The Filipino Youth and the Employment - Migration Nexus

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ACRONYMS

ARMM	Autonomous Region in Muslim Mindanao
CFO	Commission on Filipinos Overseas
CHED	Commission on Higher Education
DFA	Department of Foreign Affairs
DOLE	Department of Labor and Employment
FWRC	Filipino Workers Resource Center
ILO	International Labour Organization
IOM	International Organization for Migration
NCR	National Capital Region
NYC	National Youth Commission
OWWA	Overseas Workers Welfare Administration
OUMWA	Office of the Undersecretary for Migrant Workers Affairs
PDOS	Pre-Departure Information Seminar
PEOS	Pre-Employment Orientation Seminar
POEA	Philippine Overseas Employment Administration
SK	Sangguniang Kabataan
TESDA	Technical Education and Skills Development Authority
UNICEF	United Nations Children's Fund

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This report is based on research done in 2011 as part of the Joint Programme on Youth Employment and Migration implemented by the United Nations agencies. The initial research in 2011 led to a follow-up research in 2012 to explore further brain drain and brain waste among young Filipinos. The follow-up study provides more recent data on key statistics concerning youth employment and migration. In general, the trends and patterns based on the 2011 study have remained unchanged.

EXECUTIVE SUMMARY

In the Philippines, the Youth in Nation-Building Act of 1995 (Republic Act 8044) defines the youth as persons in the ages 15-30 years old. For international comparability purposes, the present study adopts the United Nations' definition of youth, which refers to persons in the ages 15-24 years. This age group makes up 20 percent of the Filipino population. Continuing population growth, a fragile economy and governance challenges severely limit the country's capacity to create and sustain an enabling environment for its people. Faced with these challenges, international migration for employment has become an option and part of the livelihood strategy for many Filipinos. In the last 40 years, many Filipinos have taken this route and today's young have grown up in a society that has lived with and has become familiar with working abroad as a fact of life.

As of 2009, more than 8.5 million Filipinos or about 10 percent of the national population are based abroad; some 1.4 million overseas Filipino workers (OFWs) were deployed in 2010; and many more Filipinos, including the young, aspire to go abroad some day. To date, little is known about the participation of the Filipino youth in international migration and the drivers and ramifications of youth migration. This study was undertaken to address this knowledge gap and to

better understand the link between youth employment and migration and how to broaden the youth's options in these areas. The research involved a review of the literature, policies and programs, and data on the employment-migration nexus, supplemented by primary data gathered from interviews with informants representing relevant government agencies, civil society and the private sector, and focus group discussions with youth participants.

Labor deployment, still the centerpiece of Philippine migration policy

The lack of employment opportunities started the Philippines' foray into overseas employment in the 1970s. What started as a stop-gap measure to address rising unemployment became a permanent feature of the country's employment strategy due to the expansion of foreign labor markets on the one hand, and lack of sustained development on the other. Although the overseas employment program was initially oriented to finding labor markets (a market development division was established in the Philippine Overseas Employment Administration or POEA for this purpose), it increasingly paid attention to worker protection as well. Legislations and programs and services were instituted to promote the protection and well-being of OFWs before migration, while they are abroad and upon their return to the Philippines. In practice, it is not easy to promote both labor migration and worker protection with the same resolve and commitment. Ultimately, the need for jobs and the significance of remittances to the country's economy tend to favor deployment over protection. Overall, the template of the country's migration policy is largely labor deployment. The target to deploy a million OFWs annually, as stated in the *Medium-Term Philippine Development Plan 2004-2010,* was unprecedented and laid bare the government's view that labor migration was no longer a temporary measure. The current government, under President Aquino, seeks to generate jobs to provide an alternative to labor migration, but nonetheless, it acknowledges that overseas employment cannot be reversed over the short term.

High youth unemployment, a precursor to migration

As mentioned earlier, the youth are not immune to the culture of migration that permeates Philippine society. Their educational choices are heavily oriented towards preparing for work overseas, which explains the popularity of nursing

and seafaring among young people. Although youth migration is animated by other motivations (as confirmed by the views expressed by participants in the focus group discussions), the search for employment is strongly associated with migration intentions.

Every year, more than one million people are added to the population aged 15 and above (1.2 million between April 2010 and April 2011) (BLES, 2011). The Philippine economy showed signs of recovery from the 2008 global financial crisis and more jobs were created. However, half of the employment growth was accounted for by part-time jobs. Hence, it is not surprising that underemployment grew from 17.8 percent to 19.4 percent during the period. The youth benefited from increased job creation and as a result, youth unemployment declined from 18.8 percent to 16.6 percent. Nevertheless, it remains twice as high when compared to the entire labor force; 50 percent of unemployed persons are between 15-24 years of age. As of April 2011, the 15-24 population in the Philippines stood at 18.5 million (which is 378, 000 more than the previous year), of whom 8.6 million were in the labor force, i.e., 46.5 percent of the population (BLES, 2011). Persistent high youth unemployment constitutes the most immediate premise for youth migration. Studies on internal migration suggest that the search for jobs is an important driver of youth migration, and as the highlights below suggest, this quest has become transnational as well.

Key findings and observations

A. Filipino Youth Labor Migration: Trends and Profiles

Migrant youth comprise 10 percent of OFWS

According to United Nations estimates, "young migrants in the world were 27 million in 2010, corresponding to 12.4 percent of the overall migrant population" (UN DESA, 2011:12). Developed countries hosted nearly 60 percent of all international migrants but just 52 percent of those aged 15 to 24. Just under half of all young migrants live in developing countries. Asia hosts the largest number of migrants aged 15 to 24, amounting to 8.3 million or 32 percent of the world's migrants in 2010.

Europe has the second largest population of young migrants, with 7.7 million or 29 percent, and Northern America has the third, with 5.2 million or 19 percent. Africa accounts for a further 3.7 million and Latin America and the Caribbean for a million, while Oceania hosts the remainder 600,000 (UN DESA, 2011).

In the case of the Philippines, the 2009 Survey of Overseas Filipinos (SOF), which estimates the number of Filipino workers abroad (unlike the UN stock estimates which refer to all persons living in a country other than the country of birth), reveals that migrant youth were 9.8 percent of the 1.9 million OFWs. One in ten OFWs was below 25 years of age.

According to deployment data collected and processed by the POEA, among the new hires, the percentage of migrants below 25 years of age is over 15 percent. The number increases significantly from 18 to 24 years old, replicating the trend observed by the UN which indicates 23-27 as the modal age range for overseas workers. A higher percentage of new hires would indicate that more young Filipinos are resorting to overseas jobs as their preferred employment or because of lack of employment opportunities at home.

Young women OFWs outnumber men

Female migrants of all ages comprise about half of the world's stock of international migrants (49 percent); the same holds true for youth migrants in particular (48.3 percent) (UN DESA, 2011). In the case of the Philippines, young women OFWs outnumber men - 12.9 vs. 7.1 percent of all OFWs. The imbalance is more apparent in Mindanao,[1] although Mindanao accounts for a smaller number of OFWs compared to Luzon.[2] Across the regions, there are more young women OFWs than men: 1 percent vs. 0.6 percent in the National Capital Region; 5.4 percent vs. 4 percent in Luzon; 1.7 percent vs. 1.3 percent in the Visayas; and 4.7 percent vs. 1.1 percent in Mindanao (NSO, 2010:2).

[1] Mindanao is the second largest and easternmost island in the Philippines. As of 2007, its population was over 21.5 million people.

[2] Luzon is the largest and most economically and politically important island in the Philippines. As of 2007, its population was over 46.2 million people.

Of the deployment data, two out of three are women among the newly hired OFWs. More than half of them cluster around the ages 23-24 (POEA, unpublished data).

Young OFWs go mostly to the Gulf countries and to East and Southeast Asia

Similar to the patterns of the entire OFW population, young OFWs also gravitate toward countries in the Gulf and in East and Southeast Asia. Migrant youth are mostly concentrated in the Gulf region, particularly in Saudi Arabia and the United Arab Emirates. These two countries alone account for 50 percent of the annually deployed young new hires. The destinations of young OFWs are highly reflective of the occupations filled by migrants. Saudi Arabia employs young migrants in a variety of occupations, and is the primary destination for nurses, while Taiwan attracts caregivers and factory workers, the United Arab Emirates (UAE), shop assistants, and Japan and South Korea are the destination of musicians and dancers.

The top occupation for young OFWs is domestic work

Similar to the total OFW population, domestic work is the most common job for young migrants, although the share of domestic work is smaller among the newly hired young OFWs compared with all OFWs. Service and production jobs, typically in less-skilled categories, are the usual occupations of young OFWs. In general, young OFWs are finding less-skilled jobs abroad to overcome the scarcity of jobs at home. The scenario raises questions about their vulnerability given their youth and the less-skilled (and unprotected) occupations they work in. The migration of young women below the mandated age of 23 to work as domestic workers, mostly to the Gulf countries, is worrying because of their concentration in unregulated work and the challenging work environment in the Gulf region. The minimum age for migrant domestic workers has been raised to 23 years old in 2006 based on the recommendations of experts that at age 23, women have more maturity and capacity to protect themselves. The fact that underage women are able to migrate as domestic workers implies gaps in regulatory mechanisms.

B. Youth Participation in Other Types of International Migration

Migration intentions are more than economic

Youth participants in the focus group discussions readily cited economic reasons – mainly, the desire to help or improve their family's welfare – for their interest in going abroad. However, apart from economic reasons, they also saw going abroad as an avenue for professional growth, becoming more independent, and experiencing a different lifestyle. Although going abroad – specifically to work – is part of their plans, most of them had intentions of returning to the Philippines. Some had expressed the hope of applying what they learned abroad when they return home.

More youth are involved in permanent migration

Data on registered emigrants collected by the Commission on Filipinos Overseas (CFO) indicate that for the period 1981-2009, one in five permanent migrants is in the 15-24 age group. In 2009 alone, about 20 percent of the emigrants who left the country were young Filipinos. Compared with temporary labor migration, the share of the youth component in permanent migration is higher.

The permanent migration of young Filipinos is largely driven by family migration. Although children are consulted about migration plans, on the whole, decisions about permanent migration are made by adults, mostly parents.

Other than those migrating or reuniting with family members, permanent migrants also include those who are leaving the country to marry foreign nationals. Marriage migrants from the Philippines are overwhelmingly female. Additionally, young Filipinos, mainly in the older age bracket of the youth group, i.e., 20-24 years old, account for 29 percent of marriage migrants.

The share of youth among the irregular migrants and trafficked persons is not known

Due to their clandestine nature, data on irregular migration and trafficking in persons are elusive. They are mostly estimates, the basis or methodology of

which is usually not known. Oftentimes, the estimates are simply aggregate numbers; at times, they are gender-disaggregated; and rarely are they broken down by gender and age. Of the stock population of 8.5 million overseas Filipinos (as of December 2009), less than 700,000 (658,375) are in an irregular situation. The Inter-Agency Council Against Trafficking (IACAT) has received 976 cases of trafficking (a specific and more abusive form of unauthorized migration) from 2003 to 2010. Of these cases, only 42 convictions have been recorded.

The presumed greater vulnerability of young people to irregular migration or trafficking should be subjected to research analysis. Focus group discussions with participants based in the Autonomous Region in Muslim Mindanao (ARMM) and key informant interviews point to the economic pressures that weigh on the decision of young women to migrate. As several participants explained, it is easier for women than for men to migrate to the Gulf countries because of the demand for domestic workers. The ease of producing a birth certificate (i.e., through late registration) contributes to the deployment of underage migrants to perform domestic work.

Student migration may increase in the future

In the migration literature, overseas student migration has emerged as an important part of youth migration, with China and India ranking among the top source countries of student migrants. Data on student migration from the Philippines are very patchy. According to data from the United Nations Educational, Scientific and Cultural Organization (UNESCO), Filipino student migrants numbered 8,443, with the USA, Australia, the UK, Japan and Korea as the top destinations. A sub-component of student migration consists of those engaged in internships or on-the-job training. This type of overseas training is different from the longer-term tertiary and post-graduate training associated with student migration. Concerns about interns being made to work and the participation of agencies in the placement of interns call to mind issues regarding labor migration.

The Commission on Higher Education (CHED) has started to develop a database and to establish policies that will protect and promote the development of student migrants. The lead institution and partner institutions which will be

responsible for tracking, monitoring and policy-setting of student migration have yet to be established.

The scale of student migration, the destinations of student migrants, their areas of study, subsequent employment and migration plans, and implications for brain drain or brain gain are question marks at this point.

Youth migrants are not likely to return home soon in large numbers

In general, data on return migration are not available, and this holds true for young returnees. In view of the high rate of contract renewal among OFWs, it is conceivable that returning to the Philippines for good is not part of young migrants' plans in the near future. A few studies pertaining to return migration in the Philippines indicate a small percentage of the under-25 among the returnees.

C. Policy and Action: Is there a Youth Lens?

Policies, programs and services are meant for all OFWs

The program, services and initiatives to promote the protection and well-being of OFWs throughout the migration process – before migration, onsite, and upon return to the Philippines – are intended to be applied to all OFWs. It would be worthwhile to review the programs and services to know the participation, access and representation of youth OFWs in these initiatives, and to undertake the necessary reforms thereafter.

Gender-sensitivity has been translated into a focus on women

A provision to adopt gender-sensitive criteria in the formulation of programs and services and in the formation of decision-making bodies is provided by the Migrant Workers and Overseas Filipinos Act of 1995. Several legislations, notably the Anti-Trafficking in Persons Act of 2003 and the Anti-Mail Order Bride Act of 1990 have a specific focus on women (and children as well in the case of the former). The women sector is represented in the Governing Board of the POEA and the Board of Directors of the OWWA. However, services which privilege

women may disadvantage male migrants who also need assistance. For example, existing shelters are exclusively for women migrants. Several Philippine Foreign Service posts have recommended that similar facilities be provided for distressed male migrant workers.

Some policies, programs and services have specific provisions addressing the youth

Policies concerning youth OFWs are oriented to protect youth, mostly by way of setting a minimum age requirement. OFWs must be at least 18 years old; in the case of domestic work, the minimum age is 23 years old. Underage OFWs must be repatriated, according to the Migrant Workers and Overseas Filipinos Act of 1995 – and the amendments impose stronger penalties on recruitment agencies which send out underage migrant workers. The same act defines underage migrants as those below 18 years old or below the minimum age requirement as may be determined by the Secretary of Labor and Employment. In 2006, the POEA set 23 as the minimum age for migrant domestic workers; this was part of the reform package for household service workers. Similarly, the Anti-Trafficking Act of 2003 imposes heavier penalties on those involved in the trafficking of children (i.e., those below 18 years old).

While policies on youth OFWs deal with protection, programs and services for youth emigrants are more geared towards education and cultural programs, with a view to maintaining Filipino identity and cultural heritage.

With respect to student migration, CHED has issued Memorandum 22, Series of 2010, for the purpose of enhancing the guidelines for student internship program abroad. The memorandum attempts to define the scope, procedures and obligations of the various parties involved in the program to ensure the safety and maximize the learning opportunities of student participants.

Conclusion

The study confirmed that the Filipino youth's search for work has transcended the nation's borders. But while many young Filipinos seek to work abroad, their

actual participation in overseas labor migration is still modest. According to POEA data, some 15 percent of annual deployment comprises of young OFWs, while SOF data put the youth's share at 10 percent. The age requirement for working abroad – at least 18 years old for all occupations, and 23 years old in the case of domestic workers – excludes those falling below the requisite age from working abroad. Lower youth participation in overseas employment, thus also replicates the lower participation of young Filipinos in the domestic labor market.

Due to data limitations, it was not possible to assess the conditions of young OFWs in countries of destination. Based on the reports of Philippine Foreign Service posts, however, it appears that young OFWs are not more subject to abuse than older OFWs. More than age, it appears that occupation is the more critical factor in defining the level of protection available to migrant workers. Those engaged in domestic work, regardless of age, are overrepresented among the OFWs provided assistance by Philippine embassies and consulates in the Gulf countries and East and Southeast Asia. Reported cases of underage migrants from the Autonomous Region in Muslim Mindanao recruited as domestic workers to the Gulf countries merit further research and action from Philippine academia and authorities.

The study uncovered other areas of youth employment and migration that require further research – e.g., interrogating the youth component in issues such as irregular migration and return migration, or looking into emerging trends, such as student migration. In relation to this, the study highly recommends the collection of age-disaggregated data in existing migration information systems maintained by government agencies. This information is a basic input in policymaking.

In terms of the formulation of policies and programs, the thrust thus far, seems to regard the youth migrants as a sector in need of protection. In crafting youth-sensitive policies and programs, the participation of young Filipinos and the acknowledgment of the Filipino youth as actors are crucial in realizing their full potentials.

INTRODUCTION

In a worldwide context, the Philippines has become a major source country of workers for the global labor market. The country's four-decade long experience with labor migration has produced a society whose institutions are attuned to the global labor market and whose people have come to cast their hopes for a better life in foreign countries.

When the state launched the overseas employment program in the 1970s, it was intended as a temporary measure in response to rising unemployment problems and eroding foreign reserves generated by the first oil crisis. The program became "permanently" temporary due to the continuing demand for Filipino workers by the oil-rich Gulf countries and the opening of new labor markets in other regions on the one hand, and the failure of the Philippine state to chart a sustained economic development on the other. Meanwhile, institutions, policies and programs developed to address the different phases of overseas employment. Despite the declaration of the Migrant Workers and Overseas Filipinos Act of 1995 (also known as Republic Act or RA 8042) that "the State does not promote overseas employment as a means to sustain economic growth and achieve national development" (Sec 2-c), in practice, the state does

promote and facilitate overseas employment. The state's intent became more apparent with the target to deploy a million workers every year, as stated in the *Medium-Term Development Plan 2004-2010.*[3] The government under, the Aquino administration (from June 2010), has indicated the primacy of worker protection over deployment and the goal to generate domestic jobs as an alternative to working abroad. The *Philippine Development Plan 2011-2016* has dropped the annual target of deploying a million workers. The Plan also attempts to delve more into migration and development and expands the discussion of the development impacts of migration beyond remittances. Even so, the new government acknowledged that the deeply-rooted pattern of overseas employment cannot be changed over the short term. At the level of households and individuals, working abroad has developed as part of livelihood strategies and it has become part of the life aspirations of many Filipinos. At this stage, the country's dependence on labor migration has also been reproduced in the microcosm of families and households, in which the idea of working abroad has been passed on to the younger generation.

Given this context, working abroad is now part of the plans and aspirations of many Filipinos, including the youth, i.e., those in the ages 15-24 years old (Asis, 2006b; Natividad, 2004).[4] In fact, even elementary school age children already have intentions of working abroad someday and the courses they plan to take up in college – nursing for the girls, maritime courses for the boys – are preparations for occupations which are marketable abroad (ECMI/AOS-Manila et al., 2004). Among the youth, as detailed in a later section, strong economic reasons compel many to search for work in foreign countries. This is not surprising considering that the current crop of Filipino youth is a generation that "grew up" with international migration; many of them were left-behind children of overseas Filipino workers (OFWs) and had experienced first-hand what it was like to be part of transnational families, i.e., families where members live in different countries. The Filipino youth, like other youth in other parts of the world, are going through life-transitions under conditions of globalization, which presents

[3] "For overseas employment, one million workers will be deployed every year" (NEDA, 2004:8).

[4] This study adopts the United Nations' definition of youth, i.e., persons in the ages 15-24 years old. In the Philippines, Republic Act No. 8044 or the Youth in Nation-Building Act of 1995 defines the youth as "those persons whose ages range from fifteen (15) to thirty (30) years old" (Sec 4.1). In practice, not all government agencies adopt this definition.

unprecedented challenges and opportunities to young people. Among others, the school-to-work transitions of the youth today are shaped by the forces of globalization, and the locus of these transitions has expanded beyond national borders. Against this background, the theme of the Joint Programme on Youth, Employment and Migration in the Philippines – Alternatives to Migration: Decent Jobs for Filipino Youth – is most relevant. Understanding the drivers of youth migration, especially international migration, is important when designing and assessing alternatives to migration in how the youth map out their future.

This country report aims to survey and review the existing literature, data and policies on the Filipino youth and the employment-migration nexus.[5] Of the two components of the nexus, youth employment has been studied more than youth migration. It is interesting to note that the voluminous literature on international migration in the Philippines has little concerning youth migrants. The youth have figured in several studies on international migration mostly in connection with studies looking into the impact of migration on the children and youth "left behind" by migrant parents (e.g., ECMI/AOS-Manila et al., 2004; Parreñas, 2001, 2005; Carandang, L., et al., 2008; Aguilar et al., 2010; SMC, 2011). In interrogating youth migration, this report highlights the role of young Filipinos as migrants. The report also focuses on the Philippines' experience and perspective as a country of origin.[6] Although the international migration information system in the Philippines is fairly extensive (Asis, 2008a), little has been published or available concerning youth migration.[7] The research team requested for unpublished data from several government agencies and special tabulations were carried out to generate data on the 15-24 age group. In addition to the literature review and documents analysis, the research team conducted interviews with key informants representing government and other stakeholders and held focus

[5] Since the 1960s, Filipino youth studies have accumulated a corpus of knowledge covering educational aspirations educational performance, employment, reproductive health, fertility, sexuality, delinquency, values, religiosity, political participation, media exposure and preferences, consumption patterns, recreation, and of late, information and communications technology (ICT) usage (*see* PSSC, 2003; Batan, 2010).

[6] Lack of data and the dearth of studies about the conditions of young overseas Filipinos (OFs) in destination countries also posed a limitation in presenting a comprehensive discussion on how young OFs fare overseas.

[7] This is not unique to the Philippines. A recent report by the UN DESA (2011:9) remarked that limited data on migration flows classified by age do not allow analysis of youth migration inflows and outflows for most countries.

group discussions (FGDs) with selected groups of the Filipino youth to fill some of the information gaps. Further details about the key informant interviews and FGDs are presented in the Annex. Attributions of views and statements shared by key informants (KIs) are presented in terms of the sector they represent (i.e., government, private sector, and civil society organization or CSO/trade union). The review found that migration studies and migration policies in the Philippines have been oblivious of age as a key variable in understanding migration. Unlike gender, which, to some extent, has raised awareness or sensitivity to the different experiences of men and women, age has yet to be considered as an important lens in migration. To date, migration has been assumed to affect youth and adults in the same manner. The different status of youth and adults in society, however, reflects the different expectations, resources and power mediated by age, and these can have implications on the opportunities and obstacles facing youths and adults on the move. Youth-sensitive labor migration policies have not yet been included into current legislation or practices in the Philippines.

