4.1.1 Mobilize and support civil society organizations to form and capacitate migrant groups locally and, where feasible, in destination countries.	PGLU – OWWA, DTI, DSWD, TESDA, DOLE, DAR, DA, KCFI, BTLU
	4.2.1	Develop and implement an agency-focused M&D capacity development intervention that is based on their respective mandates, roles and functions.	OWWA – POEA, DFA
	4.3.1	Transform the La Union Inter-Agency Council on Migrants Concerns (LUIMCO) into the “Provincial Migration and Development Council (PMDC)” to make it even more developmental/forward-looking and pro-active.	PGLU – DDMI, KCFI, BTLU, OFWC
	4.3.2	Strengthen migrants' desks at the city/municipal levels in partnership with BTLU to serve as an information center and a quick-response unit.	OWWA – PGLU, LGUs, OWWA, KCFI, BTLU
	4.3.3	Create formal referral networks among stakeholder agencies/ organizations	DSWD – POEA, OWWA, PGLU, KCFI, BTLU
5	To optimize the beneficial effects of migration as an important element in the sustainable development of the province.	5.1.1 Improve the current development planning and budgeting framework, guidelines and protocols across all LGU levels to give a more pronounced consideration of the nexus of migration and development in crafting development strategies and in preparing investment plans.	PGLU – DILG, NEDA, LGUs
	5.1.2	Update and fully implement the “La Union Investments Code” to include innovative ways to better manage the significant inflow of remittances into the province as well as to give due importance on the role of OFWs to help develop the local economy.	PGLU – DTI, DA, LGUs, PPMC, DOF, DILG, DOT

We will execute the strategies by implementing several key activities, which will then generate expected outputs leading to the performance indicators and desired outcomes as explained above. The strategy-activity-output-budget matrix is shown below.

Strategy Code	Strategy <sup>17</sup>	Activity Code	Key Activities	Expected Outputs	Estimated Budget (PHP)
1.1.1	Intensify audience-focused education and awareness campaigns on migrants' rights, welfare and entitlements that take advantage of both traditional and modern/online media platforms.	1.1.1.1	Conduct knowledge, attitude, skills and practice/behavior (KASP) study covering various groups to be targeted by the campaign.	KASP report; communications plan	200,000
		1.1.1.2	Develop education and awareness campaign packages <sup>18</sup> based on the results of the KASP study.	Campaign messages/packages	500,000
		1.1.1.3	Engage specific organizations to undertake audience-focused education and awareness campaigns.	Number of audiences reached	100,000
		1.1.1.4	Develop and operate the La Union Migration and Development e-Portal	e-Portal fully functional and reaching target audiences	300,000
		1.1.1.5	Evaluate the effectiveness of the education packages.	Evaluation report fed into the next communications plan	120,000
2.1.1	Set-up a community-based anti-illegal recruitment and human trafficking monitoring and reporting system under the RIATC and LUIMCO and closely link them with the PNP, POEA, DOJ and other concerned enforcement agencies.	2.1.1.1	Develop a city/town/barangay LGU-based monitoring and reporting system incorporating a reward and incentive system in collaboration with DILG and in consultation with PNP, POEA and other concerned agencies.	Functional illegal recruitment (IR) and human trafficking (HT) monitoring system	250,000
		2.1.1.2	Launch and assist LGUs in coming up with specific action plans to operationalize the monitoring and reporting system.	Best performing LGUs recognized	500,000
3.1.1	Expand the nature and reach of existing entrepreneurship development programs to include not just livelihood trainings but also financial/investment management, business facilitation and linking, and other similar forms of assistance.	3.1.1.1	Develop special investment assistance program tailored to the needs of migrant workers and their families.	Investment program developed	2,000,000
		3.1.1.2	Market and implement the program to specific target groups.	List and profile of investors assisted	150,000
		3.1.1.3	Develop and implement a system to recognize migrants who are successful in their chosen projects/activities and make them as role models in cooperation with GoNegosyo and PinoyME.	Model investors recognized; success stories popularized	250,000

<sup>17</sup> Strategies will be converted into projects to be led by specific agencies.

<sup>18</sup> "Packages" will include content, material, vehicle/platform, etc.







