

Overseas Fieldwork Report 2023:

The Municipality of Pili, Camarines Sur, the Philippines



**Graduate School of International Development
Nagoya University**

Overseas Fieldwork Report 2023

**The Municipality of Pili, Camarines Sur,
the Philippines**

March 2024

Graduate School of International Development

Nagoya University

Nagoya, Japan

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Los Baños, The Philippines
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Acknowledgments

The OFW 2023 committee wishes to extend our sincere appreciation to the individuals and institutions who have generously supported and contributed to the success of this year's program. First and foremost, we express our heartfelt gratitude to the people of the Municipality of Pili, Camarines Sur, for their warm welcome and hospitality. We are incredibly grateful to the local authorities, including the Honourable Mayor Tomas P. Bongalonta, the Honourable Vice Mayor Francis B. Belen, the representatives of the Sangguniang Bayan, and other officials of the municipal government, for their generous assistance and cooperation during our field research. Our special thanks to the faculty and staff of Central Bicol State University of Agriculture (CBSUA) who provided us with exceptional support and encouragement during our time in Pili. We are especially grateful to Dr. Alberto N. Naperi, CBSUA President; Dr. Emerson L. Bergonio, CBSUA Vice President for Academic Affairs; and Dr. Ana E. Miraña, CBSUA professor and former Vice President for Academic Affairs. We also would like to express our sincere gratitude to all those who kindly provided us with precious information during interviews. We could not have accomplished the field research without their kind support.

Next, our appreciation goes to the faculty of the College of Public Affairs and Development (CPAf), University of the Philippines Los Baños (UPLB), for co-organizing this program. Our special thanks go to Dr. Evelie P. Serrano (co-chair of OFW 2023), Dr. Maria Luz L. Malabayabas, and Dr. Miriam Caryl DL. Carada, for their generous guidance and mentorship to the student participants. We must acknowledge the name of Dr. Jose V. Camacho, Jr. (Chancellor of UPLB) and Dr. Rowena DT. Bacongus (Dean of CPAf) for their invaluable support and encouragement. Participants of OFW 2023 also received tremendous support and assistance from UPLB graduate students who also work for CBSUA. We would be greatly remiss if we did not thank Immaculate E. Falabi, Don Ramti Bendana, and Cherry Love Montales for their immense contribution through the joint work before and during the field research.

We must also acknowledge all the experts who have provided valuable lectures and guidance to our participants during the preparatory seminars and field research. We extend our wholehearted gratitude to Dr. Wataru Kusaka (Tokyo University of Foreign Studies), Dr. Aser B. Javier (president, Elkhorn Governance Consulting), Dr. Agustin L. Arcenas (CPAf UPLB) Dr. Akinari Hoshino (Nagoya University), and Dr. Takashi Sakai (Nagoya University) for sharing their personal experiences and provided valuable insights for our fieldwork. We would also like to thank our dedicated teaching assistants, Juliano Hansley Adriano and Gladys Bongapat, for their dedication and active engagement in this learning experience. We thank Dr. Thomas Kabara for the English editing of this volume.

Francis Peddie
Associate Professor
Chair of OFW 2023 Committee
Graduate School of International Development
Nagoya University

Introduction

The thirtieth Overseas Fieldwork (OFW 2023) of the Graduate School of International Development (GSID), Nagoya University, was conducted in the Municipality of Pili, Camarines Sur, Philippines, from September 9 to 23, 2023. Each year, GSID carries out OFW in a developing country in Asia in cooperation with a local partner university of GSID. In the Philippines, GSID has conducted eight successful OFWs since 1994. This year, GSID collaborated with the College of Public Affairs and Development (CPAf), University of the Philippines Los Baños (UPLB), to implement the OFW. Building on the long-standing partnership between the two universities, the OFW 2023 provided an opportunity to strengthen further GSID's ties for academic exchange and collaboration with UPLB as well as Central Bicol State University of Agriculture (CBSUA) in the Municipality of Pili.

The OFW 2023 program covered a three central pillars of the GSID curriculum relating to development: economics, education, and governance. The economics working group investigated the potential of expanding and developing Pili's agrotourism sector and some of the challenges faced in realizing this development goal. The education working group examined the difficulties mainstream schools may encounter when trying to accommodate the needs of students from indigenous communities and provided evidence-based suggestions for how to succeed in this vital endeavour. Finally, the governance working group analysed the consultation methods used by the municipal government regarding the renovation of the Pili public market as an example of accountable democratic governance. The students conducted their research in various communities in and around Pili and focused on an integrated approach to understanding the connections between different development actors in the area and their impact on the overall development of the municipality.

On September 20, the students presented their preliminary research findings to at CBSUA to local authorities, resource persons and stakeholders, who provided feedback and suggestions for further improvement. A second preliminary presentation was given at CPAf UPLB on September 22, and a final revised version of the results was given at GSID on November 8. The invaluable advice and suggestions received from academics and stakeholders were subsequently integrated by the three working groups into producing this final report. All participants involved in OFW 2023 sincerely hope the results of the three research projects will be of use to our friends and collaborators in the Municipality of Pili.

The OFW 2023 program was a significant milestone for GSID's relationship with UPLB and expanded our academic collaboration in the Philippines to a new and valued partner, CBSUA. We at GSID are continuously grateful for the exceptional relationship we enjoy with our partners in the Philippines and look forward to many fruitful years of cooperation to come. On behalf of the students, faculty and staff of GSID, I reiterate our gratitude to all the people who made OFW 2023 possible and enriched the lives and professional growth of the participants. Maraming, maraming salamat po!