The report is organized as follows: Part II presents an overview of the employment-migration nexus affecting the Filipino youth; Part III reviews international migration trends from the Philippines and presents data on the participation of the Filipino youth in international migration, particularly labor migration; Part IV is a discussion of policy concerns, issues and initiatives, and the tensions surrounding deployment goals and the protection of migrant workers, especially youth migrants; Part V is a special section devoted to the presentation of the voices of the Filipino youth on migration-related issues; and Part VI concludes with a summary of key findings and recommendations towards enhancing the employment and migration options – and more broadly – the life chances of the Filipino youth.

Migration studies and migration policies in the Philippines have been oblivious of age as a key variable in understanding migration.

THE EMPLOYMENT-MIGRATION NEXUS

1. The Youth Bulge: Boon or Bane?

The youth population, i.e., persons in the ages 15-24 years old, is a significant part of Philippine society. The Philippines has created youth institutions to represent this important sector (Box 1). Demographically, the Philippines has a young (and growing) population. In 2010, the projected population is estimated at 94.01 million, up from the 88.57 million and 76.5 million in the 2007 and 2000 censuses, respectively (National Statistics Office, 2008). With a median age of 22, this means that half of the Filipino population is above and below 22 years old (NSO, 2010). The significance of the youth population is clearly evident in Figure 1. As of the 2007 census, the 15-24 age group numbered a little over 17 million, accounting for 19.28 percent of the total population (NSO, n.d.(b). The youth's share of the population has hovered at around 20 percent between 1975 and 2000. Based on projected population, Table 1 shows that although the youth's share will decline from 2010, the youth sector will still be a sizable 16 percent (which translates to 22.8 million of the 141.7-strong Filipino population by 2040) (NSO, 2006 as cited in NSCB, n.d.).

BOX 1. YOUTH INSTITUTIONS

The National Youth Commission (NYC) and the Sanggunian Kabataan or SK (Youth Council) are the main youth institutions in the country.

Republic Act No.8044 (Youth in Nation-Building Act of 1995) established the NYC as the "sole policy-making coordinating body of all youth-related institutions, programs, projects and activities of the government" (Section 6, in RA No. 8044, 1995). The NYC coordinates with government and non-government organizations that focus on the youth. As mandated by RA No. 8044, the commission oversees the formulation of youth policies, the development and promotion of youth programs, the creation of consultative mechanisms, and establishing links with international youth-related organizations (UN ESCAP, 2000:9; *see also* RA No. 8044, 1995). In support of the National Comprehensive and Coordinated Program on Youth Development, the NYC is tasked to conduct a nationwide study on the "Situation of the Youth in the Philippines," which is supposed to be carried out every three years. The National Youth Survey conducted by the Social Weather Stations in 1996 (Sandoval et al., 1998) and the National Youth Assessment Study (Basilan, 2010) were conducted to provide data on the current profile, situation, aspirations, attitudes and values of the Filipino youth.

The NYC spearheads several programs to advance youth development: the registration of youth organizations, cultural exchange with other youth in the region through the Ship for Southeast Asian Youth Program, recognition and awarding of Ten Accomplished Youth Organizations, the holding of the National Youth Parliament to contribute to the formulation of government policies and programs, facilitating the hiring of unemployed youth under the Government Internship Program, an advocacy program for the establishment of Local Youth Development Councils, and an advocacy training program, Kabataan sa Mindanao Natin (Youth for our Mindanao), aiming to promote peace, respect for the environment, and promoting the rights of children, youth women and indigenous peoples (NYC, 2010).

The SK, on the other hand, was established by Republic Act No. 7160 or the Local Government Code of 1991 to promote youth leadership and skills and to encourage youth participation in governance. As the youth legislature of every chapter of the Katipunan ng Kabataan or KK (Youth Federation), the SK is the means through which people aged 15 to 21 can participate in local governance at different levels – barangay, municipal, city, provincial or national (Chapter 8, Book III, in R.A. 7160, 1991). The age group represented by the SK has been changed several times.

Unfortunately, the SK has been perceived by some as a channel through which young members are exposed to "political patronage and maneuvering instead of nurturing and strengthening idealism" (UNICEF, 2007:16). Most of the SK members allegedly come from political families, which touched off concerns on whether the body is truly representative of the youth and its capacity to encourage "genuine participation" (UNICEF, 2007).

Figure 1

Age-Sex Pyramid of Household Population, Philippines, 2007

Source: NSO, 2010, http://www.census.gov.ph/data/pressrelease/2010/pr10162tx.html.

Table 1

Projected Population, Total & Youth by Five-Year Interval, Philippines:2000-2040 (Medium Assumption)

Year	Total Population	15-19	20-24	% 15-24
2000	76,946,500	8,010,600	7,115,000	19.66
2005	85,261000	8,915,700	7,952,200	19.78
2010	94,013,200	9,603.300	8,857,500	19.64
2015	102,965,300	9,757,800	9,544,900	18.75
2020	111,784,600	10,296,700	9,697,800	17.89
2025	120,224,500	10,872,200	10,234,900	17.56
2030	128,110,000	11,279,700	10,805,700	17.24
2035	135,301,100	11,441,200	11,208,700	16.74
2040	141,669,900	11,406,200	11,367,100	16.07

Source: National Statistical Office (2006, cited in NSCB, n.d.)

The size of the country's youth population can be considered boon or bane. In developed countries, a large youth population spells boon: additional young people means more workers, which means more production and more economic development. In the case of the Philippines, the youth bulge poses more constraints than benefits. With a slow fertility decline, a high dependency burden,[8] a weak policy environment and widespread poverty, the youth surge is exacerbating several problems, including high unemployment. More and more young people are entering the labor market, but are unable to find jobs. Unable to find options at home, young people turn to more developed areas within the country or overseas in search of work. Although youth migration is driven by various motivations, migration for employment is the dominant cause. In view of their disadvantaged position in the world of work, youth migration both reflects the reality of insufficient options at home and the high demand for workers in overseas labor markets.

2. Filipino Youth Have Higher Unemployment

The youth all over the world face more difficulties in securing a job than adults. According to the latest report of *Global Employment Trends* (International Labour Office, 2011), "global unemployment rate stood at 6.2 percent in 2010, versus 6.3 percent in 2009, but still well above the rate of 5.6 percent in 2007" (ILO, 2011:ix). Youth unemployment during the same period was twice as high – 12.6 percent in 2010, 12.8 percent in 2009, and 11.8 percent in 2007 (ILO, 2011).

Declining youth labor force participation rates have positive and negative implications. On the positive side, it suggests that "more young people [are] engaging in education and extending their stay in education" (International Labour Office, 2010b:9) while on the negative side, this could reflect youth inactivity. The "inactive youth population refers to "persons who neither work nor seek work,"

[8] According to the 2007 Census, the overall dependency ratio of the Philippines was "66 dependents for every 100 persons in the working age group, down from 69 dependents in 2000" (NSO, 2010). The dependency ratio varies across the regions – the NCR had the lowest at 51 percent; the remaining regions had ratios ranging from 67.4 percent to 83.7 percent. Of the total household population, 60.4 percent are of working age (i.e., those in ages 15-64 years old), 35.5 percent were children or young dependents (0-14 years old) and 4.1 percent were old dependents (65 years old and over) (NSO, 2010).

including discouraged workers, i.e., those who are not seeking work and are waiting for better times (International Labour Office, 2010b:10). Discouragement was cited as the "most damaging reason for inactivity" because it curtails the reintegration process of youth into the labor force and is indicative of the youth's feeling of being "useless" and "alienated in society" (ILO, 2006 as cited in International Labour Office, 2010b:10-11).

Turning to trends in the Philippines, the employment rate and unemployment rate in the country was in the 92-92.8 percent range, and 7.2-8 percent range, respectively, in the period 2009-2011 (Table 2). The labor force participation rate averaged 64 percent during the period while underemployment[9] increased to 19.4 percent in 2011.

Table 2
Employment Indicators, Philippines, 2009-2011

	April 2011p	April 2010	April 2009
Labor Force Participation Rate (%)	64.2	63.6	64.0
Labor Force Participation Rate, 15-24 (%)	46.5	46.3	45.6
Employment Rate (%)	92.8	92.0	92.5
Employment Rate, 15-24 (%)	83.4	81.2	82.4
Unemployment Rate (%)	7.2	8.0	7.5
Unemployment Rate, 15-24 (%)	16.6	18.8	17.6
Underemployment Rate (%)	19.4	17.8	18.9

P – preliminary
Source: Tables 1a, 4 and 4a in BLES (2011)

Compared with the general population, Table 2 indicates lower labor force participation rates, lower employment rates and higher unemployment rates among the 15-24 population compared with the total population (i.e., the population aged 15 and up). Data as of 2009 show notable variations across

[9] Underemployment or underemployed workers refer to those "who express the desire to have additional hours of work in the present job, or to have an additional job, or to have a new job with longer working hours" (NSO, 2011).

Table 3
Labor Force Participation Rates by Region, Total & Youth, 2006-2009

	LFPR (15 & up)				Youth LFPR (15-24)			
	2006	2007	2008	2009	2006	2007	2008	2009
PHILIPPINES	64.2	64.0	63.6	64.0	46.8	46.1	45.3	45.6
National Capital Region	62.4	61.7	61.3	61.5	45.2	43.4	42.2	42.2
Cordillera Administrative Region	67.3	67.4	66.5	66.6	45.3	44.5	44.2	44.7
Region 1 - Ilocos	60.8	60.8	60.8	61.5	44.3	42.7	43.8	44.3
Region II - Cagayan Valley	67.6	67.9	66.3	67.2	48.1	49.2	46.1	47.0
Region III - Central Luzon	60.5	60.8	60.3	60.6	46.4	45.6	44.7	45.2
Region IV-A - CALABARZON	63.5	63.3	62.3	63.2	46.8	46.0	45.6	46.0
Region IV-B - MIMAROPA	68.9	69.0	69.2	70.1	49.3	49.2	49.5	50.8
Region V - Bicol	65.6	65.3	65.2	64.5	48.1	47.3	46.2	45.1
Region VI - Western Visayas	65.0	64.8	63.9	64.4	46.4	46.7	45.6	45.5
Region VII - Central Visayas	63.7	63.9	64.4	64.1	46.3	45.6	44.9	45.1
Region VIII - Eastern Visayas	67.1	66.0	64.8	66.1	49.2	46.3	44.0	47.7
Region IX - Zamboanga Peninsula	64.5	65.1	65.7	66.8	43.1	44.2	45.1	46.9
Region X - Northern Mindanao	71.9	70.9	70.4	70.4	55.4	54.6	53.5	52.7
Region XI - Davao Region	66.8	65.7	66.2	65.7	49.8	47.8	48.3	48.2
Region XII - SOCCSKARGEN	65.9	65.9	66.1	66.7	49.0	48.3	48.3	47.9
Caraga	66.6	66.3	65.7	65.9	48.0	47.6	47.0	48.1
Autonomous Region in Muslim Mindanao	57.2	58.2	57.2	57.2	39.1	40.2	37.7	36.1

Source: Tables 2.3A and 7.3A in BLES (2010b)

the regions. Table 3 indicates that the highest youth LFPRs were registered by Northern Mindanao (52.7 percent), Region 4-B (50.8 percent), Davao Region (48.2 percent) and Caraga Region (48.1 percent) while the lowest youth LFPRs were found in the Autonomous Region in Muslim Mindanao or ARMM (36.1 percent), the National Capital Region or NCR (42.2 percent) and the Ilocos Region (44.3 percent).[10]

The 2009 youth LFPR of 45.6 percent marks a downturn compared to the rates recorded in previous years – 47.2 percent in 2000, 52.4 percent in 2001 and 49.1 percent in 2002 (Ericta, 2003 as cited in POPCOM, 2003:11). The higher youth LFPR in 2010 and 2011 suggests the resumption of a rising trend, which is also a reflection of recovery from the 2008 crisis.

Based on available data from earlier years, young women generally have a lower LFPR compared with young men, and the gender gap is more pronounced in rural areas. As of 2002 data, young women's LFPR was 38 percent while that of young men's was 58.7 percent; for those in the rural areas, the female youth's LFPR drops to around 35 percent compared with 64 percent for young men (Ericta, 2003, cited in POPCOM, 2003:12).

Data as of 2009 also provide youth employment and unemployment rates by region (Tables 4 and 5, respectively). In 2009, about 6.73 million Filipinos aged 15-24 were employed, with an employment rate of 82.4 percent. As presented in Table 4, the highest employment rates were found in the following regions: ARMM (93.4 percent), Cagayan Valley Region (92 percent) and Zamboanga Peninsula (91.1 percent). The lowest employment rates were found in the NCR (70 percent), CALABARZON (75.5 percent) and Ilocos Region and Central Luzon (79.3 percent each) (BLES, 2010b). Conversely, Table 5 shows that unemployment rates were highest in the NCR, CALABARZON, Ilocos Region and Central Luzon (30 percent, 24.5 percent, 20.5 and 20.8, respectively),[11] while the lowest rates were

[10] As of 30 June 2011, the Philippines consists of the following geo-political subdivisions: 17 regions, 80 provinces, 138 cities, 1,496 municipalities, and 42,026 barangays (http://www.nscb.gov.ph/). Region 4-B, also known as MIMAROPA (the abbreviation of its component provinces of Occidental and Oriental Mindoro, Marinduque, Romblon and Palawan) is part of the Southern Tagalog region. The other half is Region 4-A, also known as CALABARZON (the abbreviation of its component provinces of Cavite, Laguna, Batangas, Rizal and Quezon).

[11] Differences between Ilocos Region and Central Luzon may be due to rounding (see note in Table 7.9 A, BLES, 2010b).

Table 4
Employment Rates by Region, Total and Youth, 2006-2009

	LFPR (15 & up)				Youth LFPR (15-24)			
	2006	2007	2008	2009	2006	2007	2008	2009
PHILIPPINES	92.0	92.7	92.6	92.5	82.2	83.2	82.6	82.4
National Capital Region	85.6	87.8	87.0	87.2	70.0	72.8	70.8	70.0
Cordillera Administrative Region	94.7	95.9	95.4	95.5	89.9	91.5	90.3	91.0
Region 1- Ilocos	91.3	91.6	91.9	91.8	79.7	79.2	79.2	79.3
Region II - Cagayan Valley	96.8	96.9	96.6	97.2	92.4	92.5	91.0	92.0
Region III - Central Luzon	89.4	90.0	90.8	90.8	77.6	77.7	78.8	79.3
Region IV-A - CALABARZON	90.0	90.8	90.0	89.6	76.8	78.6	76.3	75.5
Region IV-B - MIMAROPA	95.2	96.0	95.9	95.6	88.7	88.8	88.6	88.6
Region V - Bicol	94.4	94.7	94.4	94.2	85.7	87.1	85.4	84.9
Region VI - Western Visayas	93.6	93.4	93.0	93.0	84.7	85.8	83.5	82.9
Region VII - Central Visayas	92.5	93.5	93.0	92.5	84.1	84.9	82.8	83.0
Region VIII - Eastern Visayas	95.2	95.2	95.5	94.6	88.8	88.7	88.8	87.4
Region IX - Zamboanga Peninsula	96.5	96.4	96.5	96.5	91.7	90.4	90.6	91.1
Region X - Northern Mindanao	94.4	94.0	95.3	95.1	88.1	87.2	89.1	89.1
Region XI - Davao Region	92.9	94.0	94.2	94.2	83.6	85.6	85.9	85.1
Region XII - SOCCSKARGEN	94.5	95.3	95.5	95.8	88.4	89.9	88.9	90.2
Caraga	94.5	93.5	94.4	94.2	87.7	86.2	88.5	86.9
Autonomous Region in Muslim Mindanao	95.8	96.3	97.3	97.7	88.1	90.0	92.4	93.4

Notes: 1. Data are averages of the four rounds of the Labor Force Survey based on rounded figures, hence, details may not add up to totals,
2. Employment rates from 2006 onwards are not comparable with prior years due to the adoption of the new unemployment definition as provided in NSCB Resolution No. 15 dated October 20, 2004.

Source: Tables 3.2 and 7.5A in BLES (2010b)

Table 5
Unemployment Rates by Region, Total and Youth, 2006-2009 (Based on Past Week Reference Period)

	LFPR (15 & up)				Youth LFPR (15-24)			
	2006	2007	2008	2009	2006	2007	2008	2009
PHILIPPINES	8.0	7.3	7.4	7.5	17.8	16.8	17.4	17.6
National Capital Region	14.4	12.2	13.0	12.8	30.0	27.2	29.2	30.0
Cordillera Administrative Region	5.2	4.2	4.6	4.6	10.3	8.5	9.7	9.0
Region 1- Ilocos	8.7	8.4	8.1	8.2	20.5	20.8	21.0	20.5
Region II - Cagayan Valley	3.2	3.1	3.4	2.8	7.6	7.3	9.0	8.0
Region III - Central Luzon	10.6	10.0	9.2	9.2	22.4	22.4	21.2	20.8
Region IV-A - CALABARZON	10.0	9.2	10.0	10.4	23.2	21.4	23.7	24.5
Region IV-B - MIMAROPA	4.8	4.0	4.2	4.4	11.3	11.3	11.4	11.1
Region V - Bicol	5.6	5.3	5.6	5.8	14.5	12.9	14.6	15.1
Region VI - Western Visayas	6.4	6.6	7.0	7.0	15.3	14.2	16.3	17.1
Region VII - Central Visayas	7.5	6.5	7.0	7.5	15.9	15.1	17.2	17.0
Region VIII - Eastern Visayas	4.8	4.8	4.5	5.4	11.0	11.3	11.4	12.6
Region IX - Zamboanga Peninsula	3.5	3.7	3.5	3.6	8.3	9.6	9.4	9.2
Region X - Northern Mindanao	5.6	6.0	4.7	4.9	11.9	13.0	10.9	10.9
Region XI - Davao Region	7.1	6.0	5.8	5.9	16.4	14.4	14.1	14.9
Region XII - SOCCSKARGEN	5.5	4.7	4.5	4.1	11.6	10.1	11.0	9.8
Caraga	5.5	6.5	5.7	5.8	12.3	13.6	11.5	13.1
Autonomous Region in Muslim Mindanao	4.3	3.8	2.7	2.3	11.9	10.1	7.4	6.6

Note: 1. Data are averages of the four rounds of the Labor Force Survey based on rounded figures, hence, details may not add up to totals.

Source: Tables 5.2 and 7.9A in BLES (2010b)

in ARMM, Cagayan Valley Region and Zamboanga Peninsula (6.6 percent, 8.0 percent and 9.2 percent, respectively (BLES, 2010b). These patterns mirror the fact that unemployment rates tend to be higher in urbanized areas than in rural areas, where agriculture is a major source of employment.[12] Rural employment, however, may refer to self- or family-based employment, which is not necessarily of high quality.

In 2009, there were about 1.44 million unemployed youth, or a youth unemployment rate of 17.6 percent, compared with 17.4 percent in 2008, 16.8 percent in 2007 and 17.8 percent in 2006. Based on these trends, youth unemployment has more or less remained in the 15 to 20 percent mark. Compared with the average overall unemployment rate for the same period – 7.5 percent in 2009, 7.4 percent in 2008, 7.3 percent in 2007, and 8 percent in 2006 – youth unemployment rate is starkly higher (BLES, 2010b).

3. Youth Employment in Major Industries; Rising Employment in Call Centers

While young workers are employed across different sectors, they tend to be concentrated in specific industries, accompanied by notable age and gender patterns. Data from the Bureau of Labor and Employment Statistics (2010a)[13] show that in 2009, young men aged 15-19 years old were employed mostly in 1) agriculture, hunting and forestry, 2) wholesale and retail trade, repair of motor vehicles, motorcycles and personal and household goods, and 3) fishing. Those in the 20-24 age groups were also concentrated in the first two sectors mentioned above, but the third most important industry for this group is transport, storage and communications.

On the other hand, the industries that absorbed the largest number of young women aged 15-19 were in 1) private households with employed persons, 2) wholesale and retail trade, repair of motor vehicles, motorcycles and personal

[12] Data as of 2002 show that youth employment rates are generally higher in rural areas than in urban areas. More young men are employed in rural areas than in urban areas (87.8 percent vs. 70.3 percent). In comparison, the employment rates of young women in rural and urban areas are comparable (78.2 percent vs. 75.4 percent) (Figure 11 in Ericta, 2003 in POPCOM, 2003:12).

[13] BLES (2010a) explains that 1) data were based on the averages of four survey rounds in 2009 (January, April, July and October), and 2) data were generated using population projections (based on the 2000 Census of Population).

and household goods, and 3) agriculture, hunting and forestry. The top three industries with the largest numbers of female youth workers aged 20-24 were 1) wholesale and retail trade, repair of motor vehicles, motorcycles and personal and household goods, 2) private households with employed persons, and 3) manufacturing.

Recently, the growing business process outsourcing (BPO) and call center industry is attracting young professionals or workers offering salaries higher than the minimum wage. However, the industry has a very high turnover rate (60 to 80 percent, according to the Call Center Association of the Philippines) and the health risks are considerable. An ILO study found that 42.6 percent of Filipino call center agents experienced sleep disorders, fatigue, eye strain, neck, shoulder and back pains, and voice problems (Balana, 2010). Similar health issues plus risky behaviors, such as unprotected sex, were noted by a study of the University of the Philippines Population Institute (Jalandoni, 2010).

4. Gender Disparities Persist

Despite some positive developments in promoting gender equality, gender disparities in employment, occupation and income are still considerable. For the years 2006 to 2009, more young men were employed compared to women (BLES, 2010a; *see* Table 6).