3.1.2	Develop a 'brain gain' system that taps into the wealth of knowledge and experience of returning migrants.	3.1.2.1	Identify/inventory OFWs with highly specialized skills in specific academic, technology or industrial fields.	OFW skills/ experts directory published online	100,000
		3.1.2.2	Identify specific capacity or technology needs of local institutions in coordination with universities, research and training institutions and business groups.	Research report	50,000
		3.1.2.3	Develop a web-based system (part of the e-Portal described above) to match experts and those looking for specialized expertise.	Number of OFW experts matched and deployed	100,000
		3.1.2.4	Launch a continuing "technology mission" program involving expat Pinoys to assist in upgrading local technology development and education systems	Number of experts deployed	500,000
3.1.3	Set-up a credible, effective and responsive case-finding and –handling system to resolve or mitigate the adverse effects of migration to specific individuals and/or families.	3.1.3.1	Replicate/adopt /adapt the Kanlungan case identification and management system to cover the entire province.	Case management protocol institutionalized in all migrants' desks	250,000
4.1.1	Mobilize and support civil society organizations to form and capacitate migrant groups locally and, where feasible, in destination countries.	4.1.1.1	Develop and enter into partnerships with organizations that have a proven track record in capacity building particularly those involving migrant and/or community groups.	MOAs signed with clear project deliverables and budgets	5,000,000
		4.1.1.2	Set-up a special revolving fund to assist OFWs.	Fund established and administered	3,000,000
4.2.1	Develop and implement an agency-focused capacity development intervention that is based on their respective mandates, roles and functions.	4.2.1.1	Assess the needs of all agencies, including LGUs, in the area of migration and development planning and management particularly in the prevention of illegal recruitment and human trafficking as well as in mainstreaming migrant concerns.	M&D capacity need assessment report	80,000
		4.2.1.2	Conduct tailored migration and development technical support packages.	Number of organizations assisted in mainstreaming M&D	500,000

4.3.1	Transform the La Union Inter-Agency Council on Migrants Concerns (LUIMCO) into the "Provincial Migration and Development Council" to make it even more developmental/forward-looking and pro-active.	4.3.1.1	Pass a provincial legislation and executive order to strengthen the mandate and operations of LUIMCO as the province's migration and development governance mechanism.	LUIMCO re-organized into the La Union's Provincial M&D Council (PMDC)	50,000
		4.3.1.2	Assist the reorganized LUIMCO in the preparation and implementation of its organizational strategic plan.	PMDC strategic plan and operations plans developed, implemented and evaluated	350,000
4.3.2	Institutionalize migrants' desks at the city/municipal levels in partnership with BTLU to serve as an information center and a quick-response unit.	4.3.2.1	Assess the functionality and needs of existing migrants' desks and come up with measures to strengthen their operations.	Migrants' desks strengthened and linked with PMDC	200,000
		4.3.2.2	Allocate adequate resources for the operations of migrants' desks.	Annual budget allocated	300,000/LGU/yr
		4.3.2.2	Develop a recognition system for best-performing migrant's desks.	Best performing desks recognized	250,000
4.3.3	Create formal referral networks among stakeholder agencies/ organizations	4.3.3.1	Set-up a referral system (with the migrant's desks as front-end and under the umbrella of LUIMCO) to be covered by a MOA among concerned agencies/organizations.	Operational plans and systems of each migrant desk prepared/ installed	150,000
		4.3.3.2	Evaluate the performance of the network and the system being used.	Evaluation report	100,000
5.1.1	Improve the current development planning and budgeting framework, guidelines and protocols across all LGU levels to give a more pronounced consideration of the nexus of migration and development in crafting development strategies and in preparing investment plans.	5.1.1.1	Conduct a training for LGU officials and development planners on "mainstreaming migration into development" using tools developed by ILO, Global Migration Group (GMG), etc.	Number of local officials and development planners trained with concrete re-entry plans	400,000
		5.1.1.2	Set-up the provincial M&D knowledge management system to gather/generate strategic data/ information (e.g., include HT and IR indicators in the LGPMS)	Functional M&D knowledge management system (with the e-portal as one of the features); baseline data/ report	500,000
		5.1.1.3	Provide technical support to planning offices of LGUs and line agencies in updating existing development plans and programs.	Updated development plans	300,000

		5.1.1.4 Implement, monitor and evaluate the improved development plans and programs.	Monitoring and evaluation reports	50,000
5.1.2	Update and fully implement the “La Union Investments Code” to include innovative ways to better manage the significant inflow of remittances into the province as well as to give due importance on the role of OFWs to help develop the local economy.	5.1.2.1 Conduct public consultations on how to improve investments inflow into the province with special focus on OFW remittances.	Set of recommendations from stakeholders	200,000
		5.1.2.2 Update the provincial investment code as well as government investment plans to include the involvement of OFW-investors.	Updated Code and plans	-
		5.1.2.3 Implement, monitor and evaluate all investment plans.	Monitoring and evaluation reports	50,000

### Implementation Timetable and Resource Requirements

We will implement the entire Plan over a period of five (5) years starting in 2012. We will mobilize resources amounting to PHP 48,000,000 to be allocated to specific strategies (or projects) as shown below. These resources will be sourced out mainly from LGUs and from the budgets of national government agencies involved in this strategic plan.