Francis Peddie
Associate Professor
Chair of OFW 2023 Committee
Graduate School of International Development
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List of Participants

Faculty Members (7)

| Working Group | Advisors from GSID, Nagoya University | Advisors from University of the Philippines Los Banos (UPLB) |
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| | SABAI Phu | Myanmar |

Program of OFW 2023

Preparatory Seminar at GSID

| Date | Time | Title of the Lecture | Lecturer(s) |
|------------------|-------------|--|---|
| Apr. 19 (Wed) | 14:45-16:15 | Introduction & Team-building | OFW Committee Dr. Evelie P. Serrano (UPLB) |
| Apr. 26 (Wed) | 14:45-16:15 | Introduction to the Philippines and Municipality of Pili | Dr. Evelie P. Serrano (UPLB) |
| May. 10 (Wed) | 14:45-16:15 | Philippines 1: Education Issues | Dr. Evelie P. Serrano (UPLB) |
| May. 17 (Wed) | 14:45-16:15 | Philippines 2: Philippine Society | Dr. Wataru Kusaka (Tokyo University of Foreign Studies) Dr. Evelie P. Serrano (UPLB) |
| May. 24 (Wed) | 14:45-16:15 | Philippines 3: Governance in the Philippines | Dr. Aser B. Javier (Elkhorn Governance Consulting) Dr. Evelie P. Serrano (UPLB) |
| May 31 (Wed) | 14:45-16:15 | Philippines 4: Economic Issues | Dr. Agustin L. Arcenas (UPLB) Dr. Evelie P. Serrano (UPLB) |
| Jun. 7 (Wed) | 14:45-16:15 | Group presentation to share research interests | OFW Committee Faculty members from UPLB |
| Jun. 14 (Wed) | 14:45-16:15 | Conducting fieldwork | Dr. Francis Peddie (Nagoya University) |
| | 16:30-18:00 | Research ethics | Dr. Isamu Okada (Nagoya University) |
| Jun. 21 (Wed) | 14:45-16:15 | Making a research proposal | Dr. Francis Peddie (Nagoya University) |
| Jun. 28 (Wed) | 14:45-16:15 | Qualitative research | Dr. Francis Peddie (Nagoya University) |
| | 16:30-18:00 | Quantitative research | Dr. Okada Isamu (Nagoya University) |

| | | | |
|------------------|-------------|---|--|
| Jul. 5 (Wed) | 14:45-16:15 | Data analysis and presenting results | Dr. Francis Peddie (Nagoya University) Shigesato Suzuki (Nagoya University) Dr. Evelie P. Serrano (Nagoya University) |
| Jul. 12 (Wed) | 14:45-16:15 | Group presentation on the research proposal | OFW Committee Faculty members from UPLB |
| Jul. 26 (Wed) | 14:45-16:15 | Filipino language class | Gladys Fusingan Bongapat (Nagoya University) Hansley Adriano Juliano (Nagoya University) |
| Aug. 2 (Wed) | 14:45-16:15 | Risk Management | Dr. Akinari Hoshino (Nagoya University) Dr. Takashi Sakai (Nagoya University) |

Schedule of Fieldwork in the Philippines

| Date | Time | Schedule |
|----------------|---------------|---|
| Sept. 8(Fri) | 13:00 - 14:00 | Pre-departure Orientation |
| Sept. 9 (Sat) | 11:00 | Meet at Chubu International Airport |
| | 13:25 - 17:00 | Nagoya - Manila (PR 437) |
| Sept. 10 (Sun) | 11:55 - 13:15 | Manila - Naga (DG 6117) |
| | | Meeting and coordination with UPLB faculty advisor and graduate assistant |
| Sept. 11 (Mon) | 7:30 - 8:00 | Introduction of OFW participants at CBSUA flag-raising ceremony |
| | 8:00 - 10:00 | Introduction to the research area at CBSUA with faculty and local officials |
| | 10:00 - 11:30 | Visit to the Municipality of Pili town hall |
| | 13:00 - | Group work (data collection) |
| Sept. 12 (Tue) | | Group work (data collection) |
| Sept. 13 (Wed) | | Group work (data collection) |
| Sept. 14 (Thu) | | Group work (data collection) |
| Sept. 15 (Fri) | | Group work (data collection) |
| Sept. 16 (Sat) | | Group visit to the Peñafrancia Festival & free time |

| | | |
|----------------|---------------|---|
| Sept. 17 (Sun) | | Group visit to Mount Mayon & free time |
| Sept. 18 (Mon) | | Group work (data analysis) |
| Sept. 19 (Tue) | | Group work (data analysis) |
| Sept. 20 (Wed) | 13:00 - 17:00 | Preliminary results research presentation for local stakeholders at CBSUA |
| | 18:30 - 21:00 | Thank you party |
| Sept. 21 (Thu) | 13:40 - 15:00 | Naga - Manila (DG 6118) |
| | 15:00 - 17:00 | Manila - Los Baños (Van) |
| Sept. 22 (Fri) | 13:00 - 17:00 | Presentation of preliminary research results at CPAf, UPLB |
| | 18:30 - 20:00 | Farewell party |
| Sept. 23 (Fri) | 2:30 - 3:30 | Los Baños - Manila (Van) |
| | 6:40 - 11:50 | Manila - Nagoya (PR 438) |

Interim Presentations of Research Findings

The first interim presentation of research findings was held in Central Bicol State University of Agriculture (CBSUA) on September 20th, 2023. Each working group presented for 20 minutes, followed by a Q&A session. The second interim presentation of research findings was held in College of Public Affairs and Development (CPAf), University of the Philippines Los Baños (UPLB) on September 22th, 2023. Each working group presented for 20 minutes, followed by a Q&A session.

Presentation of Research Findings at GSID

The presentation of research findings was held at GSID by each working group to disseminate findings and collect feedback from colleagues on November 8th, 2023.

The Municipality of Pili

Evelie P. SERRANO

College of Public Affairs and Development, University of the Philippines Los Baños

An emerging center of commerce and the gateway to tourist attractions in the Bicol Region, the Municipality of Pili serves as the capital of the Province of Camarines Sur in the Philippines. The governance, economics, and education in this municipality stands as a testament to community participation and inclusive development.

The name “Pili” came from either the pili nut, which is a main commodity in the area; or the Bicol word “pinili,” which means “chosen” or “selected.” It was said that the Americans had chosen Pili to be the new provincial urban center after establishing the town in the early 1900s, because Naga City, which was established by the Spaniards, was prone to flooding.

Regardless of the etymology of its name, Pili remains the chosen place for residence, business, and education for many Bicolanos.

Governance

Pili is part of the third district of Camarines Sur and is politically subdivided into 26 barangays or villages. Like other municipalities in the Philippines, Pili is governed by a municipal mayor. There is a vice mayor and a legislative council consisting of eight municipal councilors, the president of the Sangguniang Kabataan (youth council), and the president of the Association of Barangay Councils.

Governance in Pili is characterized by a commitment to transparency, accountability, and community participation. Under the leadership of the municipal mayor and the local council, the local government works to address the needs of its people. Moreover, it crafts policies and programs aimed at promoting participatory governance, economic development, and social welfare. One proof of the municipality’s commitment to promoting active citizenship is the involvement of various stakeholders in the decision-making approach in the Pili Public Market expansion.