Table 6
Youth (Aged 15-24) Employment and Unemployment Rates by Sex (Household Data), Philippines: 2006-2009 (In percent)

Age Group and Sex	Employment Rate				Unemployment Rate			
	2006	2007	2008	2009	2006	2007	2008	2009
Male								
15-19	85.3	86.0	85.4	85.7	14.7	14.0	14.6	14.3
20-24	81.7	83.0	82.6	82.5	18.3	17.0	17.4	17.6
Female								
15-19	83.0	83.7	82.8	83.2	16.9	16.3	17.2	16.9
20-24	78.7	80.0	79.0	78.1	21.2	20.0	21.0	21.9

Source: BLES (2010a), Employment and Unemployment Rate by Age and Sex, Philippines (Tables 3.5 and 5.5) in 2010 Gender Statistics on Labor and Employment

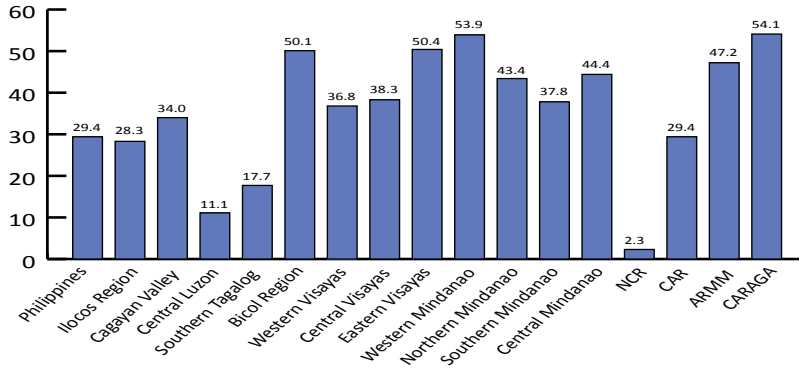
Analyzing data from the Cebu Longitudinal Health and Nutrition Survey, Lee and Adair (2007) found gender segregation in some occupations and wage differentials among the 15-24 population. Women were dominant in clerical and sales occupations while men were mostly in farming, fishing, hunting, mining, and transportation-related jobs. Other than these, several occupational groups — administrative, executive, managerial, professional, crafts and production and service and sports — were already "gender integrated." In fact, the majority of both male and female youth were working in integrated jobs (65 percent for young men, 64 percent for young women) (Lee and Adair, 2007:13-14). In terms of mean wage rates, however, male-dominated jobs fetched higher wages than female-dominated and integrated jobs (Lee and Adair, 2007:17).

5. Factors Defining Youth Employment

Economic Status of the Family. Indicators of youth employment are outcomes that have been defined by antecedent factors and processes. This section discusses the critical role of family economic status and education in preparing the youth as future workers.

Figure 2 presents the percentage distribution of the 15-24 population who belong to the less-privileged families or lowest 40 percent by region. For the Philippines as a whole, close to a third of young people (29.4 percent) come from poor families. Given this economic picture, about one in three young Filipinos belongs to families which have limited means to support their education. Young Filipinos in poor households are also likely to be compelled to discontinue their studies and to find work to help support the needs of their families. Across the regions, the percentage of young Filipinos in families living in poverty can exceed more than half of the total number. Regions with more than half of the youth living in poverty are found in the following: CARAGA region (54.1 percent), followed by Western Mindanao (53.9 percent), Eastern Visayas (50.4 percent) and the Bicol region (50.1 percent). In contrast, regions with the lowest share of youth in the bottom 40 percent (i.e., under 20 percent) are NCR (2.3 percent), Central Luzon (11.1 percent), and Southern Tagalog (17.7 percent) (POPCOM 2003:6; *see* Figure 2).

Figure 2
Percentage Distribution of Youth by Region and Income Stratum of Family Lowest (40 percent), Philippines, 2002



Source: Ericta, 2003 as cited in Commission on Population (2003:7)

Other data sources have similar observations. According to the National Statistics Office's (NSO) 2002 Annual Poverty Indicators Survey, in 2002 there were about 32.96 million Filipino children and youth aged 6 to 24 years old.[14] Note, however, that this figure combines both children (6-14 years old) and youth (15-24 years old) (NSO, 2003a).

Of the total population of children and youth, 11.94 million belong to the lowest 40 percent of the income stratum (i.e., the poor families), while about 21 million belong to the upper 60 percent of the income stratum (i.e., the non-poor families). The following regions had the highest numbers of children and youth who belong to poor families: Western Visayas (1.2 million), Central Visayas (1.12 million) and Bicol Region (around 1.2 million). The highest numbers of children and youth who belong to non-poor families were found in the NCR (3.97 million), Southern Tagalog Region (3.74 million) and Central Luzon (2.69 million).

> Almost 12 million children and youth live in families which are below the poverty level.

[14] There had been subsequent reports on Annual Poverty Indicators Surveys (APIS) conducted in 2004, 2007 and 2008. However, tabulations for the youth were only available in the 2002 APIS.

Education. In the Philippine educational system, those in the ages 15-24 typically cover those who are in secondary and tertiary education.

Enrollment data in secondary education point to an upward trend during the period 2005-2006 to 2009-2010. As of 2009-2010, some 6.81 million were attending secondary schools, with the great majority – 5.46 million – enrolled in public schools. This figure represents an increase over the 6.76 million enrollment in 2008-2009. An important educational measure to consider is the completion rate of secondary education. During the same period, this measure went up from 61.66 percent in 2005-2006 to a high of 75.37 percent in 2007-2008 and thereafter declining to 73.74 percent in 2009-2010 (Department of Education, n.d.).

Tertiary enrollment has also been rising as indicated by trends in recent years spanning 2005-2006 to 2009-2010 (Table 7). In terms of higher education, enrollment rose from 2.48 million in 2005-2006 to 2.77 million in 2009-2010. The upward trend was interrupted by a slight decline in 2008-2009, a period which coincided with the global economic crisis. Several observations are striking.

- Tertiary enrollment is only about a third of secondary enrollment, which suggests the greater difficulty of accessing higher education.[15]

- Tertiary education graduates comprise less than 20 percent in relation to annual enrollment figures.

- Close to 60 percent (58.1 percent) of total enrollment are concentrated in three disciplines, namely, in rank order, medical and allied, business administration and related, and education science teacher training.

[15] Poverty is a major barrier to the pursuit of higher education; availability also affects access to higher education. Compared to secondary schools, higher education institutions (HEIs) are not only fewer but also more unevenly distributed in the country. As of August 2010, there were 2,180 HEIs (both public and private) in the Philippines. Luzon has the lion's share (notably, the NCR, Central Luzon, and Calabarzon) while the fewest HEIs are in ARMM, Caraga Region and CAR. Furthermore, unlike secondary schools (which have about equal share of public and private institutions), HEIs are predominantly in the hands of the private sector – of the total HEIs, 72.2 percent are private institutions (http://202.57.63.198/chedwww/index.php/eng/Information).

Table 7
Enrollment & Graduates by Discipline Group and Sex, AY 2005/06-2009/10

Discipline group	2005-2006		2006-2007		2007-2008		2008-2009		2009-2010	
	M	F	M	F	M	F	M	F	M	F
Total Enrollment	1,130,360	1,352,914	1,194,701	1,409,748	1,211,108	1,443,186	1,199,247	1,426,138	1,255,839	1,515,126
Top 3 Disciplines										
Medical and Allied	178,412	371,246	202,614	407,045	176,272	371,323	164,816	352,503	134,030	306,305
Business Adm and Related	203,766	327,251	222,796	349,378	238,296	374,185	253,335	396,214	272,509	451,706
Education Science and Teacher Training	97,709	264,065	90,149	241,267	117,921	252,520	89,700	235,486	91,678	260,368
Total Graduates	182,017	239,427	183,345	261,082	192,304	252,511	199,906	269,748	-	-
Top 3 Disciplines										
Medical and Allied	26,048	60,325	31,414	78,898	38,373	83,028	38,944	89,113	-	-
Business Adm and Related	36,276	58,543	36,523	59,123	36,257	57,016	39,802	66,944	-	-
Education Science and Teacher Training	17,107	49,255	19,107	51,644	16,729	46,953	15,167	41,610	-	-

Source: CHED (n.d.)

- Enrollment in higher education shows gender patterns: among male students, the three most favored disciplines are engineering, business administration and related, and medical and allied (most of which are in nursing); among female students, the three most popular disciplines are medical and allied; business administration; and education science and teacher training.

Enrollment and graduation data in tertiary education reveal a lot about the highly skewed distribution of human capital formation in the Philippines. While the country has a huge surplus of graduates in business, nursing and education, it is sorely lacking in other fields. The surplus problem contributes to the growing ranks of college graduates unable to find employment, including those who are discouraged to look for jobs. To address this peculiar situation, on 30 September 2010, the Commission on Higher Education (CHED) passed Memorandum Order No.32 imposing a moratorium on the opening of all undergraduate and graduate programs in Business Administration, Nursing, Teacher Education, Hotel and Restaurant Management, and Information Technology Education effective School Year 2011-2012 due to the proliferation of these programs, the declining quality of graduates, the low performance in the licensure examinations, and mismatch problems in the case of Business and Hotel and Restaurant Management, and Information Technology graduates. The moratorium only puts a (momentary) stop to the opening of new programs in these disciplines; other actions are necessary to ensure that the many existing programs do provide quality education.

In addition to enrollment trends, indicators of basic and functional literacy provide some measure of the human capital formation of the Filipino youth. According to the 2003 FLEMMS (NSO, 2003:23): "Basic or simple literacy is the ability of a person to read and write with understanding a simple message in any language or dialect" while functional literacy encompasses reading, writing and numerical skills that allows an individual to participate fully in his or her social environment (NSO, 2003:2).

The 2003 FLEMMS reveals that the youth scored higher in both basic literacy and functional literacy compared with other age groups. Of the estimated 61.96 million Filipinos aged 10 and over, the 20-24, 15-19 and 25-29 age groups scored the three highest basic literacy rates at 96.7 percent, 96.4 percent, and 95.2 percent. In both measures, females had higher basic literacy and functional lite-

racy rates than males in the 15-24 age group. Women's literacy advantage, as will be discussed later, does not translate into better job opportunities and outcomes as gender dynamics persist in the labor market.

The reality of out-of-school youth, i.e., those who are not attending school, is indicative of the cracks in the educational system and economic constraints in a general sense. According to the 2003 FLEMMS, out of over 34 million people aged 6 to 24 years old, approximately 11.6 million were not attending school. The tertiary age group (16-24 years old) had the highest percentage (66.5 percent) of those who were not attending school during the survey period, followed by the secondary age group (12-15 years old) at 12.7 percent, and was lowest for the primary age group (6-11 years old) at 9.8 percent (NSO, 2003b:67). The top three reasons cited why the children and youth were not in school were, in rank order: (1) employment/looking for a job, (2) lack of interest, and (3) high cost of education. For those in the secondary age group (12 to 15 years old), the most common reasons were lack of interest (43 percent) and the high cost of education (25 percent); for those in the tertiary age group (16 to 24 years old), the major factors were employment/looking for a job (36.4 percent), and the high cost of education (20.5 percent).[16] For the youth who are forced to stop schooling, the labor market offers limited possibilities to young people with neither labor market experience nor competencies. The more fortunate ones (or the more desperate ones) accept whatever jobs they can find; the rest fall into inactivity (*see* Box 2).

[16] Early pregnancy or early marriage could also disrupt the educational trajectory of the youth. Exposure to risky behavior, such as drugs, as well as involvement in delinquency had also been mentioned in various studies. These are not as salient as economic-related factors.

BOX 2. *ISTAMBAYS*: MOBILITY INTERRUPTED

The out-of-school youth are a concern because they are missing out on education to prepare them for later roles in life. Out-of-school youth who are not employed evoke more concern because they are not engaged in productive activities. In local parlance, youth inactivity is captured in the term istambay, derived from the English expression "on standby." The *istambays* are indeed 'waiting' for something 'good' to happen in their lives" (Batan, 2010).

In his study of the *istambays*, Batan (2010) frames youth inactivity as a social phenomenon that can be traced to familial poverty, inability to convert educational capital into employment, and blocked social mobility. Among the *istambays* are youth who experience chronic delays in schooling because of poverty and those who have completed college education but are unable to find employment. Interestingly, out-of-school and out-of-work young men are more likely to be perceived as *istambays* than young women in a similar situation. Young women are less likely to be viewed as *istambays* because of their involvement in household activities.

Not being able to study in good schools starts off a process of marginalization of young people. Educationally-disadvantaged youth are edged out of regular and permanent jobs; they are mostly confined to low-paid, contractual work. The government's failure to provide education and employment opportunities is somehow cushioned by the support provided by the family and church. To move out of the *istambay* status, the government must increase access to education and employment opportunities. Otherwise, the youth are marginalized and trapped in poverty. Many out-of-school youth also see working abroad as an avenue to a better life.

Ten percent of elementary school children and 12 percent of high school youngsters are not attending school.

Poverty keeps children and young people out of school while those who are able to study are disadvantaged by the low quality of education.

Technical and Vocational Education Training Options. Outside of the formal educational institutions, there is also a technical vocational education and training (TVET) system in the Philippines under the Technical Education and Skills Development Authority (TESDA). Generally, TVET programs help people, especially those unable to move to pursue tertiary education and out-of-school youth, to prepare and equip themselves with skills that will enhance their employment chances. An assessment of the impact of TVET programs was

conducted in 2008. Out of the 216,940 graduates who were studied, males outnumbered females (53.9 percent vs. 46.1 percent). More than half of the graduates, 61.6 percent, were in the age group of 15-24. The largest group, nearly half of the graduates, was high school graduates, suggesting that the programs reached out to those who were unable to pursue tertiary education. The largest portion of TVET graduates were from the NCR, which accounted for 17.3 percent of the total. The top three disciplines and sectors which attracted the most participants were information and communications technology (25.5 percent); health, social and community development services (23 percent), and tourism, hotel and restaurant sector (13.3 percent). At the time of the survey, 44.9 percent of the graduates were employed. In relation to the labor force, the employment rate of TVET graduates was at 55.1 percent. Interestingly, the top three sectors which produced the most graduates were not the sectors that registered high employment rates (TESDA, 2010).

The *National Technical and Educational Skills Development Plan 2005-2009* highlighted several areas for improving the TVET programs, such as addressing the lack of social appreciation for the programs, the need for quality standards in TVET jobs, and the lack of industry involvement. The Plan aims to develop globally competent Filipino workers, i.e., workers who can meet the demands of local and international labor markets (TESDA, 2005:5). The lack of purposive guidance and career profiling of the youth was also highlighted by the assessment. The plan stressed the need to guide high school graduates in planning their tertiary education. Many students seem to enroll in courses that do not fit their aptitude and capabilities, resulting to high rates in dropouts or course shiftees (TESDA, 2005:42). For the 400,000 who complete tertiary education every year, the next hurdle is finding employment. The prospects are not bright given the lack of employment opportunities in the Philippines and the mismatch between the competencies of new graduates and the needs of the labor market.

Addressing the job mismatch is not only a challenge for TVET programs and educational institutions, but also for government, industry and civil society. TESDA has introduced several mechanisms to arrest this serious problem. To promote permeability between technical-vocational and degree programs and to allow more flexible transitions between the educational system and the labor market, former President Gloria Macapagal-Arroyo issued Executive Order 358

to institute a ladderized education program. TESDA launched in 2005 a program called "Youth Profiling for Starring Careers," a career guidance program to help young Filipinos in making decisions about educational and career plans. Another program was the PGMA-Training for Work Scholarship Program, which allotted P500 million to grant scholarships to students and job seekers. The program provided support to those undergoing training in Agri-Business, Aviation, Construction, Cyber Services, Medical Tourism, and Metals and Engineering. It is not clear, however, whether an assessment of these initiatives has been done or whether these new programs were sustained.

The *National Framework for Youth Development, 2005-2010* identified several issues that must be overcome to enhance the possibilities for young Filipinos to build up their human capital – "limited access to quality education and training," "increasing number of out-of-school youth (OSY)," "youth with low educational attainment,""high cost of education," and "limited government funding" (NYC, n.d.: 21). It should be stressed that the solutions not only address access to education, but also the quality of education. Declining standards in education have been flagged as affecting the employability of the Filipino youth (ILO Subregional Office for South-East Asia and the Pacific, 2009).

> A mismatch persists between competencies acquired through technical and vocational education and the needs of the labor market.

Stakeholders' Perspectives. The study also sought to inquire into the views and perspectives of different stakeholders concerning the educational and training programs, employment issues and migration plans of young Filipinos. Programs to expand and improve training programs for the youth have been initiated by government, the private sector and the union.

The government is working on mainstreaming entrepreneurship in the different educational and training programs. The Department of Education, the Commission on Higher Education, and the Technical Education and Skills Authority and the Department of Labor and Employment are key players in laying the framework for enhancing the synergy and permeability of different training programs. TESDA used to pride itself as providing training for employment. The

promotion of entrepreneurship is now part of its current thrusts (Interview with government KI). According to key informants from the Bureau of Women and Special Concerns, the Technology and Livelihood Education in the high school curriculum has been strengthened and now incorporates self-employment. At the tertiary level, one initiative is the promotion of "technopreneurship" spearheaded by the Philippine Council for Agriculture, Forestry and Natural Resources and the Department of Science and Technology (PCARRD-DOST), in cooperation with state universities and colleges (SUCs). The program aims to strengthen the curricula of courses in agriculture, forestry, and natural resources by promoting self employment and technology-based entrepreneurship (or technopreneurship) as a viable career option for graduates in these courses. For their part, Trade Union Congress of the Philippines (TUCP), is advocating to increase funding for training programs for the youth and decent employment. The private sector also encourages companies to get involved in youth training:

> *Our primary effort [in closing the gap between education and job requirements] is closer engagement with TESDA. We tell the government and in our dialogues with the president, we lobby to increase the funds for skills training, especially competency-based training. If you will consider the TUCP experience, 65-70 percent of our graduates are able to land a job; it is good because the training program is also a youth employment mechanism. Secondly, let us improve the social protection of the youth, it should not be limited to providing jobs. It should be decent work and safe work and we should not allow child labor. – Interview with CSO/trade union KI*

> *Some of our members have a tie-up with TESDA. For example, a company will provide technical knowledge, after which it may absorb the trainee. This kind of linkage between industries is a good practice that we want to advocate to other members. The training program is tailored to job availability, hence, after the completion of the training program, the company has someone who meets its need and it is also assured of the quality of the training. There are also companies which provide apprenticeship for one year, after which it is easier for the companies to absorb the trainees. – Interview with private sector KI*

Apprenticeship or on-the-job training should be designed to prepare the young for the workplace.

> *Trainees should not be assigned to just making coffee. The training program has to be curriculum-based. The youth must learn the knowledge and skills they need and the right attitude towards work. – Interview with government KI*

> *The apprentice or the trainee should achieve the needed competency. A company should not get a trainee and just order the trainee around and relegate him or her to making coffee. There should be a program, which should include a manager, supervisor and someone to monitor the program. At the end of the program, the trainee should acquire some specific skills. In other companies, trainees must pay for their on-the-job training. The training should be for free. – Interview with CSO/ trade union KI*

> All agreed that young Filipinos — and all Filipinos for that matter — should have the option to remain in the country. Hence, there should be concerted efforts to generate local employment. Otherwise, companies in the Philippines are only a training ground for migrants-in-waiting.

> *Our national policy should not be labor migration; it should be the generation of local jobs, decent jobs. But we can't stop people from looking for employment abroad. I am not saying that they would have better employment abroad, maybe better compensation because the psycho-social impact and the social cost for the family are high. What we do is we provide social protection for migrant workers – their social security, their contracts should be in order. Available services in destination countries should be in place; we are saying that our consulates should be help centers for migrants. And our reintegration programs should be well-established . . . In TUCP we coordinate with other national labor centers, including centers abroad. For example in ASEAN, there is a National Trade Union Congress in Singapore, Malaysia, Thailand, Indonesia, Vietnam, China. We have the ASEAN Trade Union for the protection of migrant workers. – Interview with CSO/trade union KI*

FILIPINO YOUTH ON THE MOVE

According to United Nations' Department of Economic and Social Affairs (2011), 26.6 million or 12.4 percent of the world's stock population of 214 million international migrants are young people in the ages 15-24 years old. However, the report argues that the statistical definition of the youth as the population 15-24 may not effectively capture youth migration.[17] The results of an analysis of migrant inflows to selected countries in Europe showed that migration below 18 is low, but from 18, the proportion migrating increases, with the modal ages ranging from 23 to 27 years.[18] For this reason, the report also presents data up to the 25-34 age group. Indeed, when the age group is extended to 25-34, the number of youth migrants rise to 68 million or a share of 31.8 percent of all international migrants (Table 8). Between 1990 and 2010, the number of youth migrants in the 15-24 age group increased more in the developed countries than in the developing countries. Moreover, the share of females among the youth migrants is generally higher in the developed countries.

[17] In part, the increasing participation of young people in international migration from age 18 also reflects the legal capacity of young people to move on their own (18 being the age of majority in many countries).

[18] The analysis was not possible for other countries because of data limitations.

TABLE 8
Number of International Migrants and Percentage Female in Selected Age Groups by Development Groups, 1990-2010 (In Millions)

	Year	0-14	15-24	25-34	Total
World	1990	21.6 (49.0%)	23.8 (47.7%)	30.9 (46.5%)	156
	2000	21.0 (49.1%)	24.6 (48.2%)	35.2 (47.1%)	178
	2010	22.1 (48.9%)	26.6 (48.3%)	41.4 (46.5%)	214
Developed countries	1990	7.9 (49.8%)	11.4 (49.1%)	16.1 (49.9%)	82
	2000	8.0 (49.4%)	13.0 (49.0%)	19.9 (50.2%)	104
	2010	7.8 (49.0%)	13.8 (48.9%)	23.4 (49.7%)	128
Developing countries	1990	13.7 (48.6%)	12.3 (46.5%)	14.8 (42.8%)	73
	2000	13.0 (48.9%)	11.6 (47.4%)	15.3 (43.0%)	74
	2010	14.3 (48.9%)	12.8 (47.7%)	18.0 (42.3%)	86

Source: Tables 2 and 6 in UN DESA (2011:13, 17)

As mentioned earlier, despite the growing knowledge base about Filipinos in international migration, youth migration is a major lacuna. The knowledge gap – and by extension, the policy gap – on youth migration is reminiscent of the gender-blind approach to migration in the previous decades. Thus far, it seems that youth migration is presumed to be similar to adult migration; hence, theoretical frameworks and policy frameworks tend to have a one-size fits all approach to migrants across all age groups. In the following discussion, a review of the existing literature, data and policies is presented and their implications for young men and women in migration are explored.