Strategy Code	Strategy/Project	Year					Resource Requirement (PHP)	Source/s
		1	2	3	4	5		
1.1.1	Intensify audience-focused education and awareness campaigns on migrants' rights, welfare and entitlements that take advantage of both traditional and modern/online media platforms.						1,220,000	PGLU NGA
2.1.1	Set-up a community-based anti-illegal recruitment and human trafficking monitoring and reporting system under the RIATC and LUIMCO and closely link them with the PNP, POEA, DOJ and other concerned enforcement agencies.						750,000	PGLU NGA
3.1.1	Expand the nature and reach of existing entrepreneurship development programs to include not just livelihood trainings but also financial/investment management, business facilitation and linking, and other similar forms of assistance.						2,400,000	PGLU NGA
3.1.2	Develop a 'brain gain' system that taps into the wealth of knowledge and experience of returning migrants.						750,000	PGLU NGA
3.1.3	Set-up a credible, effective and responsive case-finding and –handling system to resolve or mitigate the adverse effects of migration to specific individuals and/or families.						250,000	PGLU NGA
4.1.1	Mobilize and support civil society organizations to form and capacitate migrant groups locally and, where feasible, in destination countries.						8,000,000	PGLU NGA





## Monitoring, Reporting and Evaluation

We will use the performance framework outlined above (i.e., Section 3.4) to monitor the implementation of the Plan. The baseline figures under each of the specified indicators will be established at year 1. Performance data will be periodically collected/culled-out from reports to be submitted by concerned agencies or organizations.

Reporting forms will be devised taking into account existing reporting systems especially those prescribed by DILG and NEDA. As much as possible, M&D indicators will be incorporated in the local government performance

reporting system. All agencies and organizations involved in Plan implementation will be requested to submit monthly, quarterly and annual reports to the PMDO, which will then consolidate these for submission to the PMDC. A year-end review and annual planning will be conducted.

Participatory evaluation, with the assistance of an external facilitator, will be done at the end of years 3 and 5 focusing mainly on the process and outcomes (see indicators specified in Section 3.3). Gains and lessons learnt will be identified and subsequently disseminated to all stakeholders and to the general public, and used to inform the next planning cycle.

## Annex: Directory of Participants in the Consultation and Planning Workshops

### TECHNICAL WORKING GROUP (TWG)

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22. Noemi Escalona	DSWD- FO I	
23. Florello B. Surell	DOLE-La Union Field Office	
24. Victor Dacanay	PITO	

### **NATIONAL AND REGIONAL GOVERNMENT AGENCIES**

NAME	DESIGNATION	OFFICE
1. Daria R. Mingaracal	Provincial Director	DTI- La Union
2. Agnes B. Cacap	Educ. Supervisor	DEP-Ed
3. Victoria A. Ordono	TIDS	DTI-LU
4. Pacita Apilado	Dean, Graduate School	Lorma College
5. Janime S. Lucero	Head, Extension Service	DMMMSU
6. Nonette Villanueva	Chief	POEA
7. Esperanza Cobarrubias	OIC	OWWA
8. Criselda M. Gugel	TESDA II	TESDA LU
9. Zenaida Sellem		PSWDO
10. Elnora dela Cuesta	SWO III	PSWDO
11. Charito Dator	Provincial PESO Manager	PESO- PGLU
12. Director Edwin Edralin	OIC	DFA
13. Aileen B. Caya	OFW Desk	DFA
14. Belen C. Aquino	Master Teacher II	Dep-Ed

### **PROVINCIAL AND LOCAL GOVERNMENT UNITS**

NAME	DESIGNATION	OFFICE
1. Cyrel Lumbis (For BM Ruperto Rillera)	Admin Aide III	PGLU- SPO (Committee on Labor and Employment)
2. Lydia G. Ordono	LGGO VI	DILG- LU
3. Agnes Baltazar	OIC City Library	LGU- SFC
4. Genova Obra	SBM	LGU- Aringay