Economics

A first class municipality, Pili is an agriculture-based economy. Its primary economic activities revolve around agriculture, with pili nuts, coconut, rice, corn, and vegetables as major sources of income for local farmers and entrepreneurs. Pili nuts, in particular, are in demand as an ingredient for candies and confectioneries and have thus created economic opportunities for local producers.

Pili is strategically located along major transportation routes, thereby bolstering its economic vitality and

attracting investments in various sectors. The Naga Airport is in Pili, which makes this vibrant town a gateway to tourism in Camarines Sur. Pili is also the location of the CamSur Watersports Complex, a popular tourist destination for its watersports activities and resort facilities. On the other hand, an emerging tourism attraction in Pili are the different agritourism farms, which are established as travel destinations for both educational and recreational purposes.

Education

A cornerstone of Pili's development strategy, education remains a priority of Pili local government. Pili has a network of public and private schools offering basic education and higher education. Pili is home to the main campus of Central Bicol State University of Agriculture (CBSUA), one of the leading agricultural universities in the Philippines. CBSUA provides a foundation for academic excellence and lifelong learning to students from different parts of the Bicol Region. Furthermore, the local government also provides community-based skills training to adults to help them secure a job.

But despite the government's efforts to provide quality education for all, challenges remain in the education sector. For example, remote areas in Pili that are inhabited by indigenous peoples (IP) often lack educational facilities. Those that have schools have limited classrooms. Poverty is also rampant in IP communities, which affects student progress and academic performance. In these marginalized communities, however, one would meet the most dedicated educators who strive to make inclusive education able to IP children.

The Way Forward

Pili is a paragon of a rural community in transition that is committed to achieving sustainable development and social equity. The collaborative efforts of various stakeholders are crucial in addressing the issues and challenges in governance, economics, and education. As the municipality moves forward, its strong commitment to good governance, economic progress, and quality education ensures a brighter future for everyone who chooses Pili as their home.

Working Group 1

Education

Indigenous Peoples Education in Pili, Camarines Sur, Philippines: Issues, Challenges, and Recommendations

Group Members:

Koki Yamamoto

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Prof. Akemi Ashida (GSID)

Acronyms

| | | | |
|--------|--|------|-----------------------------------|
| CBSUA | Central Bicol State University of Agriculture | CSR | Corporate Social Responsibilities |
| DepEd | Department of Education | | |
| DSWD | Department of Social Welfare and Development | ICC | Indigenous Cultural Communities |
| IKSP | Indigenous Knowledge Systems and Practices | IP | Indigenous People |
| IPEd | Indigenous Peoples Education | | |
| LGU | Local Government Unit | | |
| NCIP | National Commission on Indigenous Peoples | NGOs | Non-governmental Organizations |
| OECD | Organization for Economic Co-operation and Development | PTA | Parent-Teacher Association |
| UNESCO | United Nations Educational, Scientific and Cultural Organization | | |

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Acknowledgements

1. Introduction

The 2023 World Bank report estimates the global indigenous population at 476 million, constituting 6% of the global populace but 19% of the impoverished. This disparity is evident in their access to quality education. Indigenous peoples (IPs) often lack resources and culturally appropriate education, and it makes them socially marginalized. Enhancing their educational access is vital for sustainable community development and reducing inequalities (UNESCO, 2019).

The Philippines has made early efforts to correct the education gap for IPs, as evidenced by the fact that it was one of the first countries in Asia to enact a law recognizing the unique needs of indigenous peoples. However, even today, many challenges remain in its implementation of indigenous peoples education (IPEd).

Therefore, this study sought to understand the implementation of education for IPs and the challenges experienced in IPEd from three perspectives: students, teachers, and community. Moreover, it aimed to develop an action plan to improve the delivery of education among IPs in Pili, Camarines Sur.

1.1 Background

The UN Declaration on the Rights of Indigenous Peoples was published in 2007, and it safeguards the education rights of indigenous peoples. Article 14 of the declaration asserts that indigenous communities have the right to establish and oversee their educational systems and institutions, delivering education in their native languages and employing culturally appropriate teaching and learning methods (OHCHR, 2007). Prior to the indigenous people's education rights, it is crucial to acknowledge the history of significant international endeavors in this regard over the years. The following table shows the international movements to protect the rights of indigenous people through legal framework.

Table 1: International Movements to Protect Indigenous Peoples' Rights

| Year | International Movements in Indigenous Rights |
|-------------|--|
| 1948 | Adoption of Universal Declaration of Human Rights by United Nations General Assembly |
| 1960 | Enactment of the Convention and Recommendation against Discrimination in Education by UNESCO |
| 1982 | Establishment of "Working Group on Indigenous Populations" within UN |
| 2007 | UN Declaration on the Rights of Indigenous Peoples by General Assembly |
| 2015 | Inclusion of Goal 4 in "2030 Agenda for Sustainable Development" |

Recognizing historical international efforts to protect IP rights, the Philippines has implemented laws and frameworks like the Indigenous Peoples' Rights Act of 1997 and the Enhanced Basic Education Act of 2013 to safeguard IP education rights.

Table 2: Philippines' Major Policies on Indigenous Education

| Year | Major Policies on Indigenous Education in Philippines |
|-------------|--|
| 1997 | Enactment of Indigenous Peoples' Rights Act of 1997 |
| 2011 | Adoption of National Indigenous Peoples (IPs) Education Policy Framework |
| 2013 | Implementation of the Enhanced Basic Education Act of 2013 |
| 2015 | Development of Indigenous Peoples Education Curriculum Framework |

Despite efforts by international organizations and the Philippine government, indigenous education faces significant challenges. First, teachers need training to address the unique needs of indigenous students and must be versed in both national and indigenous languages and cultures (UNESCO, 2019; King & Schielmann, 2004). The curriculum also requires adaptation to be inclusive of indigenous contexts (UNESCO, 2019). The Department of Education (DepEd) recognizes the struggle to provide culturally relevant education (DepEd, 2020), and studies show language barriers in areas like Nueva Ecija and Aurora (Eduardo & Gabriel, 2021).

Moreover, for indigenous communities, mainstream education risks breaking intergenerational ties and diluting indigenous knowledge and culture (The Episcopal Commission on Indigenous Peoples et al., 2007). Community engagement in education such as involving a collaborative approach in policy and decision-making is crucial. Finally, the geographic remoteness of indigenous areas, often lacking basic facilities like schools and health centers, limits educational access for indigenous children.