1. Internal Migration of the Filipino Youth

The few studies specifically on the internal migration of the Filipino youth indicate that young Filipinos are also "voting with their feet," i.e., they are leaving their homes to find opportunities elsewhere. Due to data constraints, it is difficult to estimate the scale or volume of youth participation in internal migration. What available studies provide are insights on the timing, destination and occupational options of young migrants.

In their study of regional labor markets, Esguerra and Manning (2007) concluded that migration to more developed regions in the country or abroad was a means to deal with poverty at home. Analyzing census data, their study pointed to the NCR, Southern Tagalog and Central Luzon as the major destinations of internal migrants for the period 1985 and 2000. In the early 1990s, with the concentration of industrial development in Southern Tagalog, the NCR slipped to second place as the primary destination of migrants, and between 1995 and 2000, it became an out-migration region.

From the 1960s to the present, women comprise the majority of rural-urban migrants – compared with non-migrants in the origin, they are mostly single, younger and better educated. In contrast, male migrants tend to be older, married and have more education compared to non-migrants (Esguerra and Manning, 2007:264). More recent studies by Gultiano and Xenos (2004) and Quisumbing and McNiven (2006) confirmed continuing female dominance in urban and metropolitan migration, and as previous studies have documented, young women migrants are "still generally confined to low-paying jobs in the service or domestic sector" (Gultiano and Xenos, 2004:15; *see also* Berja, n.d.). The migration of young women who migrate to rural areas is mainly associated with marriage-related reasons (e.g., Quisumbing and McNiven, 2006).

Studies suggest early home leaving among Filipino youth, with young women leaving home earlier than young men. Leaving home is driven mainly by educational and occupational goals, as well as push factors of poverty and family problems (Berja, n.d.).

In recent decades, some changes in migrants' destinations have been observed in keeping with other broad changes in the Philippines. The development of metropolitan areas in other regions and the build-up of infrastructure, establishments and facilities in the regions have expanded and diversified the country's urban structure. The transformation of the NCR into an out-migration area in the late 1990s is a reflection of these changes. Even as urban migration dominated population movements in the country, rural-to-rural migration is not negligible. A longitudinal research in Northern Mindanao found that migration is an essential part of the livelihood strategies of rural families. In their scheme of things, the search for livelihood is mostly within the country – only a minority (six

percent of the women, less than one percent of the men) considered working abroad (Quisumbing and McNiven, 2006).

Female migration is predominant in internal migration in the Philippines. From the end of frontier-ward migration in the 1960s, women have since taken the lead in migration to urban areas and the entry of young women migrants in domestic work. These patterns also extend to female predominance in international labor migration and the concentration of women migrants in domestic work overseas (Asis, 2005). On the one hand, the participation of women in migration reflects options and degrees of freedom allowed for women in Philippine society, but on the other hand, their concentration in domestic work also indicates limited (and gendered) employment options and raises protection issues at home and abroad.

> Young women are the majority of rural to urban migrants. Most end up in domestic work in the cities.

2. International Migration in the Philippines

The Overseas Filipino Population

To appreciate the scale, distribution and diversity of international migration from the Philippines, it is best to begin with the stock estimate of the overseas Filipino population.[19, 20] As of December 2009, the stock estimate of overseas Filipinos stood at 8,579,378, of whom some 4.05 million (47.3 percent) were permanent workers, about 3.8 million (45 percent) were temporary migrants (i.e., legally deployed OFWs) and more than 600,000 were migrants in an irregular situation

[19] The term "overseas Filipinos" refers to all Filipino nationals residing and/or working abroad, including those who are in an irregular situation while the term "overseas Filipino workers" (OFWs) refers to those leaving the country for temporary employment in foreign countries. A similar term, "overseas contract workers" (OCWs) is also part of the language of migration in the Philippines. Particularly in the early years of the country's labor migration program, the term OCWs was introduced by the government to refer to legally deployed workers to fulfill a work contract overseas. In later years, the term OFWs became more widely used – in part, the term also reflects the fact that not all migrant workers pass through legal channels.

[20] The calculation of the stock estimate is an inter-agency project which is coordinated by the CFO.

TABLE 9

Stock Estimate of Overseas Filipinos, 2005-2009[21]

WORLD TOTAL	Dec. 2005	Dec. 2006	Dec. 2007	Dec. 2008	Dec. 2009
Permanent	3,391,338	3,556,035	3,692,527	3,907,842	4,056,940
Temporary	3,651,727	3,802,345	4,133,970	3,626,259	3,864,210
Irregular	881,123	874,792	900,023	653,609	658,375
Total	7,924,188	8,233,172	8,726,520	8,187,710	8,579,525

Source: CFO (n.d.(c)), Stock Estimate of Overseas Filipinos

(Table 9). Between 2005 and 2007, temporary migrants were the majority of the overseas Filipino population, but in 2008 and 2009, permanent migrants had taken over as the largest group (Table 9). The share of irregular migrants constitutes a small minority of the overseas Filipino population. Considering the clandestine nature of this phenomenon, this estimate likely undercounts the actual magnitude of irregular migration.

As of 2009, the top 10 destinations of overseas Filipinos are the following: the USA, Saudi Arabia, Canada, UAE, Australia, Malaysia, Japan, United Kingdom, Hong Kong and Singapore (Table 10).More than three-fourths (77 percent) of the stock population of overseas Filipinos are concentrated in these ten countries and territories. Of the top ten destinations, the USA, Canada and Australia are traditional countries of settlement and the rest (except the UK, which offers permanent residence to qualified temporary workers) are countries receiving Filipinos as temporary workers. The USA alone accounts for about a third of all overseas Filipinos. The USA's dominant position reflects the long history of Filipino migration to this destination. Family-based migration following the 1965 immigration reforms has been largely responsible for the increase of the Filipino population to the USA. In 1960, the census counted 104,843 Philippine-born immigrants in the USA; in 2006, the Philippine-born increased 15.6 times to 1,638,413, emerging as the second largest foreign-born group in the USA after the Mexicans (Terrazas, 2008). On the other hand, Saudi Arabia's prominence

[21] Stock estimates for 2000 to 2004 are available on the CFO website: http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=282&Itemid=85

as the primary destination of OFWs dates back to the start of state-led labor migration in the 1970s. The Philippines was one of the countries that provided Saudi Arabia with workers when the latter embarked on massive infrastructure projects in the 1970s. Once these projects were completed and the Saudi labor market needed other workers, the Philippines had the labor pool to readily respond to the changing labor market needs. The Filipino communities in the UAE, Japan, Hong Kong and Singapore are products of labor migration since the 1970s and 1980s. In the case of Malaysia, an important component of the Filipino population included those who fled and sought refuge in Sabah in the 1970s. Over the years, the composition of the top ten destination countries has not changed much.

TABLE 10
Top 10 Destimations of Overseas Filipinos (Stock Estimate) as of December 2009

Region/Country	Permanent	Temporary	Irregular	Total
World Total	4,056,940	3,864,068	658,370	8,579,378
1. United States	2,592,632	129,191	155,843	2,877,666
2. Saudi Arabia	354	1,138,649	20,000	1,159,003
3. Canada	553,793	79,758	6,135	639,686
4. UAE	1,702	576,002	32,000	609,704
5. Australia	285,977	45,183	4,980	336,140
6. Malaysia	26,002	89,875	128,000	243,877
7. Japan	146,488	29,559	34,570	210,617
8. United Kingdom	91,852	99,135	10,000	200,987
9. Hong Kong	23,508	140,042	5,000	168,550
10. Singapore	42,770	64,320	56,000	163,090

Source: CFO (n.d.(c)), Stock Estimate of Overseas Filipinos

Overview of International Labor Migration

Data sources on the OFW population include the flow statistics collected by the POEA and the profile of the OFW population from the Survey of Overseas Filipinos (SOF) conducted by the National Statistics Office (NSO).[22] As of this

[22] The SOF is a rider to the Labor Force Survey conducted every year since 1982 (it was previously called Survey of Overseas Workers) – for more details, *see* NSO (2009).

writing, deployment data are available for 2010, while SOF findings are as of 2009. Although the POEA collects and reports deployment data, the information reported are mostly aggregate numbers (gender-disaggregated data are available for some variables) and age-disaggregated data are typically not reported.

To provide the broad strokes of labor deployment from the Philippines, long-term trends are presented and an overview of the composition and destination of OFWs is briefly discussed. Deployment data from 1975 to the present depict the development of overseas employment into a massive phenomenon. This uninterrupted trend helps explain why the idea of seeking work abroad has become routine and taken for granted among Filipinos, including the Filipino youth (Asis, 2006b; Asis and Roma, 2010). Data on remittances indicate the economic significance of labor migration to the country as a whole and as a livelihood strategy for families and households. Since 2006, the annual outflows of landbased migrants and seafarers combined have breached the one-million mark, while landbased migrants alone breached that mark in 2009 (Table 11).

Note that annual deployment data include new hires and rehires, with the latter, in fact, making up the majority of annual deployment (Table 12). In other words, the greater proportion of legally deployed landbased migrant workers every year refers to those renewing their contract or repeat migrants. The phenomenon of remigration poignantly indicates that temporary labor migration is far from temporary.

As mentioned earlier, like internal migration, women are an important component of the OFW population. In part, female migration reflects the demand for domestic workers and entertainers, occupations which are typecast as women's work. These two occupations registered a dip in the mid-2000s due to policy changes. Japan, the primary destination of Filipino entertainers, introduced stricter regulations in bringing in foreign entertainers in response to the criticisms by the US Trafficking in Persons Report, which commented that Japan was not taking steps to curb trafficking. The move directly impacted Filipino entertainers, drastically cutting deployment levels and effectively ending the prominence of entertainer migration. Domestic worker migration was also affected by policy change initiated by the Philippine government. To promote better protection of domestic workers, the government introduced the Household Service Workers

TABLE 11

Annual Deployment of Overseas Filipino Workers by Sector and Remittances, 1975-2010

Year	Land-based	Sea-based	Total Deployed	Remittances, US$ (000)
1975	12,501	23,534	36,035	103.00
1976	19,221	28,614	47,835	111.00
1977	3,676	33,699	70,375	213.00
1978	50,961	37,280	88,241	290.85
1979	92,519	44,818	137,337	364.74
1980	157,394	57,196	214,590	421.30
1981	210,936	55,307	266,243	545.87
1982	250,115	64,169	314,284	810.48
1983	380,263	53,594	434,207	944.45
1984	300,378	50,604	350,982	658.89
1985	320,494	52,290	372,784	687.20
1986	323,517	54,697	378,214	680.44
1987	382,229	67,042	449,271	791.91
1988	385,117	85,913	471,030	856.81
1989	355,346	103,280	458,626	973.02
1990	334,883	111,212	446,095	1,181.07
1991	489,260	125,759	615,019	1,500.29
1992	549,655	136,806	686,461	2,202.38
1993	550,872	145,758	696,030	2,229.58
1994	564,031	154,376	718,407	2,630.11
1995	488,173	165,401	653,574	4,877.51
1996	484,653	175,469	660,122	4,306.64
1997	559,.227	188,469	747,696	5,741.84
1998	638,343	193,300	831,643	7,367.99
1999	640,331	196,689	837,020	6,794.55
2000	662,648	198,324	841,628	6,050.45
2001	662,648	204,951	867,599	6,031.27
2002	682,315	209,593	891,908	6,886.16
2003	651,938	216,031	867,969	7,578.46
2004	704,586	229,002	933,588	8,550.37
2005	740,632	247,983	988,615	10,689.00
2006	788,070	274,497	1,062,567	12,761.31
2007	811,070	266,553	1,077,623	14,449.93
2008	974,399	261,614	1,236,013	16,426.85
2009	1,092,162	330,424	1,422,586	17,348.05
2010	1,123,676	347,150	1,470,826	18,762.98

Sources: Deployment statistics are from POEA; remittances data are from Bangko Sentral ng Pilipinas

Table 12
Deployment of New Hires and Rehires, OFWs, 2006-2010

Year	New Hires	Rehires
2006	317,680 (40.3%)	470,390 (59.7%)
2007	313,260 (38.6%)	497,810 (61.4%)
2008	376,973 (38.7%)	597,426 (61.3%)
2009	349,715 (32.0%)	742,447 (68.0%)
2010	341,966 (30,4%)	781,710 (69.6%)

Source: Philippine Overseas Employment Administration, Overseas Employment Statistics 2010

reform package, which consisted of new measures: no placement fee, minimum monthly salary of US$400, minimum age of 23 years old, and requiring departing domestic workers to undergo cultural and language training and certification of skills. Interested employers found the salary requirement too steep and stopped hiring Filipino domestic workers. The decline, however, was temporary. There was indeed a drop in domestic worker deployment in 2007 and 2008, but female predominance (and more domestic worker migration) resumed in 2009 (Battistella and Asis, 2011).

The major destination countries of OFWs are distinct from the destination countries of permanent migrants. With the exception of Italy and Canada, the rest of the major destination countries of OFWs are in West Asia (or the Middle East) and East and Southeast Asia (Table 13).

TABLE 13
Top 10 Destination Countries of Landbased OFWs, New Hires & Rehires, 2010

Country	Number of Deployed OFWs
Kingdom of Saudi Arabia	293,049
United Arab Emirates	201,214
Hong Kong	101,340
Qatar	87,813
Singapore	70,251
Kuwait	53,010
Taiwan	36,866
Italy	25,595
Bahrain	15,434
Canada	13,885

Source: POEA, Overseas Employment Statistics 2010

3. International Labor Migration of Young Filipinos

To fill the gap on specific information concerning youth labor migration, unpublished data were requested from POEA.[23] The source of information is the labor contract of land based new hires submitted electronically by recruitment agencies for POEA processing. Therefore, the following notes concern only newly hired land based migrants between 15 and 24 years of age during the years 2005-2010.[24] From the exploratory analysis, the following trends emerge:

Young OFWs are 15 percent of yearly new hires

In the last five years (2006-2010), young Filipino migrants left the country at more than 50,000 per year, which corresponds to approximately 15 percent of the new hires deployed abroad. Ninety-nine percent of them are within the 20-24 years old. Less than one thousand below age 19 go abroad yearly after 2006 (Table 14).[25] It should be noted that there is a minimum age for OFWs: at least 18 years old for most occupations and 23 years old for domestic workers.

The number of migrants increases as age increases. At 18 years of age about 30 men and about 110 women go to work abroad every year. At the age of 24 the numbers increase to almost 6,000 for men and more than 10,000 for women. The actual trends by age and gender are presented in Figures 3 and 4.

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[23] Although information was provided since the year 2000, only data from 2006 are utilized, because data on previous years are highly incomplete.

[24] The Philippines also deploys sea-based workers, mostly seafarers on commercial vessels. A quarter of the world's seafarers originate from the Philippines. Sea-based workers comprise 23-24 percent of annual deployment. A recent development is the participation of sea-based workers who work on cruise ships; this category of sea-based workers include women who perform a range of service -related occupations. The share of non-marine workers has been increasing: 16.2 percent in 2007; 35.9 percent in 2008; 48.2 percent in 2009; and 39.2 percent in 2010 (POEA, 2010).

[25] Analyzing Labor Force Survey data for the years 1988, 1996 and 2006, Orbeta and Abrigo (2009) found that 70 percent of OFWs are in the ages 25-44. Most of the workers in the domestic labor force were also in the 25-44 age group, but their share is lower (an average of 48.7 percent). The share of young OFWs declined over the years, from 15 percent to 13 percent to 12.1 percent, which may be due to the increasing age requirement entertainers and the drastic reduction in entertainer migration after 2004. Interestingly, the share of workers in the 15-24 age group is higher in the domestic labor force: 40.1 percent in 1988, 37.6 percent in 1996 and 36.1 percent in 2006.

TABLE 14
Young New Hires Filipino Migrants by Age Group and Total New Hires, 2006-2010

	Total	15-19	%	20-24	%	Total New Hires	%
2006	53,943	1,206	2.2	52,737	97.8	317,680	17.0
2007	45,722	713	1.6	45,009	98.4	313,260	14.6
2008	51,363	705	1.4	50,658	98.6	376,973	13.6
2009	51,947	652	1.3	51,295	98.7	349,715	14.9
2010	57,276	587	1.0	56,689	99.0	341,966	16.7

Source: POEA, unpublished data, 2011; POEA, Overseas Employment Statistics 2010

Two out of three young OFWs are women

The Philippines is one of the few origin countries where women are the majority of overseas workers leaving the country. Female predominance among the newly hired land-based workers started in 1993, a pattern that was uninterrupted until 2007. Among young Filipino migrants, the gender distribution is much more skewed in favor of women as two-thirds of the young OFWs are women. The percentage can vary considerably from year to year, but overall women average more than 60 percent of the young migrants (Table 15).

Figure 3: Male OFWs, 15-24, 2006-2010

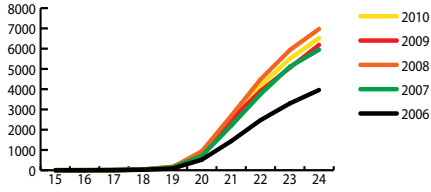
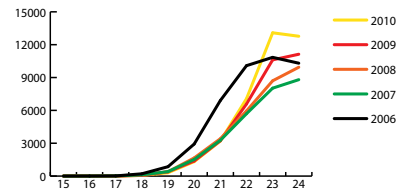


Figure 4: Female OFWs, 15-24, 2006-2010



Source: POEA, unpublished data, 2011

TABLE 15
Young Male and Female Filipino Migrants by Age and Gender, 2010

Age	Male		Female		% Female of All Migrants
	Number	%	Number	%	
15	2	0.0	1	0.0	
16	1	0.0	1	0.0	
17	2	0.0	4	0.0	
18	32	0.2	60	0.2	
19	177	0.9	307	0.8	63.4
20	715	3.7	1,317	3.5	64.8
21	2,333	12.0	3,198	8.5	57.8
22	4,177	21.5	7,072	18.7	62.9
23	5,496	28.2	13,085	34.6	70.4
24	6,526	33.5	12,770	33.8	66.2
Total	19,461	100%	37,815	100%	66.0

Source: POEA, unpublished data, 2011

Among the under-20 OFWs, the number of males increased every year and almost doubled between 2006 and 2010, while the number of women has consistently decreased – the number of women migrants in 2010 was one third of that of 2006. As this group only accounts for one percent of youth migration, the scale is not significant for the overall trend. What it indicates is that migrating at a very young age is a declining phenomenon among young Filipino women. This trend may reflect the impact of the Philippine government's efforts to raise the minimum age to 23 years old for young women who will take up domestic work overseas. While the government adheres to the right of individuals to migrate, it has imposed some restrictions on the migration for employment of young women below 23 years old in the household service work sector.

The destinations of young OFWs are the same as for all Filipino migrants

The great majority of young OFWs leave for the Gulf countries, repeating the well-established trend common to all OFWs. In particular, 50 percent of young OFWs between 2006 and 2010 went to just two countries, Saudi Arabia and the UAE. The Gulf countries account for 70 percent of youth migration. The other destinations in Asia (Taiwan, Hong Kong, Singapore, Japan and Korea) account for

TABLE 16
Top 10 Countries of Destination of Young OFWS and New Hires OFWs, 2008

	Young OFWs	%	New Hires (All OFWs)	%
Saudi Arabia	16,957	33.0	122,258	32.4
United Arab Emirates	12,427	24.2	76,164	20.2
Taiwan	5,843	11.4	29,698	7.9
Qatar	5,709	11.1	45,209	12.0
Kuwait	2,721	5.3	15,935	4.2
Hong Kong	1,854	3.6	19,177	5.1
Japan	1,413	2.8	--	0.0
Singapore	941	1.8	4,488	1.2
Bahrain	641	1.2	5,094	1.4
Canada	558	1.1	11,334	3.0

Source: POEA, unpublished data, 2011; POEA, Overseas Employment Statistics, 2008

23 percent of the total. When compared to the trend for all new hires, there is no major difference, as illustrated by Table 16, which reports the top 10 countries of deployment in 2008. The two minor differences concern a proportionally higher employment of young Filipinos in the UAE and in Taiwan.

Most young migrants are employed in services and production

In 2010, 46 percent of the young migrants were employed in services and 25 percent in production. Services include caregivers and caretakers; cleaners; domestic workers and persons involved in housekeeping; cooks, waiters and bartenders; hairdressers, barbers and beauticians; and persons involved in protective services. Production includes the various occupations related to construction work; persons working at ports; persons involved in electric works; machine operators; workers in the metal industry and others. Compared to the new hires of the same year, there is no difference between the two groups in the percentage of people working in service occupations. Instead, young migrants have a lower percentage (-6 points) in production work, compensated by a higher percentage in professional and clerical activities (Table 17).

TABLE 17
Young OFWs and New Hires by Occupational Sector, 2010

	Young OFWs		New Hires (All OFWs)	
Administrative	129	0.2	1,439	0.4
Agricultural	165	0.3	1,122	0.3
Clerical	2,371	4.1	10,706	3.1
Production	17,099	29.9	120,647	35.5
Professional	8,710	15.2	41,835	12.3
Sales	1,816	3.2	7,242	2.1
Service	26,676	46.6	154,535	45.4
Other	310	0.5	2,753	0.8
Total	57,276	100%	340,279	100%

Source: POEA, unpublished data, 2011

A marked difference is noted in the distribution of occupation by gender. The production sector employs 58 percent of the men and 15 percent of the women. On the other hand, the service sector employs almost 60 percent of the women and 20 percent of the men (Table 18). Also, women are more likely to be employed as professionals compared to men. This is due to the overwhelming number of women recruited as nurses and performing artists, while men gravitate to engineering and similar specializations.