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5. Jane C. Lenneng	SMB	Burgos
6. Evelyn Tolentino	Asst. PPDC	PPDO-LU
7. Zenaida Sellem		PSWDO
7. Emmanuel A. Manling	SBM	Bangar
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10. Adelaida F. Bulatao	PESO Manager	MSWDO
11. Susan Julita D. Formacion	PPW II	MSWDO-LGU Naguilan
12. Menchie C. Bitabit	SWA	LGU-MSWD
11. Grenafior Magsakay	SWO III	LGU- Rosario
12. Maricel E. Boado	PESO Representative	LGU- Aringay
13. Juanito Quinto Jr.	MPDO	LGU-Rosario
14. Josephine C. Butial	LGU-MO	MSWDO
15. Juvy Sagapan	PESO Manager	LGU- Bagulin
16. Joy F. Aberin	PDO III/PESO Manager	MPDCO-LGU- Agoo
17. Annabelle J. Tatad	MSWD/Migrants Desk	LGU-Agoo
18. Carlo A. Magno	SBO-Liga President	Agoo
19. Ruben F. Ungson	SWA	LGU-MSWD
20. Erlinda J. Ochoco	SWO II	LGU- Bagulin
21. Nonito A. Sales	SBM	SB-Naguilan
22. Mauro A. Libatique	PPD Head	PGLU
23. Sotero D. Ramos III	PESO Officer	LGU- Bangar
24. Marvin Subala	PESO Manager	LGU- Bauang
25. Erlinda Nunan	MSWDO	LGU- Bauang
26. Crispina Harbuebueno	MSWDO	LGU- Caba
27. Patricio A. Dulay	MPDC	LGU- Caba
28. Romeo H. Austria	MPDC	LGU- Bacnotan
29. Ramil Sansano	SBM	LGU-Santol
30. Myrna Taralba	MCR/MDO	LGU- Santol
31. Antonio Ho	MSWDO	LGU- Santol
32. Oscar Sobredo	Migrants Desk	LGU- Sto. Tomas
33. Susan Natividad	MPDC	LGU- Sudipen
34. Ruperto Rillera Jr.	SP Member	SP Office
35. Elma Msotoles	MSWDO	LGU- Sudipen
36. Rizalina Cristobal	Planning Officer II	LGU- CSF

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**CIVIL SOCIETY ORGANIZATION/PRIVATE SECTORS**

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NAME	DESIGNATION	OFFICE
1. Belen C. Aquino	Master Teacher II	Dep Ed
2. Mariano C. Apilado		WCC
3. Dolores Padoan		Aware Society Group
4. Raquel Ignacio	Project Coordinator	ACHIEVE Inc.
5. Calitxtra Pataccil		PKKK (PATAMABA)
6. Dani E. Mariano	Member	Amnesty Intl.
7. Leilanie Sanidad	Extension Service Officer	SLC
8. Galon Harold	Law Student	SLC
9. Diric V. Galanto	Law- student	SLC
10. Marcos Perez, Jr.	Accounting Head	DBP
11. Aprille Cess Balagot	Account Officer	BDP
12. Remeno Cawis	Regional Coordinator for Teachers	AINUS
13. Jeff Ducanes	Professor	UP SE
14. Abba Lucido		Kanlungan
15. Noel Valencia		Kanlungan
16. Rose Bayan		Kanlungan
17. Rory Ilumin		Kanlungan

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**BANNUAR TI LA UNION/OFW ORGANIZATION**

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1. Marilyn G. Olete	OFW Dependent – Luna	
2. Terenciana Martin	OFW Dependent- Luna	
3. Rebecca Acheta	OFW Dependent - Luna	
4. Evelyn Dulay	Provincial Vice-President	BTLU
5. Mary Grace Rosales	SEO	BTLU
6. Virginia Estepa	LCO- Naguilan	BTLU
7. Remy Wacat	LCO- Pugo	BTLU
8. Maria Picle	LCO- Burgos	BTLU
9. Godfrieda Pasaporte	President, Bauang Chapter	BTLU
10. Asuncion Tarnate	LCO- San Gabriel	BTLU
11. Edna Baldez	Provincial President	BTLU

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**PROVINCIAL GOVERNMENT OF LA UNION**

City of San Fernando  
Province of La Union 2500

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