1.2 Problem Statement

The absence of an IP school in the municipality of Pili in the province of Camarines Sur, Philippines represents a pressing and consequential issue that demands a thorough investigation to uncover its underlying reasons. Consequently, indigenous students in the area are attending mainstream schools, where they are exposed to a curriculum tailored to the majority population.

This research aims to investigate the contributing factors behind the absence of an IP school in Pili and comprehend the resulting impact on the educational experiences of indigenous students. Additionally, the study seeks to gain insights into how parents and the indigenous community perceive mainstream education for their children.

By addressing these critical aspects, the research endeavors to develop a pragmatic action plan to effectively tackle the educational challenges faced by indigenous education in Pili, Camarines Sur, Philippines. Ultimately, the findings of this study aspire to contribute significantly to the enhancement of inclusive and equitable educational opportunities for indigenous communities in the municipality.

1.3 Research Questions and Objectives

While the Philippines has the distinction of being the first country in Asia to incorporate a culturally responsive education plan for the indigenous communities into its national policy, the implementation of education for IPs has certain limitations. In order to build upon the country's pioneering efforts to indigenous

education in the Philippines, this study aimed to answer this research question: What strategic educational action plan can be employed to address the challenges in IPed in Pili, Camarines Sur, Philippines?

Specifically, the study sought to answer the following research questions:

- 1) What is the profile of the research participants?
- 2) How is education planned and implemented for IPs?
- 3) What are the challenges and issues confronted by teachers, students, and the local community in the education process?

Based on the research questions, this study generally sought to develop a strategic educational action plan to address the challenges in IPed in Pili, Camarines Sur, Philippines. The specific research objectives are as follows:

- 1) Describe the profile of the research participants;
- 2) Examine how education is planned and implemented for IPs; and
- 3) Analyze the challenges and issues confronted by teachers, students, and the local community in the education process.

1.4 Scope of the Study

Given the time constraints, this exploratory research focused mainly on the issues and challenges in the planning and implementation of education among an Agta community in Pili, Camarines Sur. Accordingly, some results of this study may not apply to other Agta communities in the municipality.

Moreover, no visit to the Agta community was conducted for this study as this requires a permit from the National Commission on Indigenous Peoples (NCIP). Interviews with the teachers, teacher-in-charge, and the Parent-Teacher Association (PTA) president of Jose B. Velarde Elementary School in Barangay Curry were conducted on the school premises only. An observation of the community which could have offered additional insights on the way of life for the Agta was therefore not feasible.

2. Literature Review

2.1 Indigenous Peoples Education

Despite the increasing recognition of Indigenous Peoples' Rights in international society, research highlights persistent issues related to language, teacher training, resources, and community relationships. Firstly, the availability of educational materials in indigenous languages remains insufficient, leading to notable language barriers within schools (King & Schielmann, 2004).

Moreover, teacher training programs aimed at educating indigenous students are often found to be ineffective, as noted by the OECD in 2017. This inadequacy in training further exacerbates the challenges faced by both educators and students in Indigenous communities. Additionally, insufficient resources and materials compound the issues. Chang (2011) contends that the educational activities and lessons designed for indigenous learners frequently fall short in addressing their unique needs, emphasizing the pressing need for more tailored and culturally sensitive approaches.

Lastly, building relationships with indigenous communities is important. Notably, one of the differences between non-indigenous and indigenous communities is that for the latter, schools can often be an

intimidating and unwelcoming environment where the parents of indigenous students have negative memories about their school experience (Santoro, 2011). As a result, indigenous parents are often hesitant to send their children to school, leading to low school participation rates and high drop-out rates. Thus, the teachers of indigenous students need to build relationships with the indigenous community inside and outside of school.

2.2 Issues and Challenges in Indigenous Peoples Education in the Philippines

Despite being the first in Southeast Asia to tackle Indigenous People's Education, the Philippines faces significant challenges in access, teacher training, language, and materials. According to the Department of Education, Philippines (2011), the country faces issues in access to basic services and limited opportunities within the mainstream economy for certain IP communities, contributing to their disadvantaged position.

Furthermore, Reyes (2022) highlighted inadequate training by the local administration to familiarize teachers with indigenous culture and language. Indigenous Peoples Education (IPEd) teachers also lack effective training and skill development resources for localizing curriculum (Cardenas, 2018). Although DepEd provides pre-service teacher training, seminars, and workshops to navigate through the new IPEd curriculum, this training is insufficient or irrelevant for the IPEd teachers to address the needs of different students adequately (Ocampo & Delgado, 2014). Most IPEd teachers have limited knowledge about appropriate pedagogy for indigenous children and the intricacies of indigenous identity and culture despite their sincere intention and dedicated effort in teaching (Santoro, 2011).

The language gap between teachers' knowledge of the student's mother tongue is another prominent issue (Cansino et al., 2022). Cardenas (2018) finds that IPEd teachers face difficulties with vocabulary, spelling, and pronunciation of their students' mother tongue. This language barrier between teachers and learners also raises concerns about the ability of teachers to check the welfare of their students and engagement with local stakeholders.

In the Philippines, IPEd teachers are facing the problem of not receiving teaching materials from DepEd for indigenous learners. The IPEd teachers reveal that there is an absence of internet, electricity, digital tools such as computers, sound speakers, and localized teaching materials specifically designed to reflect the culture and identity of indigenous students (Cardenas, 2018; Bastida Jr et al., 2022; Cansino et al, 2022). Without the necessary resources and materials, teachers are incapable of delivering effective lessons and creating culturally responsive as well as inclusive learning environments. Reyteran (2021) argues that teachers in indigenous education sometimes need to reside in IP communities to foster trust and positive relationships. The study also shows that the teachers have difficulties accessing modes of transportation as there is a lack of regular transportation available to travel to and from indigenous communities. This burdens IPEd teachers in transporting and accessing resources from the central city to IP communities.

Despite challenges in indigenous education, including inadequate teacher training, insufficient materials, and language gaps, few studies address these issues comprehensively. To offer better countermeasures, a variety of perspectives needs to be considered.

3. Methodology

3.1 Research Site

Pili, situated in the coastal province of Camarines Sur, is a landlocked municipality that holds the distinction of serving as the provincial capital in the Bicol region since 1995. It has a land area of 122.6 square-kilometers. The population, as enumerated in the 2020 Census, stands at 99,196, representing 4.80% of the total population of Camarines Sur and 1.63% of the broader population of Bicol (Republic of The Philippines, n.d.).