TABLE 18
Distribution of Young OFWs by Occupational Sector and Gender, 2010

	Males	%	Females	%
Administrative	53	0.3	76	0.2
Agricultural	154	0.8	11	0.0
Clerical	744	3.8	1,627	4.3
Production	11,295	58.0	5,804	15.3
Professional	2,240	11.5	6,470	17.1
Sales	724	3.7	1,092	2.9
Service	4,026	20.7	22,650	59.9
Other	225	1.2	85	0.2
Total	1,9461	100%	37,815	100%

Source: POEA, unpublished data, 2011

The top occupation for young OFWs is domestic work

Considering specific occupations, not simply the occupational sector, it emerges that domestic work is the number one occupation for young OFWs, as it is for all the new hires. However, the percentage of domestic workers among young OFWs is lower by five percentage points than that of all the new hires (Table 19). Nurses, cleaners and bartenders are occupations in which young OFWs also are highly concentrated than the total number of new hires.[26]

TABLE 19
Top 10 Occupations of Young OFWS and New Hires, 2010

Young OFWs	
Household service workers	13,372
Nurses	5,326
Charworkers, cleaners	3,056
Waiters Bartenders	2,832
Housekeeping and related service	1,176
Caregivers and caretakers	1,098
Salesmen shop assistants	962
Wiremen and electrical	863
Plumbers and pipe fitters	730
Choreographers and dancers	551

Source: POEA, Unpublished data, 2011

New Hires OFWs (All OFWs)	
Household service workers	96,583
Charworkers, Cleaners	12,133
Nurses	12,082
Caregivers and caretakers	9,293
Waiters,bartenders	8,789
Wiremen and electrical	8,606
Plumbers and pipe fitters	8,407
Welders and flame-cutters	5,059
Housekeeping and related service workers	4,799
Bricklayers stonemasons and tile settlers	4,507

Source: POEA, Overseas Employment Statistics, 2010

Some occupations are country-specific

It was already established that the labor migration of youth OFWs is headed to a few countries (the GCC countries and the countries of East Asia). Consequently, the distribution of occupations by destination also follows the same hierarchy, with Saudi Arabia and the UAE as the top countries. Nevertheless, some of the specificities that can be highlighted are the following: Among domestic workers,

[26] The data concerning specific occupations contain a sizable number of workers whose occupations cannot be properly identified. The data refer to 95 percent of the workers, the data are incomplete for about 5 percent of OFWs.

the number one destination in 2010 was Kuwait, followed by Hong Kong and the other GCC countries. Instead, 78 percent of young nurses went to Saudi Arabia. Charworkers and cleaners are practically split between Saudi Arabia and the UAE and the same is true for workers involved in housekeeping services. The great majority of waiters and bartenders go to the GCC countries.[27] For caregivers and caretakers, instead, the number one destination is Taiwan, followed by Canada and Israel. Most shop assistants go to the UAE. Travelers have noted the preponderance of Filipino sales personnel at the duty free shops of Dubai and Abu Dhabi. Most workers involved in the various branches of engineering go to Saudi Arabia. Musicians and singers go to Japan and South Korea, while dancers go to Japan. The broadly defined category of production workers (5,847 in 2010) refers mostly to migrants going to Taiwan. Plumbers and fitters mostly work in Saudi Arabia and Qatar as do wiremen and migrants involved in electrical works.

Why are there underage migrants?

As indicated previously, a very small number of workers below 18 years of age have left the Philippines in the years 2006-2010. Specifically, among males eight were 15 years old, nine were 16 and 25 were 17; among women, six were 15, twelve were 16 and 38 were 17 years old. The trend has decreased in 2009-2010, but it remains puzzling that underage workers had been allowed to go abroad. It is possible that the inclusion of underage workers may be due to errors in reporting the date of birth or encoding inaccuracies.

A specific issue of underage employment abroad concerns domestic workers. The 2006 POEA governing board resolution has established a minimum age for this occupation (23 years old). However, data indicate that compliance with that norm is not always very strict. In 2010, of the 13,183 domestic workers who went abroad between the ages of 15 and 24, 1,431 were 22, 65 were 21, 21 were 20, and a few others were below 20. From information received from POEA, in some cases, underage domestic workers received a clearance certificate from the office of employment in the Department of Labor and Employment authorizing them

[27] It is possible that domestic workers may be reclassified into other occupations (e.g., char workers, cleaners, waiters) to skirt around the minimum salary of US$400, a practice known as "reprocessing" (Battistella and Asis, 2011).

to go abroad. With that clearance, their application was processed by POEA. This practice raises some questions. It is certainly curious that a requirement is imposed for the sake of protecting a vulnerable category of persons, but that an exception was made for about 10 percent of the applicants. While it can be argued that there is not much difference in terms of maturity between persons aged 23 and 22 years of age, but the point is, why impose requirements in the first place if they can be easily circumvented?

Overall, the portrait of young migrant workers from the Philippines which emerges from deployment data for the years 2006-2010 does not differ dramatically from the characteristics of the entire population of OFWs. Involved primarily in low skill jobs, they work mostly in the GCC countries and in East Asia. Some differences emerge, in particular the greater proportion of women among the newly hired, the link between some occupations and countries of destination and the inclusion of underage migrant workers among the pool of OFWs.

4. Profile of Youth OFWS: What the Survey of Overseas Filipinos Reveals

Data from the 2009 Survey of Overseas Filipinos (SOF) provide additional details about OFWs, which are not available from the POEA.[28] In addition, the SOF provides age breakdowns for most variables, which make it possible to present data for young migrants in the 15-24 age group. The OFW statistics presented here pertain to Filipinos who worked or have worked abroad during the last six months preceding the survey period (April to September 2009). As used in the SOF report, the term OFW refers to those with and without a work contract.[29]

According to the 2009 SOF, there were 1.912 million OFWs who were working abroad during the survey period (April to September 2009), of which 98.8 percent were overseas contract workers (OCWs) or with existing contracts abroad (NSO, 2009:xxi).

[28] The SOF is a rider survey conducted every year since 1982 (it was previously called the Survey of Overseas Workers) – for more details, *see* NSO (2009).

[29] The Scalabrini Migration Center looked into the possibility of requesting for special tabulations of the 15-24 age group for further descriptive analysis. We were informed that this was not possible due to sampling constraints of the SOF data file.

Out of all OFWs, young migrants in the 15-24 age group comprised only 9.8 percent (Table 20 and Figure 5), which is slightly lower compared to the 10 percent recorded in 2008. The 15-24 age group had the smallest share while the 25-29 age group accounted for the largest share in relation to the total OFW population in 2009 and 2008. Extending the statistical definition of the youth to include the 25-29 age group (the peak age in migration, 24.8 percent) increases the share of youth migrants to 34.6 percent.

By gender, there were more male than female OFWs (53 males for every 100 OFWs). Generally, female OFWs were younger than male OFWs. Half of the female OFWs were in the 25 to 34 age group, while there were more male OFWs in the age group of 45 and up (NSO, 2009:xxi).[30] However, among the young migrants, there were more females (12.9 percent) than males (7.1 percent) in the 15-24 age group (Table 20).

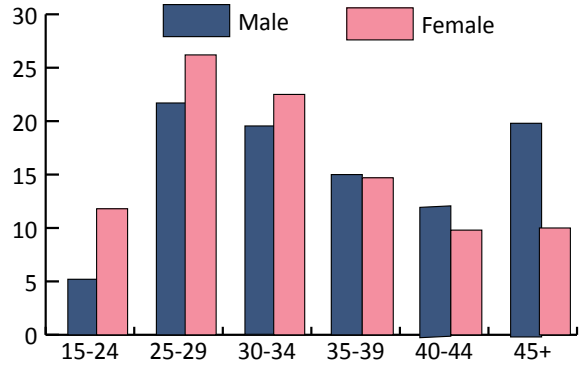
TABLE 20
Number and Percentage Distribution of OFWs by Age Group and Sex, 2008 and 2009

Age Group	2009			2008		
	Both sexes	Male	Female	Both sexes	Male	Female
Number (in thousands)	1,912	1,010	901	2,002	1,034	968
Total	100.0	100.0	100.0	100.0	100.0	100.0
15-24	9.8	7.1	12.9	10.0	6.7	13.5
25-29	24.8	22.7	27.2	25.7	22.8	28.8
30-34	21.7	20.1	23.5	21.0	21.8	20.3
35-39	15.5	15.7	15.3	15.1	14.7	15.6
40-44	12.0	13.5	10.3	11.8	13.2	10.3
45 and over	16.2	20.9	10.9	16.4	20.8	11.6

Notes: Details may not add up to totals due to rounding.
Source: National Statistics Office, 2008 and 2009 Survey on Overseas Filipinos. http://www.census.gov.ph/data/sectordata/2009/sof0903.htm.

[30] For the same year, new hires (and land-based) among the deployed OFWs were mostly women, according to POEA. Including the sea-based workers will result in a more balanced gender distribution.

Figure 5
Percent Distribution of OFWs by Age Group and Sex, April-September 2009



Source: National Statistics Office (2009:xxi)

In terms of region of origin, about 45 percent of all OFWs came from three Luzon regions: CALABARZON (16.4 percent), Central Luzon (14.7 percent) and the National Capital Region (13.9 percent).[31] The smallest proportion of OFWs came from Caraga region (1.3 percent). In the case of migrants in the 15-24 age group, the largest share was from Luzon (4.7 percent), followed by Mindanao (2.8 percent), the Visayas (1.5 percent) and the National Capital Region (0.8 percent). For all OFWs, in general, the top regions of outmigration are the more developed regions while those with the least share of migrants are among the less developed areas of the country. These patterns underscore that migrants are not the poorest; rather, migrants tend to have resources that enable them to migrate (Battistella, 2003). Among young migrants, it is interesting to note that the largest and smallest share of youth OFWs come from Luzon and the National Capital Region, respectively, both of which are economically better off regions in the country. It appears that young migrants, especially young women from the less developed areas of Mindanao and the Visayas, are more compelled to take up international labor migration.

[31] The large share of migrants originating from the National Capital Region may include those from other regions who come to Metro Manila to complete their work or travel documents.

The estimates cover overseas Filipinos whose departure occurred within the last five years and who are working or had worked abroad during the past six months (April to September) of the survey period.

5. Filipino Youth in Permanent Migration

The CFO has been collecting data on registered Filipino emigrants since 1981. For the period 1981 to 2009, 1,689,170 Filipinos had left the country to settle permanently in other countries. Although the annual outflows are much smaller in scale compared to international labor migration (an average of 58,171 over the 29-year period), the fact that it is permanent migration suggests different implications for the Philippines.[32] The average age of Filipino emigrants who left the country between 1981 and 2009 ranged from 31 to 34 years old.[33] Of the total population of emigrants, some 21 percent were in the ages 15-24 – that is, 173,712 or 10.30 percent were aged 15 to 19, while 181,749 or 10.77 percent were aged 20-24 (CFO, n.d.(b)). Those in the age group 25-34 comprise the largest percentage of registered emigrants (23.51 percent), followed by emigrants in the age group 15-24 (21.07 percent); the third largest group consists of those aged 14 and below, who make up 20.34 percent of all registered emigrants. In 2009 alone, there were 79,718 Filipino emigrants, of whom 8,246 (10.34 percent) were in the 15-19 age group and 7,907 (9.92 percent) were in the 20-24 age group. In sum, the youth figure more prominently in permanent migration than in labor migration: two in 10 emigrants compared to one in 10 OFWs are young migrants.

Family migration is an important driver of permanent migration, particularly in traditional countries of settlement – the US, Canada, Australia and New Zealand – where family reunification is a major pillar of their migration policies. Citizens

[32] In the globalized context, permanent migration does not mean that migrants make a permanent break with their home country. Many permanent migrants continue to keep their ties with their home country as reflected in the sending of remittances and regular communication and visits. In the case of the Philippines, absentee voting (Republic Act 9189) is a specific avenue whereby qualified overseas Filipino can participate in the political life and governance of the country of origin. Through the Citizenship and Retention Act of 2003 (Republic Act 9225), overseas Filipinos or former Filipino nationals can apply to retain or reacquire Filipino citizenship.

[33] Other scholars had noted the older profile of emigrants, which they attributed to the emphasis on family reunification. The migration of spouses and parents accompanying or joining family members increases the age of emigrants (Orbeta and Abrigo, 2009:10).

or permanent residents of these countries can petition their immediate family members – unmarried children below 18 years old, spouses and parents – to join them. Most of the registered emigrants in the ages 15-24 are likely to be part of family migration, i.e., mostly children who are migrating with or reuniting with their parents. Part of the young migrants, especially those in the 20-24 age group, may also include spouses of citizens or permanent residents, including those leaving the country to marry foreign nationals (i.e., international marriage migrants). It is interesting to point out that the Philippine migration information system also includes data on international marriage migrants. For the period 1989-2009, a total of 372,718 Filipinos emigrated as spouses or partners of foreign nationals. International marriage migrants are overwhelmingly female (91.4 percent), and more than a quarter – 28.75 percent – are in the youth category, mainly the 20-24 age group.

6. Filipino Youth in Other Types of Migration

Irregular Migration and Trafficking

The data presented above pertain mostly to the migration of young Filipinos through regular channels. As the 2009 stock data of overseas Filipinos suggest, 658, 375 Filipinos or 7.7 percent are in an unauthorized or irregular situation worldwide. The participation of young people in irregular migration cannot be ascertained because data classified by age are not available.

A similar observation can be made about trafficking in persons. Available estimates do not distinguish the ages of the trafficked persons. It is believed though that women and children are more vulnerable to trafficking as indicated by the qualifying phrase in trafficking discourse (especially women and children, or including women and children). The expansion of the discussion of trafficking beyond the commercial sex industry has uncovered forced labor, debt bondage and similar conditions even for legal migrants, including skilled migrants. Thus, although irregular migration is not synonymous with trafficking and legal migration is distinct from trafficking, they may share some commonalities when the discussion shifts to the working and living conditions of migrants.

Turning specifically to trafficking, it is a phenomenon which is believed to victimize many Filipinos. The severity of the trafficking problem in the Philippines may be gauged from its annual ranking in the contested but influential *Trafficking in Persons Report* produced by the US State Department since 2001. From 2001, the Philippines has been ranked as Tier 2, except for three years (2004-2005, 2009, and 2010), when the country's rankings went down to Tier 2-Watchlist.[34] Although the Philippines was back to Tier 2 ranking in the *2011 Trafficking in Persons Report* and while noting that the government has taken important initiatives (including convicting more traffickers), the report stated the many cases of overseas Filipino workers who are subjected to forced labor (including women migrants, especially those in domestic work), sex trafficking, and rising cases of internal trafficking. Specific reference to young Filipinos who are trafficked is often missing; the youth are subsumed under oft-cited categories such as women (including the young) and children.

In terms of data, the 975 cases received by the Inter-Agency Council Against Trafficking for the period 2003-2010 represent just the tip of the proverbial iceberg. The figure refers to reported cases, which are reasonably believed to underestimate the actual magnitude of the phenomenon as many cases simply go unreported. Unlike international labor migration, trafficking is both internal and international. Interviews with key informants involved in anti-trafficking initiatives provide some information on the profile of trafficked persons, particularly the involvement of young people in the ages 15-24.

> *Trafficking victims are mostly women, young women and children who are trafficked for prostitution. For men, few of them are channeled to prostitution; many of them are trafficked for forced labor. Trafficking*

[34] "**TIER 2**: Countries whose governments do not fully comply with the Trafficking Victims Protection Act's (TVPA) minimum standards, but are making significant efforts to bring themselves into compliance with those standards."

"**TIER 2 WATCH LIST**: Countries whose governments do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards, AND: a) the absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; b) there is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or, c) the determination that a country is making significant efforts to bring themselves into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year"

cases for forced labor are sometimes not pursued because they may be considered employment violations, thus they fall under the labor law. We have had a few cases of male homosexuals who had been trafficked for prostitution. – Interview with government KI

When it comes to trafficking, girl children are more prone to it; they have many vulnerabilities. Oftentimes, many boys are able to escape, but the girls tend to be trapped in the situation. Their ages range from 9 to 21 years old, women and children. Usually they come from Mindanao, a few are from the Visayas. Usually they come from poor families who solely depend on farming. Many come from big families and they are recruited by family members, friends or acquaintances to work in urban areas. Oftentimes the family has already received some cash advance from the recruiters and recruiters also take care of transportation costs. Afterwards, recruiters will charge them for all the expenses through salary deductions, e.g., for three months. Many recruiters do not make good on their promises. Trafficked victims do not have any documents. That is what we are pushing for Batas Kasambahay (Domestic Workers Law), [Batas Kasambahay was signed into Law on 18 January 2013], that there should be documentation or contract. To date, things are discussed verbally. Thus, when we pursue a case it is difficult. – Interview with CSO/trade union KI

[Based on the trafficking cases handled by CFO] Mostly female – I think 80 to 90 percent. They are in their early 20s, mostly 18-24; few are below 18 . . . Most come from neighboring Metro Manila areas such as Cavite and Laguna. Caloocan is one of the major sources. Most of them are working as entertainers or domestic workers . . . Most were headed to Malaysia (Sabah, Sandakan, Sarawak or East Malaysia) and Singapore. – Interview with government KI

One observation noted by the *2011 Trafficking in Persons Report* pertains to a report by an NGO of some 900,000 undocumented Filipinos, i.e., Filipinos without birth certificates, mostly in Mindanao. Lacking official documentation, the report warns, may render undocumented Filipinos to trafficking (and irregular migration). Additional details concerning this issue are touched upon in the

presentation of migrants' voices. A key informant interviewed by the study sheds light on the issue of late registration:

> *This is truly painful, especially in our region [ARMM]. If you look at their documents, they are altered and falsified. If you just consider the age stated in the documents, the stated age will more than meet the minimum age requirement . . . I had some experience when I was in Kuwait. Many of the workers there from the Mindanao area are really minors, they cannot fight and protect themselves from harassment, from what their employers do to them. But they have passports indicating that they are 25 years old . . . that is why in our advocacy, we plead to the parents – if their children are minors, if possible, let them stay and study first.*
>
> *When Muslims file their papers to work abroad, majority of them are late registration. When you ask them, they will answer, "Ma'am we are not required to register." If it is only possible, it would be good to do away with late registration. Actually, during our national congress for OFWs, we put forward the proposal to include bone scanning for passport applicants to have some basis for determining whether an applicant is a minor. If we rely on local civil registration, if there are fixers, the age can be adjusted. – Interview with government KI*

Irregular migration and trafficking are increasingly becoming more difficult to monitor or to apprehend because of new developments and new strategies developed by recruiters and syndicates. The emergence of budget airlines and online recruitment has opened up new opportunities and new vulnerabilities to aspiring migrants. Online recruitment is difficult to monitor because they include advertisements that are posted by recruitment agencies outside the Philippines. Negotiations are between applicants and the agencies or employers. Both parties need not go through the POEA to secure a contract and to comply with other requirements. However, should applicants or workers encounter problems, it is difficult to run after unscrupulous recruiters. Barriers to worker recruitment can also be addressed by using legal migration – e.g., tourism, student migration, on-the-job training, or marriage migration – as a means to circumvent restrictions to labor migration. As discussed in the next section, there are concerns that on-the-job training is being utilized as a means to gain access to cheap labor – the

program is supposed to be part of students' education, but instead of gaining meaningful training experience, student-trainees actually work but are provided with allowances rather than wages. Migration consultancy firms have emerged as important players in breaking down barriers to migration. Some consultancy firms are making it possible for Filipino nurses to come to the UK on student visas, promising them jobs upon arrival in the UK. However, many realized that they had been duped (Eclarinal, 2011). Unfortunately, migration consultancy firms are not regulated, unlike recruitment agencies. These developments foretell a potential increase in irregular migration and trafficking and although hard data are difficult to come by, most likely they will involve a significant number of young Filipinos.

Student Migration

More and more young people are migrating to pursue tertiary studies overseas, thanks to the rising affluence of families in the developing world. In the past, students from developing countries mostly availed of scholarship programs to study abroad, but now, any of them are self-funded. According to 2008 data from the United Nations Educational, Scientific and Cultural Organization (UNESCO), Asia is the main region of origin of foreign students at the tertiary level, accounting for 53 percent of the 69 percent originating from all developing countries. The three major source countries of Asian students are China (438,000), India (173,000) and South Korea (114,000) (UN DESA, 2011:5).

The migration of young Filipinos to take up tertiary education overseas is still modest. Data for 2008 indicate 8,443 student migrants (UNESCO, 2011). The small number of Filipinos involved in student mobility could be due to financial constraints. Bernardo (2002) advanced that student mobility (and academic staff mobility) from the Philippines will be limited by funding considerations. As such, only students from high income families (and staff from well-endowed universities) will be most likely to participate in student migration and academic exchange.

The UNESCO data could be an undercount of the real scale of student migration from the Philippines. Data on applications for a Tier 4 Student Visa to the UK were estimated at 12,300 in 2009/2010, a fairly large number despite a visa refusal of 51 percent, according to the British Council. According to a brief prepared by

the British Council, the spike in student visa applications to the UK is possibly due to the presence of an estimated 55,000 Filipino nurses who encourage their relatives to study in the UK.[35]

A variant of migration for tertiary education is starting to develop in the Philippines – internships or on-the-job training programs overseas, particularly for those enrolled in Hotel and Restaurant Management and Business Administration. This early and even while the numbers involved are quite small, some troubling questions have cropped up about these programs and their outcomes for young Filipinos on the move. Data from CHED reveal that the Student Internship Abroad Programs (SIAP) started to send students abroad, mostly to Singapore. Over the years, the participants numbered 1,719 in 2006, 1,643 in 2007, 1,840 in 2008, 1,897 in 2009, 3,885 in 2010, and 1,189 as of July 2011. The number of higher education institutions participating in the program was usually over a hundred, but was reduced to 55 and 62 in 2010 and 2011, respectively. As mentioned earlier, the *Trafficking in Persons Report 2011* called attention to on-the-job training programs as trafficking (or labor recruitment) in disguise. Taking note of this problem, the Foreign Service posts report recommended coordination among CHED, the Inter-Agency Council Against Trafficking, the Department of Labor and Employment, and the Department of Affairs to scrutinize these on-the-job training programs. As the report stated, the programs actually work to recruit "cheap labor." A member of the research team had encountered several interns or trainees in Singapore who were staffing ice cream shops, fast food stalls and duty free shops. They shared having to go through an agency to be able to land an internship in Singapore.