Culturally, linguistically, and ethnically Pili is led by the Bicolano people, who speak two major varieties of the Bicol language: Central Bikol, used in Naga, and Rinconada, predominantly spoken in the southern part of the city. Tagalog is also used in schools, and English is used as the medium of instruction in higher education (Nacor, 2018: Republic of The Philippines, n.d.).

Despite the Bicolano majority, tribes of indigenous people known as Agta still inhabit the mountainous areas of Pili. Originally, the Agta people were the inhabitants of the province. However, with the arrival of the first Bikol speakers, many Agta individuals have either moved to the forests or have assimilated into the dominant Bicolano culture (Zorc, n.d.). Agta people can be classified into three groups:

- a. Agta: A pure indigenous people.
- b. Tabangnon: A mixture of pure Agta and lowlanders with no indigenous blood.
- c. Cimaron: A mixture of pure Agta and individuals with foreign ancestry.

Picture 1: View of Pili, Camarines Sur



3.2 Data Collection

The study used both primary and secondary data sources to explore the challenges in IP education in Pili, Camarines Sur. Primary data included semi-structured interviews with key stakeholders, guided by research objectives to focus on challenges faced by indigenous students, teachers, and the community (see Table 3).

A specific focus on a public elementary school in Pili is integral to the achievement of the research objective of analyzing educational challenges and providing an action plan to address the issues in indigenous education within Pili municipality. Jose B. Velarde Elementary School serves as a microcosm for Pili, having both indigenous and non-indigenous students. In classroom observations, the researchers explored student-teacher interactions, peer dynamics, and indigenous students' performance. Teachers and the IP coordinator in the school and the president of the PTA were also interviewed to provide their insights on the challenges, and their recommendations and aspirations to improve the IP education.

Focus group discussions with indigenous students from the CBSUA were also conducted to identify education challenges from student perspectives as well as their visions for upcoming indigenous students. The director of the Regional Center for IP in CBSUA likewise participated in an interview to provide a better understanding of the challenges and opportunities for IP students in higher education. The interview was conducted at the CBSUA Ladawan and Museum which houses donated artifacts from indigenous communities.

Table 3: Summary of Data Collection

| Participants | No. of Participants | Visited location | Date | Method |
|---|----------------------------|---|----------------|---|
| Municipal Administrator of Pili | 1 | CBSUA | September 11th | Semi-structured interview |
| Councilor in charge of Education | 1 | Yobhel Christian Academy, Inc. | September 11th | Semi-structured interview |
| Division IP Coordinator | 1 | Department of Education in Pili | September 12th | Semi-structured interview |
| Secretary of the Pili Local School Board | 1 | Pili Municipal Hall | September 12th | Semi-structured interview |
| IP Students from CBSUA | 4 | CBSUA | September 12th | Focus group discussion |
| IP coordinator in public elementary school | 1 | Jose B. Velarde Elementary School in Barangay Curry | September 13th | Semi-structured interview |
| Teachers in public elementary school | 7 | Jose B. Velarde Elementary School in Barangay Curry | September 13th | Focus group discussion (A: KG-G3, B: G4-G6) |
| President of Parents-Teacher Association | 1 | Jose B. Velarde Elementary School in Barangay Curry | September 14th | Semi-structured interview |
| Teacher in charge | 1 | Jose B. Velarde Elementary School in Barangay Curry | September 14th | Semi-structured interview |
| Director of Regional Indigenous People's Center | 1 | CBSUA Ladawan Center and Museum | September 14th | Semi-structured interview |
| Barangay Captain of Barangay Curry | 1 | Barangay Captain's house in Barangay Curry | September 15th | Semi-structured interview |

For the secondary data collection, a comprehensive document review was undertaken. The study reviewed the Basic Education Act of 2013, Indigenous Peoples Participation Framework, National Indigenous Peoples Education Policy Framework, and other government documents to understand the legal

framework to protect the education rights of indigenous people in the Philippines and investigate the formulation and implementation of educational policies tailored for the indigenous population by the Pili municipal government.

Picture2: School Environment in Jose B. Velarde Elementary School



Picture3: A classroom in Jose B. Velarde Elementary School



Picture4: Exhibits at the CBSUA Ladawan Center and Museum



3.3 Ethical Considerations

In accordance with “Rules on Ethical Principles for Research Involving Human Subjects,” published by the Graduate School of International Development of Nagoya University (2022), the researchers of this study observed the following ethical considerations.

The researchers conducted the research in a socially and scientifically respectable manner, at the same time adhering to the regulations and laws of the research field’s authorities, such as local councils and governments. Researchers prioritized collecting informed consent before any data collection of personal information and gave ample explanation to the participants. The researchers gave a clear description on paper specifying the content, purpose, methodology of the research, any potential harms and risks, the usage and presentation of the collection of personal data, and other significant matters. In addition, it was clarified to the research participants that their personal information would be used solely for the specific research if they consented. However, it was made clear to participants that they may withdraw from the research if there were any complications or feelings of dissatisfaction. If a participant withdrew, researchers agreed to immediately pause any research regarding that individual and dispose of any data gathered on him or her.

The collection of personal information was done safely and securely, and an effort was made to minimize any physical and mental burden on the participants during data collection. Furthermore, the data was handled carefully and not published publicly or presented without consent.

Prior to conducting this study permission was obtained from the Department of Education, emphasizing ethical principles such as confidentiality, free and prior informed consent, and respect for cultural sensitivities during interviews. Notably, the research refrained from gathering any content related to indigenous knowledge systems and practices, recognizing the need for specific permission from the National Commission of Indigenous People.

4. Findings

4.1 Profile of Research Participants

The profiling of participants is important to understand their roles and responsibilities. Interviews were conducted with government stakeholders, school stakeholders, and other stakeholders. As government stakeholders, DepEd personnel, a member of the Local Government Unit (LGU) of Pili, and a Barangay

Captain were interviewed. From DepEd, an IP Division Coordinator participated in this research. The role of DepEd regarding IPEd is to implement, localize, and indigenize the basic education curriculum. From LGU, a councilor was interviewed. The role of LGU is to set a direction for educational development that meets local needs. From the barangay, the captain of the Curry barangay was interviewed. A barangay is the smallest political entity, and it is a fundamental unit of political structure in the Philippines (Embassy of the Philippines, n.d.). The role of the Barangay captain is to protect and serve the people of the Barangay.

As for school stakeholders, one public elementary school (Jose B. Velarde Elementary School) was chosen, and seven teachers and one teacher in charge participated in the interviews. A teacher in kindergarten also holds the post of IP coordinator, who is in charge of monitoring IP attendance and making a list of IP students to submit to the district office. She was interviewed separately as an IP coordinator at first, and later, she joined the interview as a teacher with her colleagues. There were seven teachers from kindergarten to 6th grade. Among them, one was male, and six were female. In addition to the seven teachers, the teacher in charge was interviewed. Her role is to administrate school activities, monitor the attendance of teachers and students, and link school and other stakeholders, such as LGU, Barangay, and private organizations. In IPEd, teachers play roles as first-hand educators of IP learners.

As another stakeholder, a director of the Regional Center for IP was interviewed. The role of the Regional Center for IP in IPEd is to achieve recognition, protection, and promotion of indigenous cultures and knowledge through research and documentation.

4.2 Current Educational Planning and Implementation for IPs

Education for IPs is planned and implemented by various stakeholders, such as governments and schools. At the government level, educational planning is done by implementing legal and policy frameworks. There are some major legal and policy frameworks regarding IPEd in the Philippines. They are “The Indigenous Peoples’ Rights Act of 1997,” the “National Indigenous Peoples Education Policy Framework,” and the “Enhanced Basic Education Act of 2013.”

Through “The Indigenous Peoples’ Rights Act of 1997,” the government tries to promote the rights of Indigenous Cultural Communities (ICCs) and Indigenous Peoples (IPs), which includes rights to ancestral domains, rights to self-governance and empowerment, social justice and human rights, and cultural integrity (The Indigenous Peoples’ Rights Act, 1997). The Act recognizes the IPs’ rights to access education and respects the educational system of IPs (The Indigenous Peoples’ Rights Act, 1997). Through the “National Indigenous Peoples Education Policy Framework,” which was signed in 2011, DepEd tries to “maintain an educational system that will recognize, protect, and promote the rights and welfare of ICCs/IPs, as well as equip them with the knowledge and skills needed to face various social realities and challenges (National Indigenous Peoples Education Policy Framework, 2011, 15).” “Enhanced Basic Education Act of 2013” is not only for IPs. It includes the expansion of schooling years and promotion of the use of the local language or mother tongue in kindergarten and from Grade 1 to Grade 3 of the elementary school (Enhanced Basic Education Act, 2013).

The government also created a Special Education Fund (SEF) by Republic Act No. 5447, which aims to support the goals of education financially (Republic of the Philippines, 1968). SEF is a fund LGU used for basic education (EEF, 2023). Republic Act No. 11310, also known as the 4Ps (Pantawid Pamilyang Pilipino

Program), aims to eradicate poverty by providing cash transfers to eligible beneficiaries, including IPs. The Department of Social Welfare and Development (DSWD) administers the program (Pantawid Pamilyang Pilipino Program Act, 2019).

Furthermore, the Regional Center for IP organizes the Perendes Program to research and preserve Indigenous Knowledge Systems and Practices (IKSP) in collaboration with DepEd and the National Commission on Indigenous Peoples (NCIP). DepEd recruits teachers and provides them with teacher training. Teachers in Group A (teachers in kindergarten and grade one to three) mentioned 8-week curriculum programs in DepEd Region 5, focusing on literacy and numeracy for grades one to three. In addition, teachers in Group B (teachers in grade four to six) said that DepEd conducts Reading Literacy Assessment (RLA) for IP students. In the interview with the Division IP Coordinator from DepEd, it was mentioned that DepEd monitors the enrollment of IPs. Although officials of DSWD were not interviewed, the IP coordinator in the school and Barangay Captain of Curry mentioned the 4Ps program, which aims to promote social welfare. According to the IP Coordinator in the school, some IP children go to school without food, but the 4Ps program helps to reduce the number of such students. LGU provides building materials. The teacher in charge said that “[...]sometimes LGU is supporting us in the form of building materials.” In addition, the IP Coordinator said that LGU supports a festival where IPs present their cultures. The barangay captain said that the barangay organizes sports activities and feeding programs. He also shares information about education with community members, and he visits schools and talks with teachers, mainly about students’ health and malnourishment. In the interview, the Director of the Regional Center for IP mentioned CBSUA scholarships covering dormitory fees, allowance, and student assistance in collaboration with partner organizations.

Interviews with school staff revealed activities in four main spheres: recognition of IP cultures, class management, collaboration with parents, and supply of food and goods. According to the IP Coordinator, the school endeavors to recognize IP culture by organizing Boy Scout activities and sending IP students to the festivals. The teachers discussed classroom management, including dividing classes based on assessments conducted in the first week. They also said that after the class, remedial classes, mainly one to one sessions, are conducted. The school also collaborates with parents. In the interviews, they said that when students are absent, they visit their homes and talk with their parents. In addition, they mentioned in parent-teacher conferences, an IP garden, and monthly cleaning activities by parents. Teachers in Group A said that most of the IP parents attend the cleaning activities. They also said that IP parents are very good at cleaning. In addition, the teacher in charge said that the School Governance Committee (SGC) collaborates with the PTA and decides the school budget allocation together. Teachers in Group B mentioned the supply of food and goods. Before COVID-19, the school provided food for everyone in collaboration with NGOs and private organizations. Teachers provide school materials, such as papers, to students when students cannot bring their materials.

4.3 Challenges and Issues in IPEd in Pili

Through the interviews, the researchers found several challenges that teachers, students, and government stakeholders face in IPEd. First, teachers identified the lack of training opportunities on IPEd and limited teaching materials as a problem. DepEd provides training on IPEd to improve teachers’ instructions and teaching activities. One teacher in Group A, who doubles as the IP coordinator, said insufficient training

opportunities exist in Pili. While schools with more teachers are prioritized and can receive more training opportunities, schools with fewer teachers do not get enough training from DepEd. She also has not received an invitation to join teacher training activities yet because of the small number of IP students in her school. Also, a teacher-in-charge of Jose B. Velarde Elementary School mentioned that the way of learning is limited, and teachers need more teaching materials from the government. She said, “[...] *we are not advised to put any posters in the walls. So, we find it a big problem. What could be the way that our learners can learn if the visual aid is not allowed anymore? Maybe because of the laptops, of the TV, or the DVD players, we will again hasten the learning process of our students.*”

Second, IP students face lots of challenges in their schools, such as discrimination, lack of self-confidence, language barriers, poverty, difficult commute routes, and low enrollment and learning achievement.