In response to these concerns, CHED issued Memorandum Order No. 22, Series of 2010, titled "Enhanced Guidelines for Student Internship Abroad Program for All Programs with Practicum Subject."[36] The memorandum recognizes the need to ensure the safety and well-being of students while giving them opportunities to learn and acquire skills, competencies and desirable attitudes during their internship program abroad. Among the implementing guidelines is setting

[35] http://www.britishcouncil.org/eumd-information-background-philippines.htm., accessed on 3 October 2011.

[36] Available at http://202.57.63.198/chedwww/index.php/eng/information/CHED-Memorandum-Order/2010-CHED-Memorandum-Orders, accessed 23 May 2011.

the minimum age of 18 years old to qualify for the program. Interestingly, the implementing guidelines do not seem to mention the issue of placement fees. It is apparent that different actors have different perspectives about this phenomenon: for CHED, SIAP is a way to enhance the learning process of student interns; for the students (and their families), getting internships is a strategy to find work abroad; for the host institutions abroad, student interns or trainees are a source of labor; and for the agencies or brokers, the placement service means business.

To date, there is no specific agency that deals with the outflow of Filipinos who study abroad, particularly those who are self-funded, and there is no one agency that has a firm grasp of this small but potentially significant migration pathway in the future.

7. Youth OFWs in Selected Destination Countries

As mentioned at the outset, lack of data on Filipino youth migrants in various contexts posed a major limitation in covering the conditions of different types of Filipino youth migrants – i.e., as permanent settlers, OFWs, marriage migrants, student migrants, unauthorized migrants and trafficked persons, among others. Thus, this section is limited to a review of the conditions of OFWs in the top ten destination countries of young OFWs based on the following sources: the reports of the Philippine Foreign Service posts on assistance to nationals (2007-2009), and selected statistics from OWWA's Repatriation and Assistance Division and OWWA-ARMM. Owing to the nature of the data, most of this section specifically deals with the problems of OFWs.

The reports of the Philippine Foreign Service posts on assistance to nationals, which are submitted to Congress, consist of the estimated population of Filipinos in their jurisdiction, working conditions of OFWs, problems encountered by OFWs, actions/initiatives by the post to address the problems of OFWs, updates on the laws and policies affecting OFWs, status of bilateral labor agreements between the Philippines and the host country, and recommendations. The data reported are usually aggregate numbers; some data are disaggregated by sex but not by age. In the absence of specific information about young OFWs, the study

considers the conditions reported about OFWs in general as indicative of the realities of young OFWs. The preponderance of youth OFWs in less skilled jobs, particularly the concentration of young women migrants in domestic work, also hints at potential problems young migrant workers will have to contend with.

The study examined the reports of Foreign Service posts in the top destination countries of young OFWs: (1) Saudi Arabia,[37] (2) the UAE, (3) Taiwan, (4) Qatar, (5) Kuwait, (6) Hong Kong, (7) Japan, (8) Singapore, (9) Bahrain, and (10) Canada. Unfortunately, data on young OFWs were not available. Some reports though specifically mentioned problems encountered by young OFWs or had recommendations concerning young OFWs. Across all destinations, the major problems encountered by OFWs are very similar – maltreatment, delayed or nonpayment of wages, verbal/physical/sexual abuse, long working hours, no day off. There were some country-specific conditions. The concerns reported by the posts in Japan were less about labor-related issues and had more to do with Japan's new immigration procedures, international marriages, and registration rules and regulations for Filipinos divorced in Japan. In destinations such as Hong Kong and Taiwan, the problems include high placement fees. In Singapore, the 6-9 months salary deductions were a major reason why domestic workers end up in the Filipino Workers Resource Center and other shelters. The post in Singapore also had to deal with the issue of tourists-turned-domestic workers. The issue of underage domestic workers was an issue that cropped up regularly in reports by posts based in the Middle East. The problem of underage migrant workers often pointed to Mindanao as the regions of origin of such workers.[38] Following are examples of recommendations from various posts in response to the deployment of underage workers: "intensify anti-illegal recruitment and anti-trafficking programs, especially among minors; thorough review of birth certificates of job applicants in the ages 20-26; more intensive campaign against altered passports to circumvent age requirement, which is especially rampant for those from Mindanao." In general, the number of OFWs in detention and

[37] *See also* the final report of the investigating mission of the Committee on Overseas Workers Affairs (COWA) to Saudi Arabia (2011).

[38] In the FGDs conducted in Cotabato City, participants mentioned that it is easy for Muslims to adjust their date of birth because many resort to late registration. This was confirmed by a key informant who was connected with the Provincial Statistical Office (Interview with government KI).

TABLE 21
Welfare Cases by Age, January-June 2011

Welfare Case	25 years old	24 years old	23 years old	15-22 years old	TOTAL (15-24) years old
Maltreatment/mistreatment	32	17	22	25	68
Delayed/nonpayment of wages	50	22	14	26	62
Poor working/living conditions	20	14	13	20	47
Finished contract/overstaying	4	3	4	5	12
Civil war (Libya)	3	3	3	4	10
Other reasons	17	7	7	10	20
TOTAL (15-24)	126	66	63	90	219

Source: Data provided by the Repatriation and Assistance Division, OWWA

shelters and those who were repatriated were significant in various Middle East destinations.

Data on the welfare cases handled by the Repatriation and Assistance Division of OWWA between January and June 2011 corroborated the points raised above.[39] OWWA provided data on the welfare cases by age (15-25), and by welfare cases by region and by age (15-25). The data refer to OFWs in distress who were accommodated at the OWWA Halfway House, mostly women domestic workers. A total of 219 welfare cases were recorded between January and June 2011 for OFWs in the ages 15-24. The top five welfare cases pertained to: (1) maltreatment — 68, (2) delayed/non-payment of wages and salaries – 62, (3) poor working/living conditions – 47, (4) finished contract/overstaying – 12, and (5) civil war in Libya – 10 (last column, Table 21). Table 22 shows that 95 percent of welfare cases occurred in the Gulf and Middle East countries. Both tables underscore the deployment of domestic workers below age 23. While the data do show that underage migrants are likely to figure among the welfare cases, the data do not indicate that older workers are more likely to be better protected. For domestic workers, it appears that all ages in the 25 and below age group are vulnerable to encountering problems abroad. Interestingly, welfare cases among OFWs aged

[39] The research team requested for data on welfare cases of OFWs below 25 years of age for several years. At the time of writing, data provided were only for the period January-June 2011.

TABLE 22
Welfare Cases of OFWs by Region and by Age, January-June 2011

Region	25 years old	24 years old	23 years old	15-22 years old	TOTAL (15-24) years old
Gulf and Middle East	89	48	44	62	154
East & Southeast Asia	2	2	1	4	7
Total	91	50	45	66	161

Source: Data provided by the Repatriation and Assistance Division, OWWA

25 years old were the highest (this could also reflect the larger population of OFWs from age 25 years old).

Data on the welfare cases handled by OWWA-ARMM also indicate the preponderance of women seeking assistance and the Gulf and Middle East destinations as sites of distress (Table 23). Of the welfare cases received by the agency, 95 percent (2009) and 93 percent (2010) of the cases involved women migrants. Almost all the welfare cases originated in the Gulf and Middle East destination countries. Cases involving minors accounted for 6 percent and 7 percent of all cases in 2009 and 2010, respectively. The nature of welfare cases in ARMM departs somewhat from those reported by the Foreign Service posts. In ARMM, tracing the whereabouts of OFWs is the foremost problem.[40]

Of the top ten destination countries, Canada is the only one outside of Asia. One of the traditional countries of settlement, in recent years, Canada has increased its intake of migrants under the temporary labor arrangement.

[40] The general literature on migrant workers in destination countries, particularly women migrants in domestic work, support Ramirez-Machado's observation that domestic workers all over the world face the same problems of "invisibility, marginalization and lack of social and legal recognition" (2003:69). ILO studies on domestic work in Southeast Asia (2006) and four countries in the Gulf Region (Chammartin, 2004) documented common problems of irregularities in the recruitment system, contract violations, long working hours, few days off in a month, surveillance by employers, and exposure to physical, psychological, verbal and sexual abuse. The ILO (2003) has produced a six-booklet series discussing how to prevent discrimination, exploitation and abuse of women migrant workers. The adoption of the ILO Convention 189 Concerning Decent Work for Domestic Workers on June 16, 2011 is a major step in recognizing domestic work as work that must be protected.

TABLE 23
Welfare Cases, OWWA-ARMM, 2009-2010

Welfare Cases	Male	Female	TOTAL
2009			
Region			
Gulf/Middle East	24	423	447
Other	0	3	3
Nature of Case			
Whereabouts	3	144	147
Immigration-related	1	67	68
Delayed/nonpayment of wages	2	46	48
Imprisonment	1	41	42
Maltreatment	4	36	40
Others	13	92	105
Cases involving minors		28	28
2010			
Region			
Gulf/Middle East	27	399	426
Other	3	6	9
Nature of Case			
Whereabouts	9	79	88
Repatriation	6	68	74
Delayed/nonpayment of wages	4	47	51
Immigration-related		38	38
Referred to NLRC	2	33	35
Others	9	140	149
Cases involving minors		31	31

OFWs are generally treated well and protected by Canada's labor standard laws. The Philippines signed bilateral labor agreements with several Canadian provinces – Alberta, British Columbia, Manitoba and Sasketchawan – which also contributes in securing the basic rights of Filipino workers. More importantly, whether skilled or less-skilled, Canada offers a pathway for permanent residence to temporary workers who meet the requirements for permanent settlement. One major difficulty faced by OFWs and Filipino immigrants in Canada, the USA, Australia, New Zealand and other destination countries is the lack of recognition of credentials earned in the Philippines. Filipinos who complete their education in the Philippines are considered to have completed only two

years of college by Canadian standards (and by other countries which have 12 years of basic education). As acknowledged by the Philippines' Department of Education, "Filipinos face mutual recognition problems in other countries that view the 10-years education program as insufficient" (Department of Education, 2010:4). The same report states that the Philippines is the lone country in Asia and one of three in the world (along with Djibouti and Angola) which retain a 10-year pre-university education. The Enhanced Basic Education Act of 2013, which took effect on 8 June 2013, addresses the deficiencies of basic education in the country. According to the law, the enhanced education program covers at least one year of kindergarten education (for children at least 5 years of age), six years of compulsory basic education (the entrant age is 6 years old), and four years of junior high and two years of senior high school (with the entrant ages at 12 years old and 16 years old, respectively) (http://www.gov.ph/2013/05/15/republic-act-no-10533/). Towards this end, several action steps have been identified to implement the new system by 2016: the creation of a task force, stakeholder consultations, financial study, curriculum review, teacher training, preparing the legislation to support the program, and massive information and education campaign. On another front, the Commission on Filipinos Overseas is also studying "mutual recognition of skills" programs to help Filipino professional migrants secure jobs that are commensurate to their training (Sicat and Apostol, 2011). For young migrants of Filipino descent who have acquired residency or citizenship overseas, learning the language of the host country, training, and education are important investments to enhance their employability and integration in their host societies (OECD, 2010:22-23).

POLICY RESPONSES AND INITIATIVES

1. Policy Framework

The goal of generating jobs constitutes a priority of the country's development plans, particularly in the light of an ever-growing population. The quality of jobs, not just quantity, has also become an important consideration. The development of international standards and the international campaigns that accompanied these processes have contributed much in intensifying government-led efforts to promote the protection of workers' rights. The Philippines has ratified all the eight core ILO conventions which constitute the fundamental principles and rights at work – freedom of association and collective bargaining (C87 and C98), elimination of forced and compulsory labor (C29 and C105), elimination of discrimination in respect of employment and occupation (C100 and C111), and abolition of child labor (C138 and C182).[41] The two core standards specifically dealing with children and young persons concern the setting of a minimum age, i.e., it shall not be less than the age of compulsory education, and in any case, it shall not be less than 15 years old – for admission

[41] *See* www.ilo.org/ilolex/english/docs/declworkd.htm

to employment (C138 – Minimum Age Convention, 1973), and the elimination of the worst forms of child labor (C182 –Worst Forms of Child Labor, 1999). In addition, there are two other international instruments related to young persons: C77, Medical Examination of Young Persons (Industry) Convention, 1946, and C90, Night Work of Young Persons (Industry) Convention (Revised), 1948 (No. 90). The former provides that children and young persons under 18 years old should not be admitted for employment by an industrial undertaking unless they had undergone a thorough medical examination which indicates that they are fit for employment. The latter convention pertains to the prohibition of night work for persons under 18 years old. The Philippines is a State party to both conventions, ratifying them decades ago (1960, in the case of C77) and (1953, in the case of C90).

Efforts to step up the promotion and protection of child and young workers were evident in the 1990s, which coincided with the ILO's International Programme on the Elimination of Child Labour (IPEC). The Philippines was one of the countries where the IPEC was implemented. Legislations promoting the protection of child and young workers were passed, a national survey on child labor was conducted, and action plans were formulated with various stakeholders to combat child labor. The Philippines has enacted two laws to promote the protection of child and young workers: Republic Act No. 7658 of 1993 (An Act Prohibiting the Employment of Children Under 15 Years of Age in Public and Private Undertakings, Amending for this Purpose Section 12, Article VIII, of RA 7610) and Republic Act No. 9231 of 2003 (An Act Providing for the Elimination of the Worst Forms of Child Labor and Affording Stronger Protection for the Working Child, Amending for this Purpose Republic Act No. 7610, As Amended, Otherwise Known as the "Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act).[42] These legislations paved the way for the Philippines' ratification of C138 in 1998.[43]

Although protection is a fundamental issue for young workers, the promotion of youth employment has also received considerable policy attention. Predating the passage of the 1995 Youth in Nation-Building Act (Republic Act No. 8044),

[42] Republic Act No. 7610 was passed in 1992.

[43] For details and other resources related to child labor, *see* http://ipecphils.tripod.com/global/index.htm and the Philippine Program Against Child Labor, http://www.bwsc.dole.gov.ph/bwscweb/programs/philippine-program-against-child-labor, among others.

Letter of Instruction No. 29, issued on May 1, 1985, called for the establishment of Working Youth Centers (WYCs) in selected regions to ensure more effective and coordinated delivery of programs and services for young people. The WYCs expanded to other regions over the years – by 2008, these structures were strengthened for the delivery of livelihood training programs and services for women, youth and child workers' parents and older siblings (Department Advisory 2, Series of 2008). In 2009, the WYCs became the implementing arm of the Youth Education-Youth Employability (YE-YE) Project.[44] The selection of the Philippines in ILO's Action Programme for Decent Work in 2002, in which promoting youth employment is one target outcome, and the MDG Achievement Fund of the Government of Spain and the United Nations Development Programme in 2006, in which the two cooperated for the Joint Programme on Alternatives to Migration: Decent Jobs for Filipino Youth, has raised awareness of and inspired actions concerning different facets of youth employment. These initiatives have resulted in implementing pilot programs to promote youth employment, research on youth employability, assessment of interventions addressing youth unemployment, and the formulation of national policy and action agenda aimed at promoting youth employment (*see* International Labour Office, 2009; Esguerra, 2009; Canlas and Pardalis, 2009; Ofreneo, 2009; Habito, 2009; Aldaba and Sescon, 2009).

Of the ten-point policy agenda of the *National Framework for Youth Development (Medium-Term Youth Development Plan), 2005-2010,* two are specifically about youth employment: "decrease youth unemployment and underemployment" and "prevent the exploitation of young workers and working children." The strategies identified to meet the employment and protection agenda are similar to the recommendations indicated in various action plans – the importance of career guidance and counseling, training programs and internship opportunities, support for working students, promotion of youth entrepreneurship, dissemination of information on local job opportunities, stronger advocacy to promote the rights of young workers, and strengthening anti-child labor task forces in the provinces and municipalities. The Plan takes note of the migration of young people to find work overseas and the need to develop policies that will retain Filipino talent while supporting those who wish to work abroad (NYC, n.d.).

[44] *See* http://www.bwsc.dole.gov.ph/bwscweb/programs/background-legal-basis

In the area of international migration, the literature (e.g., Asis and Roma, 2010; Asis and Baggio, 2008) notes that the policy focus in the Philippines is largely focused on labor migration policy, which tries to combine the regulation of the recruitment industry, facilitation of labor deployment and worker protection. Initially, the government's approach to labor migration emphasized on finding labor markets for Filipino workers, but it increasingly developed services and mechanisms to promote the protection of OFWs and their families. The advocacy of civil society organizations has been instrumental in drawing attention to protection issues. The government's combined approach of "deploy and protect" has enabled the Philippines to tap labor markets and to make some headways in enhancing the protection of OFWs. In the process, the Philippines developed an elaborate institutional and legal framework governing the different phases of labor migration: at pre-migration, while OFWs are in the destination, and return and reintegration (*see* Box 3).

The Migrant Workers and Overseas Filipinos Act of 1995 (Republic Act or RA 8042) was enacted for the purpose of promoting the protection of OFWs. It was amended by RA 9422 and RA 10022 to strengthen the law's effectiveness in protecting migrant workers and their families. RA 9422 amended the provision on the envisaged deregulation of the overseas employment program in RA 8042. Due to the highly uneven playing field, the amendment retained the need to regulate labor migration to afford protection to migrant workers. RA 10022, which took effect on 13 August 2010, upped the ante on OFW protection by introducing measures such as allowing the deployment of workers only to countries which have been certified as safe destinations and by requiring recruitment agencies to purchase insurance coverage for their recruited workers. Other migration-related legislations, notably the Anti-Trafficking Act of 2003, and earlier laws to curb the mail-order bride phenomenon and to protect minors in inter-country adoptions, reinforce measures aimed at the protection of Filipinos on the move.

Despite their good intentions, the implementation and enforcement of these policies have met with problems due to various reasons – ample resources are not provided to translate provisions into actual programs and services, or there is no sufficient monitoring to ensure proper implementation or the sheer number of workers diminishes the effective delivery of programs and services. Also, unilateral actions by the Philippine government and lack of cooperation by the destination countries pose severe limitations. Most of all, the twin-goals of increasing deployment and enhancing protection are fraught with tension;

eventually, due to economic pressures, deployment usually takes precedence over protection. [45]

BOX 3. MIGRATION POLICIES & INSTITUTIONAL LANDMARKS SINCE THE 1970s

1974	Passage of the Labor Code of the Philippines, launched the overseas employment program
1977	Creation of the Welfare and Training Fund for Overseas Workers
1980	Creation of the Welfare Fund for Overseas Workers or The Welfund, which expanded the services of the Welfare and Training Fund for Overseas Workers
	Creation of the Commission on Filipinos Overseas, mandated to promote the concerns of permanent migrants
1982	Creation of the Philippine Overseas Employment Administration (assumed the functions of the Overseas Employment Development Board, the National Seamen Board and the overseas employment functions of the Bureau of Employment Services), mandated to promote overseas employment and monitor and protect the conditions of OFWs
1984	Establishment of the Overseas Workers Welfare Administration (to promote the welfare of OFWs and their families)
1987	Reorganization of the Philippine Overseas Employment Administration
1995	Passage of the Migrant Workers and Overseas Filipinos Act of 1995 or RA 8042
2003	Passage of the Overseas Absentee Voting Act or RA 9189
	Passage of the Anti-Trafficking in Persons Act or RA 9208
	Passage of the Citizenship Retention Reacquisition Act or RA 9225
2006	RA 9422 was passed, amending RA 8042, to strengthen the regulatory functions of the POEA
2010	RA 10022 was passed, amending RA 8042, to further strengthen the protection of OFWs and their families and overseas Filipinos in distress

The Philippines is a State party to the following international instruments related to international migration: [46]

- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
- Protocol Against the Smuggling of Migrants by Land, Sea and Air
- 1951 Convention Relating to the Status of Refugees and its 1967 Protocol
- ILO Migration for Employment Convention (Revised), 1949 (No. 97)
- ILO Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)

[45] For example, in the wake of the 2008 global financial crisis, Administrative Order 247 called on the POEA to refocus its energies to finding new labor markets for Filipino workers. The companion Administrative Order 248, on the other hand, enjoined the government to support the OFWs affected by the crisis. As was the case in the 1997 Asian crisis, more OFW deployment is part of the government's response to deal with the economic crisis.

[46] In addition, the Philippines is also a state party to the International Convention on the Rights of the Child. Although the convention is not specific to international migration, its provisions would apply to migrants under the age of 18. In 2012, the Philippines ratified ILO Convention 189, Domestic Workers Convention and the 2006 Maritime Labour Convention.

TABLE 24
Measures Promoting OFW Protection

Pre-departure
Mandatory pre-departure orientation seminar (PDOS) Standard employment contract OWWA membership (insurance, educational benefits, onsite services reintegration assistance) Medical coverage through PhilHealth (including family members) Voluntary membership in the Social Security System
Onsite
Establishment of Philippine Overseas Labor Offices Deployment of labor attaches and welfare officers Adoption of country-team approach headed by the ambassador Establishment of Filipino Workers Resource Centers in major destination countries Repatriation assistance to distressed workers Establishment of Legal Assistance Fund Conduct of training programs for OFWs (livelihood, financial literacy, etc.) Post-arrival orientation seminars
Return and Reintegration
Establishment of the National Reintegration Center for OFWS

2. Good Practices and Promising Initiatives

Having noted the factors that hamper efforts to promote the protection of OFWs, nonetheless, good and promising practices should also be acknowledged. In principle, the existing measures are aimed at reducing the risks and vulnerabilities of all OFWs (Table 24). To some extent, mig-ration policies and programs have been gendered, which reflects the relative success of mainstreaming gender in policymaking. RA 8042, the Magna Carta for migrant workers, includes a provision for the application of "gender-sensitive criteria in the formulation and implementation of policies and programs affecting migrant workers and the composition of bodies tasked for the welfare of migrant workers" (Sec 1d).[47] This provision is premised on equality before the law of women and men, the significant role of women in nation-building, the contribution of women migrant

[47] Section 3b defines gender sensitivity as "cognizance of the inequalities prevalent in society between women and men and a commitment to address issues with concern for the respective interests of both sexes."

workers, and their particular vulnerabilities. Mostly, gender sensitivity has been translated into specific attention to women and girls as indicated by the following:

- Legislations, notably, the Anti-Trafficking in Persons Act of 2003 and the Anti-Mail Order Bride Act of 1990, are focused on women. In the case of the former, children are highlighted as well.
- The mandatory pre-departure orientation seminar requires domestic workers or household service workers (mostly women) to attend the seminar conducted by NGOs, with the expectation that migrants' rights issues will be adequately covered by NGO providers than by the agency or industry providers.
- The Filipino Workers Resource Centers provide shelter to women migrants in distress; the shelters are less prepared to provide assistance to male migrants in distress.[48]
- The women's sector is represented in the POEA Governing Board and the OWWA Board of Trustees, the key migration agencies.