(1) Discrimination

Student A from CBSUA mentioned that IP students often face discrimination or bullying in education. Opinions differed on the education level where this occurs. Student A experienced bullying in elementary school, while the IP Division Coordinator mentioned discrimination in higher education. The president of the PTA and teachers from Jose B. Velarde Elementary School denied discrimination in their school.

(2) Lack of self-confidence

According to the IP Division Coordinator, discrimination leads to a lack of self-confidence in IP students. He explained the reasons for the decreased number of IP in secondary school is “[...] *Discrimination. In their elementary years, they are very much proud. [...] But when they reach adolescence, when they reach even college, only few will say that I am an indigenous person.*” Also, lack of educational opportunities is one of the causes of lack of self-confidence. The Barangay Captain mentioned that IPs are shy and never raise their voices because of the lack of education opportunities. Teachers in Group A also stated that IP students are shy and have less confidence in themselves because of their high absenteeism.

(3) Language barrier

The researchers found that each student from CBSUA had different problems with language. Student C from CBSUA said that he felt it was difficult to speak Tagalog, while student A said using Tagalog in classes is helpful for him to understand the contents of classes. Regarding English, student A said English words are translated into Filipino and then to his mother tongue in his elementary school, and it is easy to follow the teacher’s instructions. In contrast, student B mentioned that understanding her mother tongue at school was a challenge for her since she had been using English at home. Student D has no problems with language.

(4) Poverty

Almost all interviewees mentioned poverty as one of the problems IP students face. Government stakeholders, such as the municipal administrator and councilor in charge of education in Pili, stated that IP parents tend to have low incomes, and the government needs to support them with meals, good transportation, and accommodation. Also, according to teachers in Jose B. Velarde Elementary School, parents’ low income leads to their children’s high absenteeism because children need to work to support their family instead of attending school. Student D from CBSUA talked about her problem in elementary education, saying, “*For me, it’s about financial [...] My parents can’t afford to send me to that school. Then I prefer to work [...] I started working since when I was a grade 3.*” The president of the PTA also mentioned

that IP students cannot wear uniforms because their parents cannot afford to buy them. The Barangay Captain saw education as one of the solutions to poverty. However, there are not enough scholarships, and many IP parents do not know about it, so no IP in the Barangay is currently attending university.

(5) Difficult commute routes

Difficult commute routes are also among the problems IP students face. Students A, C, and D had difficulties commuting, which involved crossing several rivers or walking steep and rough roads for more than 1 hour to get to school from their communities. A translator explained Student D's experience: *"So, in the schools in the community, with volunteer teachers, they only teach them (students) how to read and write. And so, if you want a formal education, you have to go to the DepEd school. And that is very far from their place. So, she has to cross three to four rivers. And then during bad weather, [...] her father would carry her to the other side of the river because [...] the water is high and strong."* The president of the PTA also told us that some IP students still need to walk approximately 2 km to go to school, which takes 30 minutes to 1 hour. In addition, it costs a lot for IP students to go to school, including money for accommodations and commuting time, since schools are often located far from their homes, or there is no college in their Barangay.

(6) Low enrollment and learning achievement

According to teachers in Group A, most IP students in Jose B. Velarde Elementary School are slow learners. They said, *"So, the IP children, who are supposed to get grade 3, tend to be ready to read, but in the case of IP children, many of them, they have difficulty reading at grade 3. Even in writing."* Also, because of high absenteeism, IP students have low learning achievement. However, their parents also do not have enough education opportunities and cannot follow up with their children. That is why teachers sometimes go to IP students' homes and talk with their parents to ensure IP parents send their children to school and hold one-on-one lectures for IP students after class to improve their learning achievement.

Third, the governmental stakeholders have challenges regarding budget and identifying the actual situation of IP students. As mentioned above, one teacher in Group A said that teachers who work in schools with few teachers have less opportunity for teacher training on IPed. She explained that the reason is that there is a limited budget for teacher training, and DepEd cannot afford to provide training opportunities to all schools. The president of PTA and the barangay captain also stated there is not enough support from the government for IPs to go to school, and the councilor in charge of education in Pili said there needs to be more budget for campaign activities and incentives for IPs to encourage them to go to school. In addition to this, the IP Division Coordinator highlighted the challenge of tracking the number of IP students due to their reluctance to disclose their identity. Some IPs, not proud of their roots due to past discrimination, may be hesitant to share ethnic information. This makes it challenging for governmental stakeholders to accurately determine the number of IP students in Pili.

Lastly, through an interview with the director of the Regional Center for IP, the researchers found that cultural preservation is also a problem for IPs. In a focus group discussion, student C said *"[...] Me, our own mother tongue. I find it hard sometimes because high school and elementary school usually focuses on English and other (language). So that we can, you know, like, enter out with other people. But sometimes we forgot our own mother tongue."* According to the director of the Regional Center for IP, even older people in IP communities do not know much about their own culture. She stated that because of the expansion of

inclusive education, IP students have less opportunity to learn their culture, making it difficult to pass it on to future generations. Also, the complex requirements from NCIP for researching IP cultures make it challenging to preserve their cultures. She said documentation is essential to preserve their culture and needs more collaborations with NCIP for further research on IP culture.

5. Analysis of the Challenges and Issues in IPEd

The researchers analyzed the challenges and issues confronted by teachers, students, and governmental stakeholders in the education process. This will answer the third objective of this research. Based on the diverse aspects of IPEd addressed by the target interviewees, the researchers have organized the data by first utilizing the SWOT analysis method (figure 1). By incorporating the SWOT analysis method, researchers were able to distinguish and categorize the internal factors, strengths and weaknesses, and the external factors, opportunities and threats, respectively, regarding IPEd.

For example, for strengths, the researchers have picked up several positive internal aspects, such as the existence of affirmative action policies, where universities lower the criteria and give an overall positive bias for IP students for them to enroll in universities. On the other hand, for weaknesses, the researchers have distinguished the issue of insufficient communication regarding scholarships; although there are opportunities for IP students to enroll in universities with much lower criteria, this information is not entirely known to the IP community, resulting in them losing a chance for access to higher education.

As for external factors, “opportunities,” the following examples were addressed; the presence of IP research centers, NGOs, and private entities whose work focuses on the recognition, protection, and promotion of IPs and IPEd, such as extracurricular activities provided by NGOs to IP children. However, “threats” include financial constraints of IP students' families, discrimination and bullying, and limited communication between LGU and the IP community.