Selected migration data produced by the POEA (deployment, occupation, destination), OWWA (welfare cases) and CFO are disaggregated by gender. Reports submitted to Congress by some Foreign Service posts present some data by gender. In general, more efforts are needed to produce standard migration data by gender.

The need for age-sensitive criteria in migration policies and programs is not as articulated as the call for gender sensitivity. Nonetheless, a review of migration-related legislations, policies and practices uncovered a number of provisions or initiatives addressing youth OFWs, youth emigrants and the children accompanying their OFW parents.

For youth OFWs, protection is a foremost concern, and basic measures to promote their protection consist of the following:

[48] A number of Foreign Service posts reported the lack of facilities to house stranded male OFWs and male OFWs in distress.

Establishing an age requirement to protect minors

Applicants for overseas employment must be at least 18 years old.[49] In the case of domestic workers, the minimum age is 23 years old (i.e., as part of the Household Service Workers reform package introduced in 2006). The higher minimum age is based on the recommendations of psychologists who advised that individuals at that age have the requisite maturity to make informed decisions and to deal with migration and its consequences. The age requirement, however, can be "faked," and minors are able to leave the country, often with dire consequences for underage migrants.

Mandatory repatriation of underage migrants and stiff penalties for recruitment agencies

Upon discovery of underage migrant workers, RA 10022 provides that "the responsible officers in the Foreign Service shall without delay repatriate said workers and advise the DFA through the fastest means of communication available of such discovery and other relevant information." Furthermore, the responsible recruitment/manning agency will be required to pay or reimburse the repatriation costs. Sanctions against the erring agency include the cancellation of its license, a fine between P500,000 and P1,000,000, and to refund all deployment fees pertinent to the processing of documents to the underage migrant worker or to his/her parents or guardian (Sec. 16).

Heavier penalties for the trafficking of children/minors

The Anti-Trafficking in Persons Act of 2003 or RA. 9208 defines as qualified trafficking when the trafficked person is a child, i.e., below 18 years of age (Sec. 6a), and metes out stiffer penalties to perpetrators, i.e., life imprisonment and a fine between P2,000,000 and P5,000,000.[50]

[49] The POEA Rules and Regulations Governing the Recruitment and Employment of Land-Based Overseas Workers (February 4, 2002) defines overseas or Filipino migrant worker as "any person, eighteen years of age or above, as provided by RA 8042, who is to be engaged, or is engaged, or has been engaged in a remunerated activity in a state in which the worker is not a legal resident."

[50] A person found guilty of acts of trafficking in persons shall suffer imprisonment of 20 years and a fine between P1,000,000 and P2,000,000 (Sec. 4); a person found guilty of acts that promote trafficking in persons shall suffer imprisonment of 15 years and a fine between P500,000 and P1,000,000 (Sec. 5).

Including cases involving minors or underage migrants in the planned shared database

RA 10022 provides for expanded activities and coverage of the Shared Government Information System on Migration (SGISM) i.e., harmonized and interconnected database of various migration-related government agencies. Among others, the inter-agency tracking system shall include information on past and present gender-disaggregated cases involving male and female migrant workers, including minors (Sec 13h).

For young emigrants, the thrust of programs and services is more on educational and cultural aspects, all of which are implemented by the CFO.

Youth-specific pre-departure orientation program

The Migrant Social and Economic Integration Program is an intervention aimed at easing the adjustment of emigrants in their countries of settlement.[51] The program includes pre-departure orientation seminars to departing emigrants, guidance and counseling, and post-arrival services (in cooperation with Filipino organizations in the destination countries). The CFO developed a special module for emigrants in the ages 13-19 to prepare them for their life abroad. For this particular age group, the pre-departure orientation seminar was reformatted from a lecture into a peer counseling session, which is deemed to be more appropriate for young emigrants.[52] According to CFO, young emigrants who participated in this program numbered 9,653 in 2006; 10,832 in 2007; 10,077 in 2008; 11,221 in 2009; and 12,096 in 2010.[53]

[51] For details concerning CFO's four program areas, *see* http://www.http://cfo.gov.ph/index.php?option=com_content&view=article&id=1300:commission-on-filipinos-overseas&catid=110:frequently-asked-questions&Itemid=858

[52] For young Filipinos marrying foreign nationals, they have to attend a guidance and counseling session like other marriage migrants. The guidance and counseling aims "to help Filipino spouses and other partners of foreign nationals make informed decisions regarding their marriage to foreign nationals and to prepare them for their adjustments in cross-cultural marriages."

[53] Unpublished data provided by CFO.

Cultural and language programs for young overseas Filipinos

The Filipino Education and Social Heritage Program aims to promote Filipino culture, history and language to overseas-based Filipinos through the following:

- Lakbay-Aral ("travel-study") – This program is for overseas-based young Filipinos in the ages 15-25, the purpose of which is to provide them with the opportunity to learn about Filipino history, culture and society through a study-tour format.
- Teaching of the Filipino language – As part of efforts to nurture ties to the homeland and to promote Filipino culture to the younger generation, in 2002 the CFO developed a language module, *Guide to Learning Filipino*. At one point, the language course was made available online. Due to the availability of many other online language courses, the online program has been suspended.
- Youth Leaders in the Diaspora (YouLead) – This is an initiative specifically addressing the young generation of the Filipino diaspora. The attempt to give specific attention to the youth started by including youth forums in the global conferences of overseas Filipinos. A youth component was part of the Global Filipino Networking Convention in 2003 (Manila) and 2006 (Manila and London).

For the youth and children who accompany their OFW parents in the destination countries (professional or highly skilled OFWs can bring their immediate family members with them), the CFO serves as the secretariat for the Philippine Schools Overseas (PSOs). The establishment of PSOs is under CFO's Filipino Education and Social Heritage Program. To date, 44 PSOs had been established in nine countries (Bahrain, China, Greece, Kuwait, Libya, Oman, Qatar, Kingdom of Saudi Arabia, and United Arab Emirates). PSOs offer a curriculum approved by the Department of Education, which allows students to resume their education in the Philippines upon their return. PSOs offer pre-elementary, elementary and high school education.[54]

[54] For an overview, *see* http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=244&Itemid=39; for additional details, *see* http://www.cfo-pso.org.ph/ The CFO serves as the secretariat to the Inter-Agency Committee of the Philippine Schools Overseas.

With the exception of agencies or bureaus which work with the youth, most key informants interviewed for this study acknowledged that their agencies had not considered a youth lens in their policies and programs. The interview actually raised awareness among key informants to reflect on youth issues in their programs and policies. An age-neutral framework is not necessarily flawed. For example, the training programs in TESDA (except those offered in the Women's Center) are open to all interested applicants (Interview with government KI). Without regard for the applicants' age, the training programs are inclusive by design. Conversely, a focus on the youth sector is not adequate. As pointed out by several key informants, while employment and migration have youth aspects, a holistic approach rather than a youth-focus approach is deemed more constructive. According to one informant, both internal and international migration affect the whole country and the more critical issue is the creation of opportunities – i.e., educational, employment and entrepreneurial activities have to be created in the rural areas. Also, he opined the need to change the Filipino mindset which regards working in agriculture and in blue-collar jobs as second rate (Interview with government KI).

A dialogue involving employment, migration and youth stakeholders to examine the youth dimension in migration policies and programs would contribute to the mainstreaming of youth concerns and potentials. For example, with regards to pre-departure orientation seminars, many young OFWs are likely to be first-time migrants and they may have particular concerns compared to older or more experienced OFWs. The collection and reporting of age-disaggregated data on the profile of training participants, deployed OFWs, OFWs seeking assistance and OFWs served, OFWs repatriated, or returnees, among others, can provide useful information about youth migrants' experiences, access to programs and services, and potentials to contribute to local development.

Youth migrants are not only persons who are in need protection. By promoting their empowerment, they can transform into actors who are capable of making informed decisions, asserting their rights, and advancing their personal and social goals.

VOICES OF THE FILIPINO YOUTH: IS MIGRATION THE ONLY OPTION?

In view of the knowledge gaps about the employment-migration issues in the lives of young Filipinos, the study conducted seven focus group discussions (FGDs) with selected groups of young Filipinos. Due to time and resource constraints, it was not possible to hold FGDs with many young people throughout the country. The study endeavored to hold FGDs with youth at different life stages and different moments of the migration process, and to involve young Filipinos based in Metro Manila (many of whom came from other regions) and Maguindanao in the Autonomous Region in Muslim Mindanao (ARMM). The FGDs with ARMM participants were made possible with the cooperation of UNICEF Philippines, UNICEF and the Overseas Workers Welfare Administration (OWWA) in ARMM.

The seven groups are as follows: (1) women trainees of the Technical and Educational Skills Development Authority's (TESDA) Women's Center; (2) male and female trainees in TESDA's Korean language program; (3) male and female participants in the peer counseling program of the Commission on Filipinos Overseas, an orientation for young people about to emigrate; (4) male and female participants in the pre-departure orientation seminar for departing

au pairs given by OWWA; (5) male and female senior high school students in Maguindanao; (6) male and female out-of-school youth in Maguindanao; and (7) a women's group in Maguindanao comprising of OWWA grantees, aspiring migrants and returnees. Information about the profiles of FGD participants are detailed in the Annex.

1. The Specter of Poverty

Poverty was the primary reason that prevented the out-of-school youth participants from continuing their studies. A secondary reason, particularly for the four participants who came from outside Cotabato City, was the conflict that prompted them to stay in an evacuation center for at least two years. The highest education completed by this group was high school. One participant (male, 17 years old) was an orphan and was on his own. According to him, he lives in a house which was abandoned by its owners. He gets by on his daily earnings of Php50-70 from driving a *tri-sikad* (pedicab). Those who were working held low paying jobs – i.e., as a salesclerk in a small store, construction worker, or tricycle/motorcycle or *habal habal* driver. Those who did not have a regular job performed odd jobs or helped with the housework. Sixteen-year old ARMM-OSY1 (female) said she felt like her world stopped spinning when she was forced to stop her studies. She stays at home most of the time. Her mother remarried and since her stepfather does not have a regular source of income, she lives with an aunt. She helps take care of her aunt's children and sometimes she helps her aunt in her clothing business. Asked about the things that were important to them, all the senior high school students expressed anxieties on whether they can pursue tertiary education. Their families' primary source of livelihood is farming and the yield has been unstable in recent years.

> *Financial [concerns] because we are poor. We do not know whether we can reach first year college because we lack finances. Sometimes my parents have work, sometimes they have none. We do not know where to get the funds to support my first year in college. My father is a farmer. It takes months before a farmer can harvest. – ARMM-HS1, female, 16 y/o, Muslim*

In my case, sometimes I wonder whether I can go to college because we are poor. My parents are also farmers; we have not had a harvest in the past two years. I really want to go to college, but perhaps there is no chance, it is difficult to hope for it. – ARMM-HS13, male, 19 y/o, Muslim

For me, it is not easy to be a fourth year student . . . because you don't know where you will go, whether you will be able to continue with college or not. And if you can go to college, it is not easy to choose a course, especially if you are not an excellent student. –ARMM-HS11, female, 15 y/o, Lumad

Now that I am a fourth year student, I think about many things – what course to take up, how I can get a scholarship to go to college, and I am also thinking what course to take so I can easily get a job. –ARMM-HS4, male, 15 y/o, Christian

Several students shared that they were banking on getting a scholarship so that they can continue their studies. At least three participants related that the idea of working abroad has been broached by some family members. Although some of them expressed an interest in going abroad someday, they were not inclined to consider the idea now. Aside from the risks that concerned them, their primary goal was to pursue and complete a college education.

I am afraid; I cannot see myself working abroad. And there are so many mishaps happening there, many abuses against our OFWs. And besides, one cannot rely on working abroad because many countries are sending workers back to the Philippines. But then, if I am here in the Philippines, I also wonder, where can I get a job? And those who have graduated, they are just standing by, is that why they are forced to go abroad? – ARMM-HS10, female, 15 y/o, Christian

Sometimes they tell me not to consider college because they cannot support me. That I should go abroad instead. But I told them, I cannot go abroad. I am young and I don't know much about housework. But my uncle said that I can manage. He said my cousins were able to do it, so I can too. My uncle insists that I should go abroad and my father

is getting convinced [Q: Do you want to go?] I really want to study. It is different there. If you have completed your studies, it will be with you forever. If you work abroad, you will be there for two years, then you come home for a month, everything that you have learned from school will be erased. But once you have completed your studies, it will be never be erased. –ARMM-HS1, female, 16 y/o, Muslim

The dangers of overseas employment were well-known across the three ARMM groups. Other than the media, they had heard of accounts from OFWs from their communities. One participant had an OFW aunt who was raped and killed. The four women returnees who had worked in the Middle East had their own share of horror stories. They heard similar stories from other women OFWs they had encountered.

These awful stories had the effect of discouraging the senior high school students from thinking of working abroad – at least for now.

It is difficult abroad because of many disasters. Many OFWs are beaten up. –ARMM-HS3, male, 16 y/o Lumad

The women are raped. I have an aunt who went abroad. She was raped and she died there. This happened when I was in Grade 4. – ARMM-HS12, female, 16 y/o, Muslim

I will not try to work abroad because those abroad experience all kinds of hardship. When they return, they are fine for a few days, but after some time, they run out of money. It is much better if you have finished your studies – if you have completed college – than to go abroad. – RMM-HS2, female, 16 y/o, Muslim

2. Migration Intentions, Deciding to Migrate

Indeed, the interest to go abroad is common among young people and economic reasons are closely linked to their migration plans, associating working abroad as a means to secure a better future, better income, and better benefits.

My primary goal to work abroad is to raise the economic status of my family, to realize their dreams, to help them. – AP6, male, 22 y/o

Yes, I obtained a passport. That is my second option. If ever I do not get to finish my studies, my option is to work abroad because we know that in the Philippines the salary is not enough to provide for the needs of our family. At least in other countries, even if the work is hard, you are separated from your family, at least what you earn, your salary – it is enough to send to your family. – ARMM-OSY5, male, 23 y/o, Lumad

The participants also cited other reasons for aspiring to go abroad. Some wanted to experience a different lifestyle. Others viewed going abroad as part of personal growth.

Like I said, it is for bigger things, it will not be just to go to Europe, hopefully, you'll become a good person someday. You will also grow there, you will learn about their standards, then, when you come back here, you will share the knowledge that you have acquired. –AP1, female, 23 y/o

Despite the hazards and risks, several participants among the OWWA grantees and aspiring OFWs said that they will go ahead with their plan to work abroad. Four of the six participants who had not worked abroad were keen to find work in other countries. One participant opined that dangers are part of life ("buhay buhay lang" – literally, such is life). Another participant said that making sacrifices was part of working abroad for the sake of the family – many agreed with this view. ARMM-APP4, 22 y/o said fear entered her mind when she was applying for work abroad, but her desire to help her family proved greater than her fear: "I was also scared but I thought of our family."

Those who had worked abroad confirmed the concerns and worries of most participants about the perils of working abroad.

ARMM-APP4 had applied to work in Dubai, but ended up working in Syria. She said there were 16 of them who were deployed by their recruiter to Syria. She was underage when she left to work abroad. She did not go through POEA and

did not undergo any pre-departure orientation seminar. She considered herself fortunate that she was not harmed. She was paid US$125 a month, way below the US$400 the Philippine government is asking for domestic workers, and still below the US$200 prevailing monthly wage for domestic workers in many Gulf countries.

Similarly, ARMM-APP9 was also deceived by her recruiter. She applied for and was accepted as a nursing aide. But when she came to Manila, her contract was for a babysitter. When she asked about this, she was told that she cannot quibble about these things since she was already scheduled to leave. Upon arrival in the destination country, her position was changed to that of housekeeper. Her questions and her complaints did not change anything. She also found out that she had salary deductions to cover all her pre-departure expenses. She tried to put up with her employer and was relieved when her contract ended. Unfortunately, her money was stolen by one of her companions. As she put it, she came home with nothing to show for her two years of hard work. She had planned on returning home for good, but because of what happened, she decided to work abroad again. She has already contacted her old employer and was preparing her papers for her trip at the time of the FGD in July 2011.

Twenty-year-old ARMM-APP5 also came home from abroad with nothing. She was beaten up by her employer. Her employer turned her over to the police claiming that ARMM-APP5 pushed her 71 year-old employer. Her employer charged ARMM-APP5 with many things, and as a result, she cannot reenter the country for five years. According to her, all the charges against her were baseless. Through all her trials, she was grateful that she was not sent to jail and she was able to return home.

For some participants, migration was not a perilous journey. For the au pairs, most of them had either a relative or a close friend who was already based in Norway or Denmark. One of them said that an aunt lives on the same street as her host family. The lone male in the group, AP6, will be hosted by the family who played host to his friend, the one who informed him about the au pair program. According to participants, their application process was a breeze; everything was accomplished online. Should they encounter a problem, the participants said that there is an NGO that they can contact for assistance.

The youth emigrants seemed generally unperturbed about their imminent departure. Since they will be migrating with or reuniting with their parents, they were generally looking forward to starting life in a new country. Seventeen-year-old YE2, male, migrating to Canada, was excited to be with his mother:

> *In my case, I didn't have a hard time [making the decision]. We were separated from our mother for almost ten years, since she started working abroad. Thus, when I found out that we will migrate, we did not have second thoughts; we all agreed.*

Some of them expressed concerns about bullying and discrimination. Also, while they will be reunited with some family members, for some, the migration entails separation from other family members and friends.

> *At first, I was OK [about migrating]. We have to admit that migrating to the US is regarded positively. But when I learned about the characteristics of the people there, one would have to reconsider whether it is good to live there or to live in one's own country. –YE8, male, 18 y/o, migrating to the US*

> *I am the only among my siblings who will migrate. There are five of us; four will be left behind because of their age. So I feel sad because I will leave my siblings and my friends. –YE9, female, 18 y/o, migrating to the US*

3. Staying in the Philippines as an Option

Of the various FGD groups, the three involving ARMM participants highlighted the desirability of staying home. Although the conditions in ARMM are generally understood as push factors – poverty incidence in ARMM in 2006 was 55.3 percent (which was more than twice the national poverty incidence of 26.92 percent for the same year) [55] and the peace process has been beset by many problems – most participants would not want to live elsewhere.

[55] From http://www.armm.gov.ph/index.php?option=com_content&view=article&id=313&Itemid=180, accessed on 2 August 2011.

If given a choice, most of the participants in the women's group would prefer to work in Cotabato City or in Maguindanao. Among the out-of-school group, staying in Maguindanao was also the first choice – most of them would prefer to stay in Maguindanao because they have established their livelihood and residence in the province. One of the out-of-school youth participants stated that if they will relocate elsewhere, they would not know where to start. Among the high school seniors, the primary sentiment was to stay in Maguindanao, mainly because of familiarity with the place. Several others were less specific about where to live – they will prefer to go where their family can be happy and safe or where they can be treated well.

Asked about what would make life better in the Philippines and in Mindanao in particular, most participants mentioned realizing peace in the region as an important precondition.[56]

> *For me, to improve life here in Mindanao, firstly, we need peace, peace for all people. This will result in sufficient jobs, educational opportunities to help people, and people can support peace in Mindanao. –ARMM-HS4, male, 15 y/o, Christian.*

> *Number one is peace. That should rule. Sometimes when I am in Manila, what people know about Maguindanao – they kill people there, don't go there. Just like the news about the massacre. –ARMM-HS8, male, 15 y/o, Muslim*

> *If the different parties to the conflict will reach an agreement . . others such as foreigners, they will come to Maguindanao to start a business. They will look for workers. However, they are afraid to come here because of things like kidnapping. – ARMM-APP2, female, 18 y/o, Muslim*

[56] Many ARMM participants had experienced internal displacement because of the unresolved conflict between the MILF and government forces. In addition, displacement could be generated by family feuds or election-related violence.

For the other participants, it is less about the place than the efforts one puts his or her heart to. According to ARMM-APP10, female, 16 y/o, Christian:

> *It depends on the person. If they are persevering, they will attain something in life wherever they are. Even here in Cotabato, there are many who became successful. And despite the reputation of our place, there are many here who get along with each other, right? Like in our place, our family is probably the only Christian family and all our neighbors are Muslim, but they are all open to us. Even if we have different beliefs, we get along.*

The FGDs uncovered that while young people were discouraged about economic conditions in the Philippines, most of them did not completely give up on the Philippines. In fact, many of them said that it was possible to achieve a good life in the Philippines. Probing into the factors that would incline them to stay in the Philippines, the most oft-cited were availability of jobs, better pay, less discriminatory hiring policies or capital to start a business.

If jobs were available locally, many would opt to remain in the country. Several ARMM participants remarked about the lack of choices in Maguindanao. According to participants in the women's group, there were only two job options in Cotabato City: to be a salesperson or to work in a restaurant. Moreover, there was the perception that Christians are preferred over Muslims.

> *If there were more jobs – as we can see now, there are more graduates than available jobs in the Philippines. That is why others are thinking to go abroad because there are jobs there. It would be better if our government can generate more jobs compared to the number of graduating students. – LSI3, female, 22 y/o*

Several participants highlighted the need to raise salary levels – they should be commensurate to skill levels and salaries should be adjusted because prices of commodities had gone up. The salary should be enough to support a family and to have some savings.

If salaries will improve – i.e., a little more than just enough. It will be good if you can have something stashed away. It is difficult if you earn just enough to meet daily needs.

It will be good to set aside some savings. –, LSI2. male, 19 y/o

There are opportunities here, but you need skills. It is difficult when one is old. It is unfair because a person may be skilled, but if they are old, they will not be hired. –TWC9, female, 23 y/o

4. Returning Home

Almost all the young emigrants said they will return to the Philippines someday. Considering their dependent status, it will take some time before they can return to visit. Many of them saw themselves completing their studies in the next five years and finding work thereafter. It is only when they have jobs do they see themselves visiting the Philippines. In the interim, they planned to keep in touch with events, family and friends in the Philippines through the Internet.

Similarly, among the various groups, most of the participants expressed a desire to return home. The common reason cited for wanting to return home is mostly because of the family. Thus, it was for their family that many sought or will seek to work abroad, and it is also the family that will call them home.

For sure you will return because of the family. –ARMM AP2, female, 22 y/o, Lumad

Because it is still better to live in your own country. Because we know our going abroad is only for work, right? Of course your family and friends are here. For me, I will definitely return to my roots. –ARMM-OSY5, male, 22 y/o

According to OFWs, it is still better here in the Philippines. Everything is here. Home sweet home. Living in the Philippines is different from living abroad. –LSI3, female, 22 y/o

In summary, the youth participants in the FGDs expressed common concerns and interests, although some varying priorities were noted as well. Education was the top priority across all groups, and this was especially pronounced among the high school seniors and out-of-school youth. The former expressed uncertainties in pursuing college because of financial difficulties. They were also anxious about deciding what course to take up in college. For some, it was a matter of choosing a course in line with their interest; for others, the main consideration was choosing a course that would assure them of a job.

Most of the out-of-school youth generally expressed their desire to return to school, but economic constraints kept them from pursuing their plans. Some were also held back from pursuing their studies because they had to leave their homes due to the conflict in their home communities. Alternatives, such as technical or vocational training programs were either not available or were not known to the out-of-school youth. Due to lack of employment options, many of them had also entertained the idea of going abroad.

The overseas employment applicants and returnees, TESDA Women's Center trainees, TESDA Korean language trainees, and the departing au pairs gave more thought to securing a good job locally or abroad, earning enough to provide for their families, finding financial stability, career growth, and the possibility to set up their own business.

When asked about their personal hopes for the future and their hopes for their families, the answers were similar across the different groups. For themselves, many of them hoped to be financially stable in the future. This is the reason why most of them were postponing marriage. Many of them planned on getting married in their mid or late 20s, mostly because they wanted to make sure that they can provide for their families. Many of them did not want their children to experience what they had gone through, such as financial struggles, the trauma of being displaced from their homes, or not being able to go to school. For their families, generally, the participants wished that they would be financially stable, happy and complete. Due to the conflict in ARMM, many participants experienced being separated from their families – many young people expressed the desire to be reunited with their families.

Although many young participants had thoughts about going abroad, the FGDs also reveal that most participants believed that it was possible to have a good life without going abroad. Also, most of those who aspired to go abroad or were about to migrate (including the young emigrants) expressed the intention to return to the Philippines someday. Most of the reasons were family related; a few expressed wanting to share what they would have learned from their overseas experience.

CONCLUSIONS: KEY FINDINGS AND RECOMMENDATIONS

Based on the review of the literature, data, policies and programs related to youth, employment and migration, one key conclusion of the study is the lack of a youth lens in framing these issues in research, policy and advocacy. The Joint Programme on Youth, Employment and Migration has been instrumental in raising awareness about the youth dimension in employment and migration. Of the employment-migration nexus, the employment component is relatively advanced while the migration aspect is fertile ground for more work. The key informant interviews and the discussions of the research team with several government agencies (mostly in connection with requests for special tabulations of data pertaining to the 15-24 age group) also invited some reflection, as several key informants acknowledged, of the implications of programs and policies for youth migrants. However, without basic data, the youth are rendered invisible or are indistinguishable from the general population. The importance of providing age-disaggregated data is well-articulated by the UN DESA (2011:19): "Most types of administrative data lack information on age or provide information grouped in such a way that it is not possible to identify young people according to the statistical definition that is ordinarily used. Given that the experiences of young migrants vary considerably according to whether they fall below or above

the thresholds established by laws or regulations for the exercise of certain rights or as requirements for migration, lack of statistics classified by age makes it impossible to ascertain the implications of those regulations."

As an initial attempt to provide an overview of youth, employment and migration in the Philippines, the key insights from this study are as follows:

Unemployment is a key driver of youth migration

As in other parts of the world, the Filipino youth face many disadvantages in the world of work vis-à-vis adult workers: they have lower employment rates, lower wages and they face more precarious working conditions. But like adult workers, young workers are also in gender-segregated occupations, and in general, young female workers earn lower wages relative to young males. Part of the working youth population includes young people who had to discontinue schooling because of poverty.

A significant component of the youth population comprise of inactive youth who are neither in school nor at work. This group includes youth who cannot access decent work because of lack of education (or lack of quality education), or educated youth who cannot find jobs, or youth with human capital but are discouraged to find employment. These problems reflect barriers to human capital development and the lack of fit between human capital formation and labor market requirements, which have prompted a reexamination of the different educational and training programs.

Youth migration is similar to adult migration in many respects

With almost four decades of sustained labor migration, the Filipino youth have grown up and have become familiar with migrating for work. Not finding jobs at home – and given higher youth unemployment – the youth have expanded their job search to other countries. From being yesterday's left-behind children, many young Filipinos are poised to become today's and tomorrow's OFWs. In terms of motivations for migration, young migrants are as driven as other migrants in their desire to improve the well-being of their families.

Deployment data on the actual labor migration experience of young migrant workers indicate that 15 percent of new hires are migrants in the 15-24 age group. Extending the analysis to the 25-29 age group (which includes the modal ages for migration) will increase youth participation and will confirm the well-established propensity of the under-30 population to migrate.

There are many similarities between youth migration and general patterns of overseas employment:

- Youth OFWs also migrate mostly to the Middle East and East and Southeast Asian destinations (youth OFWs though are highly concentrated in Saudi Arabia and the UAE).
- Women are the majority of youth OFWs.
- The services and production and related sectors are also the usual employers of youth migrants.
- Domestic work absorbs the largest share of youth OFWs.

The occupations landed by young migrants are a cause for concern. As alternatives to lack of employment opportunities in the Philippines, the youth's concentration in less skilled occupations and unprotected sectors (particularly their preponderance in domestic work) are flashpoints about protection issues.

Youth migrants value migration for a variety reasons. Other than economic motives, young people are interested in migration to experience a different lifestyle, to become more independent, to grow professionally and similar goals. Related to this, young Filipinos are migrating for other reasons – as part of family reunification, as marriage partners of foreign nationals, and as students/interns. While many young Filipinos are keen about going abroad, many plan to return home and to apply what they have learned from their sojourn to improve conditions at home.

The study has revealed that young Filipinos, like the rest of the Filipino population, also resort to migration to find employment. However, given the few opportunities for quality work abroad, most of the jobs available to migrant workers, including

youth migrant workers, are limited to less skilled jobs which fetch low wages and which offer limited possibilities to acquire skills and knowledge. Planning and policy choices should focus on reversing the trend towards increasing skilled migration and decreasing unskilled foreign employment. Unfortunately, domestic and international conditions are not conducive to promoting conditions that enhance the employment options of young migrants. Youth unemployment is also high in countries of destinations. Pressed with the urgency to expand job opportunities to their young workers, labor and migration policies will not be sympathetic to foreign young workers. In addition, it is important to remember the multiple motivations behind the intention or decision of the youth to migrate – the search for higher paying jobs, the desire to help their families, the interest to experience a different lifestyle, the sense of adventure – are interwoven and overlapping that targeting only labor market conditions might be insufficient in providing alternatives to migration.

Based on these premises and the findings from the study, the recommendations can be grouped into three major areas of intervention:

1. Recommendations to Pursue Alternatives to Low Skilled Migration

Implement recommendations promoting youth education and employment

In formulating alternatives to migration, availability of jobs, decent pay and more youth-friendly hiring policies are some of the conditions on the youth's wish list that would encourage them to stay in the Philippines. In this regard, the recommendations to improve access, quality and relevance of education and expand the employment opportunities of young Filipinos have been reiterated in the *Philippine Development Plan 2011-2016*, Project JobsFit, the 2011 National Education Summit and the Youth Employment and Migration (YEM) Strategy Framework. The YEM Strategy Framework hinges on a 7-point agenda which is expected to be elaborated in the National Action Plan on Youth Employment and Migration. The different recommendations should be pulled together to identify priority programs, resource needs and funding sources, implementers and cooperators, targets and timetables, and monitoring and assessment tools. It is time to move beyond recommendations and to start moving towards implementing action plans.

Provide incentives to promote the hiring of young workers

Most economies, including the Philippines, favor the hiring of adult workers over young workers. To improve the employment chances of young workers, incentives can be given to companies that hire young workers. For example, firms which hire a certain proportion of youth workers may be given tax breaks.

Addressing the culture of migration

Young Filipinos are growing up in an environment where employment abroad is viewed as a better option than local employment. Curricular programs promising overseas employment to graduates, advertisements of jobs abroad by the migration industry, and the demonstration effects of the better life achieved by successful migrants reinforce this sentiment. Timely and accurate labor market information must be provided to the general public and specific strategies must be developed to get the information more effectively to young Filipinos. In this regard, pre-employment seminars should not just convey information on work abroad, but also on the employment and entrepreneurial possibilities in the Philippines.

2. Recommendations to Enhance the Protection and Welfare of Young OFWs

Protecting youth OFWs is of prime importance

The large numbers of young OFWs in less skilled occupations, particularly in domestic work, and mostly in Middle East destinations, indicate the precariousness of their conditions overseas. Under these conditions, overseas employment may not necessarily translate to the greener pastures youth OFWs aspire to experience. Labor market information and information about working and living conditions should be emphasized in the pre-employment orientation seminars and pre-departure orientation seminars. To reach the youth population, the cooperation and partnership of youth-related institutions, such as the National Youth Commission, youth party list and the youth arm of political parties, and the Sanggunian Kabataan, and local government units is crucial in this campaign. Social networking platforms should also be explored in

communicating key messages addressed to young people about safe migration, migration realities and migrants' rights, in addition to providing migrants with the opportunity to access information on problematic situations and suggestions on how to protect themselves.

Mindanao, particularly the ARMM, has been identified as a site of irregularities in the documentation and recruitment of young migrants, including underage migrants or minors. The practice of late registration has contributed to the falsification of birth documents, which diminishes the integrity of the passport as a valid identity document. As a short-term measure, a protocol to review the documents submitted at the passport application stage should be reviewed. More comprehensive measures include educational campaigns to encourage timely birth registration and to prioritize full birth registration coverage in the region.

From protection to empowerment of young migrants

Existing policies and programs focus on protecting young migrants mainly through the setting of age requirements and carrying out information programs. Policies and programs concerning young migrants should also adopt a developmental framework – the youth are not only subjects to be protected. When empowered, young migrants can be agents of change.

Targeting youth OFWs in reintegration programs

Remigration runs very strong among OFWs, resulting in extended separation between OFWs and their families and increasing reliance on overseas employment. Developing programs targeting young OFWs can potentially contribute to break the cycle of migration. As a sector, young OFWs can be targeted for re-entry in the domestic labor market, and as proponents in skills and knowledge transfer programs.

Engaging young overseas Filipinos

The Filipino diaspora encompasses not only temporary migrant workers but also permanent migrants and their descendants. The Commission on Filipinos

Overseas has initiated a number of programs for young overseas Filipinos. An assessment of these programs will be useful in charting future directions. Young overseas Filipinos can be potential partners in brain gain and development programs.

In relation to this, it appears useful to sensitize migrants' organizations in countries of destination to issues of concern to young migrants and to provide ample space for the participation of young migrants in these organizations.

Youth participation in employment and migration issues

Until the Joint Programme for Youth, Employment and Migration, the National Youth Commission, the lead agency for the promotion of youth development, has not been visible in employment and migration discussions. Employment and migration are youth concerns that should be part of the core thrusts of the Commission. For their part, employment and migration agencies need to mainstream the youth dimension in their policies and programs; this calls for cooperation and collaboration with the National Youth Commission and youth-related stakeholders.

3. Recommendations for Informed Policies

Including age as a key variable in migration and employment databases

Although one of the key findings of the study is that the profile of young migrants does not differ dramatically from that of adult migrants, the paucity of data limited the possibility for more in-depth analysis. Age should be required information in relevant database – this will provide more possibilities for profiling and social analysis.

Pursue research on brain drain/brain gain among the youth

Among the topics for additional research, brain drain/brain gain deserves serious attention. Among the findings of the project is that youth migrants are marginally more employed in professional occupations than adult migrants. How this trans-

lates into scarcity of talents in the national economy and how this improves the skills profile of the national economy because of knowledge transfer have to be ascertained. Likewise, a systematic examination of the mismatch between qualifications and actual work abroad needs to be conducted.

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ANNEX
Profiles of Key Informants and Participants of Focus Group Discussions

Key Informant/ Interviewee	Position/Division	Agency	Date/Venue
Golda Roma	Policy, Planning and Research Division	Commission on Filipinos Overseas (CFO)	May 26, 2011 CFO, Manila
Eileen Aparis	Technical Consultant		
Tristan de Guzman	Migrant Integration & Education Division (MIED)		
Regina Galias	Migrant Integration & Education Division (MIED)		
Marta M. Hernandez	Executive Director, TVET System Development	Technical Education and Skills Development Authority (TESDA)	May 30, 2011 TSDO, TESDA Complex Taguig City
Maribeth E. Casin	Chief, YoungWorkers	Department of Labor and Employment (DOLE) - Bureau of Workers with Special Concerns (BSWC)	June 1, 2011 BSWC Ermita, Manila
Cielo C. Cabalatungan	Chief, Workers in the Informal Economy Development Divison		
Roberto Rodelas			
Jone Fung	Anti-Illegal Recruitment Branch	Philippine Overseas Employment Administration (POEA)	June 8, 2011 POEA Mandaluyong City
John Rio Bautista			
Nancy G. Lozano	State Counsel III	Inter-Agency Council Against Trafficking (IACAT)	June 10, 2011 Department of Justice Ermita, Manila
Leilani R. Fajardo	State Counsel		
Nini Lanto	Pre-Employment Services Office	Philippine Overseas Employment Administration (POEA)	June 15, 2011 POEA Mandaluyong City
Leon G. Flores III	Chairman and Chief Executive Officer	National Youth Commission (NYC)	June 15, 2011 NYC Quezon Ave., Quezon City

Key Informant/ Interviewee	Position/Division	Agency	Date/Venue
Charelle Pasion	Research and Advocacy Officer	Visayan Forum Foundation, Inc.	June 22, 2011 Visayan Forum Foundation Cubao, Quezon City
Julito Vitriolo	Executive Director	Commission on Higher Education (CHED)	June 27, 2011 CHED Quezon City
Leo Gellor	Head of the Junior PMAP (JPMAP)	People Management Association of the Philippines (PMAP)	June 29, 2011 Sofitel, Manila
Romeo D. Garcia Jelermina Abigail R. Roxas Rhodora Buenaventura Roselle Morala	Research and Advocacy Manager Research Specialist Manager, Department of of Corporate Social Responsibility Manager, Training and Development	Employers Confederation of the Philippines (ECOP)	July 7, 2011 ECOP, Sen. Gil Puyat Ave., Makati City
Amelia Crisostomo	Director	Overseas Workers Welfare Administration - Autonomous Region in Muslim Mindanao (OWWA-ARMM)	July 8, 2011 OWWA-ARMM Cotabato City
Rasul Mangalen	Head of Maguindanao	Provincial Statistics Office - Maguindanao	July 8, 2011 NSO-Maguindanao Cotabato City
Eusoph G. Karl		Department of Social Welfare and Development - Autonomous Region in Muslim Mindanao (DSWD)	July 9, 2011 UNICEF-Cotabato
Rafael E. Mapalo	Director for Education	Trade Union Congress of the Philippines (TUCP)	July 20,2011 TUCP Diliman, Quezon City
Jan Marcel Ragaza	Legislative Writer of Cong. Palatino	Kabataan Party List/ Office of Congressman Raymond V. Palatino	July 21, 2011 Congress Batasang Pambansa, Quezon City
Stella Z. Banawis	Deputy Administrator	Philippine Overseas Employment Administration (POEA)	July 22, 2011 POEA Mandaluyong City

Summary Table of Focus Group Discussion (FGD) Participants

FGD Group	No. of Participants (Gender Distribution)	Date / Venue
TESDA Women's Center (TWC) Participants	9 (F)	22 June 2011 1:00 p.m. - 2:00 p.m. TESDA Women's Center, TESDA Complex, Taguig City
TESDA Language Skills Institute (LSI) Korean Language Students	8 (5M/3F)	29 June 2011 5:00 p.m. - 6:00 p.m. TESDA Language Skills Institute, TESDA Complex, Taguig City
ARMM Overseas Employment Applicants and Returnees	10 (F)	8 July, 2011 2:00 p.m. - 4:00 p.m. UNICEF Cotabato Cotabato City
ARMM High School Seniors	13 (4M/9F)	9 July 2011 8:00 a.m. - 10:00 a.m. UNICEF Cotabato Cotabato City
ARMM Out-of-School Youth (OSY, Batch 1)	4 (3M/1F)	July 9, 2011 8:00 a.m. - 10:00 a.m. UNICEF Cotabato Cotabato City
ARMM Out-of-School Youth (OSY, Batch 2)	4 (3M/1F)	July 9, 2011 2:00 p.m. - 4:00 p.m. UNICEF Cotabato Cotabato City
OWWA Au Pair	6 (1M/5F)	July 5, 2011 12:30 p.m. - 1:30 p.m. OWWA, Pasay City
CFO Young Emigrants	10 (5M/5F)	July 11, 2011 9:45 a.m. - 12:15 p.m. (Part 1) 10:00 a.m. - 12:30 p.m. (Part 2) CFO, Manila

Participants Profiles by FGD Group

TESDA Women's Center Participants (Code: TWC)

Code	Age	Sex	Marital Status	Training Program
TWC1	22	F	Single	Food and Beverage Services
TWC2	21	F	Single	Consumer Electronics NCII
TWC3	19	F	Single with one child*	Food Processing
TWC4	18	F	Single	Housekeeping
TWC5	21	F	Single	HRM – Housekeeping
TWC6	17	F	Single	Food and Beverage Services
TWC7	19	F	Single	Commercial Cooking
TWC8	22	F	Single	SMAW – Welding
TWC9	23	F	Single	Automotive Servicing

*All participants based in Metro Manila
*All were aged under 25 (the youngest was 17), except for one who was 32 years old (R2).

TESDA Language Skills Institute (LSI) Korean Language Students (Code: TESDA-LSI)

Code	Age	Sex	Marital Status
LSI1	23	F	Single
LSI2	19	M	Single
LSI3	22	F	Single
LSI4	20	F	Single
LSI5	19	M	Single
LSI6	21	M	Single * with two children
LSI7	20	M	Single
LSI8	18	M	Single

ARMM Overseas Employment Applicants and Returnees (Code: ARMM-APP)

Code	Age	Sex	Marital Status	Religion / Group
ARMM-AP1	16	F	Single	Christian
ARMM-APP2	18	F	Single	Muslim
ARMM-APP3	18	F	Single	Muslim
ARMM-APP4	22	F	Single	Muslim
ARMM-APP5	20	F	Single	Muslim
ARMM-APP6	22	F	Single	Muslim
ARMM-APP7	21	F	Single	Muslim
ARMM-APP8	21	F	Single	Muslim
ARMM-APP9	24	F	Single	Muslim
ARMM-APP10	16	F	Single	Christian

ARMM High School Seniors (Code: ARMM-HS)

Code	Age	Sex	Marital Status	Religion / Group
ARMM-HS 1	16	F	Single	Muslim
ARMM-HS2	16	F	Single	Muslim
ARMM-HS3	16	M	Single	Lumad
ARMM-HS4	15	M	Single	Christian
ARMM-HS5	15	F	Single	Muslim
ARMM-HS6	15	F	Single	Muslim
ARMM-HS7	20	F	Single	Muslim
ARMM-HS8	15	M	Single	Muslim
ARMM-HS9	16	F	Single	Muslim
ARMM-HS10	15	F	Single	Roman Catholic
ARMM-HS11	15	F	Single	Lumad
ARMM-HS12	16	F	Single	Muslim
ARMM-HS13	19	M	Single	Muslim

ARMM Out-of-School Youth (Code: ARMM-OSY)

Code	Age	Sex	Marital Status	Religion/ Group	Last Attended School
ARMM-OSY1	16	F	Single	Muslim	2009
ARMM-OSY2	18	M	Single	Muslim	2008
ARMM-OSY3	15	M	Single	Muslim	2008
ARMM-OSY4	19	M	Single	Muslim	2008
ARMM-OSY5	22	M	Single	Lumad	2003
ARMM-OSY6	22	M	Single	Christian	2006-2007
ARMM-OSY7	21	F	Single* with two children	Christian	2007
ARMM-OSY8	24	M	Single	Muslim	2003

OWWA Au Pair (Code: AP)

Code	Age	Sex	Marital Status	Education Completed	Province of Origin	Destination Country
AP1	23	F	Single	College graduate	Laguna	Denmark
AP2	22	F	Single	College graduate	Cebu	Norway
AP3	20	F	Single	Some college (caregiver course)	Pangasinan	Denmark
AP4	21	F	Single	Some college	Nueva Ecija	Denmark
AP5	21	F	Single	High school graduate	Parañaque	Norway
AP6	22	M	Single	High school graduate	Agusan del Sur	Norway

CFO Young Emigrants (Code: YE)

Code	Age	Sex	Marital Status	Education Completed	Province of Origin	Destination Country
YE1	15	M	Single	Some high school	Tarlac	USA
YE2	17	M	Single	Vocational	Isabela	Canada
YE3	17	F	Single	Some high school	Bohol	Canada
YE4	17	F	Single	Some college	La Union	USA
YE5	17	F	Single	Some college	La Union	Canada
YE6	18	M	Single	High school graduate	Laoag City	USA
YE7	18	F	Single	Some college	Ilocos Sur	USA
YE8	18	M	Single	Some college	Metro Manila	USA
YE9	18	F	Single	Some college	La Union	USA
YE10	19	M	Single	Some college	Metro Manila	Canada


SMC
unicef
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