Figure 1. Results of the SWOT analysis

Objective 3

| S | W | O | T |
|---|--|--|---|
| Strengths | Weaknesses | Opportunities | Threats |
| <ul style="list-style-type: none"> Affirmative action policies Multiple institutions Infrastructure and resources Monitoring system to track IP attendance Financial assistance and tailored support Active community participation Promoting IP culture | <ul style="list-style-type: none"> Insufficient communication regarding scholarships Lack of specific budget allocation for IPEd Inadequate teachers in schools High criteria to receive IP teacher training High absence rate of IP students Low academic performance Difficult to socialize for IP students | <ul style="list-style-type: none"> Availability of scholarships for college Alternative learning systems for skills development for adults Presence of IP research centers, NGOs, and private entities Extracurricular activities provided by NGOs Access to the Mayor's office for concern | <ul style="list-style-type: none"> Financial constraints of IP students' families Cultural preservation and awareness Discrimination and bullying Administrative challenges Limited communication between LGU and IP community |

After categorizing positive and negative and internal and external aspects of IPed, the next step was to focus on the “weaknesses” and “threats” category, thus giving insights into specific factors of issues and challenges of IPed. The Problem Tree Analysis method (Figure 2) connected all the mentioned “weaknesses” and “threats” in order to investigate the root causes of the issues and challenges of IPed. Thus, all the relevant issues and challenges begin from a single source: the issues and challenges of IPed. This singular source would eventually branch out to the potential root causes. In order to form the problem tree, it was crucial to first group the addressed issues/challenges by similarity in topic, using the “Why? Because” questioning to create one branch. The following example is an extract of the questioning method implemented.

Why is there low academic performance? *Because of 1. Limited parents help in home study, and 2. High absence rate;*

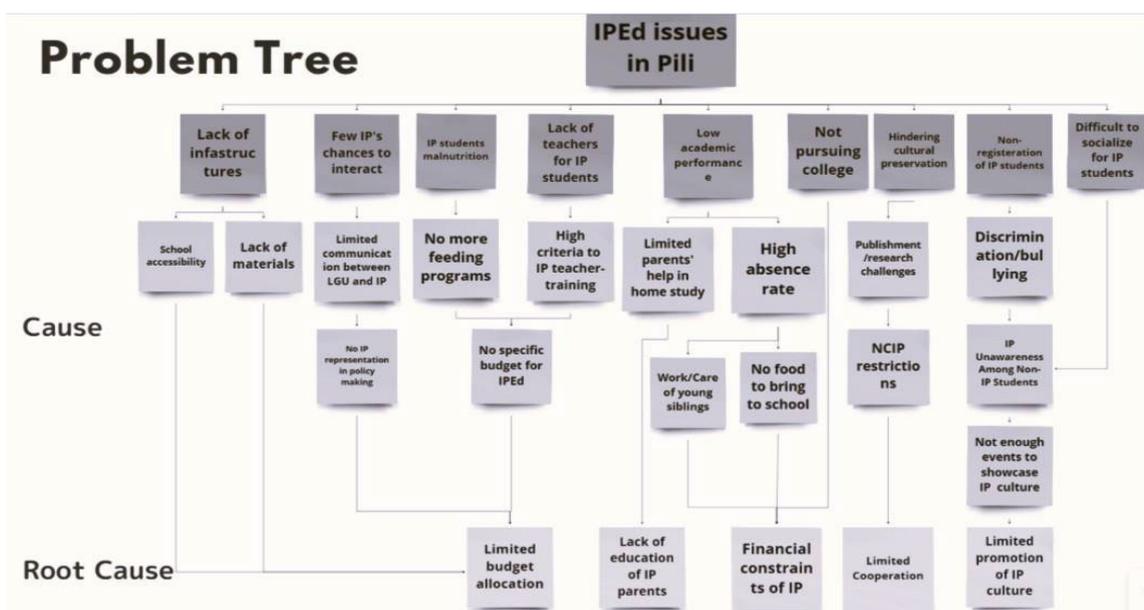
Why do students have a high absence rate? *Because of 1. Needing to work and take care of their younger siblings and 2. There is no food for them to bring to school, etc.*

Thus, the root cause for the above branch concludes as the following; the overall financial constraints of IPs.

Through this method, a total of five root causes were identified. Firstly, the limited budget allocation for IPed has been addressed as a prominent barrier. Secondly, the lack of education of IP parents has demonstrated an influence on their children's education. Similarly, financial constraints of the IPs are seen as a hindrance to access to quality education. Additionally, limited cooperation among the relevant stakeholders has a direct impact on IP education. Lastly, the limited promotion of IP culture has had a significant impact on the IPs in general.

Based on these five root causes, the researchers developed an action plan that the prominent stakeholders can incorporate into future plans.

Figure 2. Problem Tree Analysis



6. Proposed Action Plan

Strategy 1: Seeking Alternative Sources to Cover Limited Budgets

The researchers have identified that a wide range of issues on the learning experiences of indigenous students arise from a limited budget allocation in areas related to education. To solve the issue, it can be recommended that people in the field of education seek alternative sources to cover a limited budget rather than merely trying to increase the educational budget itself, because an attempt to increase the budget is not sustainable and relies on support from government officials in charge of budget allocation. The researchers recommend three activities as part of the strategy, including income-generating activities, enhancement of collaboration with NGOs and private entities for Corporate Social Responsibility (CSR), and promotion of volunteer programs for extracurricular activities.

First of all, schools, namely teachers and students, could supplement their limited budgets for school management through the sale of products of gardening or handcrafts made by students, as income-generating activities. Some teachers in Jose B. Velarde Elementary School, where researchers visited, mentioned that students, especially IP students, actively engage in such activities. Therefore, gardening and handcrafting could be good opportunities to showcase IP students' talent and cover a limited budget at the same time. The income generating activities have proven to be a successful manner to supplement the limited budget of schools to improve the quality of facilities or other necessary materials (Mahmud et al., 2022).

Secondly, collaboration with NGOs and private entities for CSR could be enhanced for the problems of limited budgets and students' malnutrition. The researchers found that a limited budget is a significant restrictive factor for most educational activities. Moreover, some teachers in Jose B. Velarde Elementary School mentioned that some IP students have poor nutritious situations because they cannot receive enough food outside of school. This situation could demotivate IP students to come to school. Considering these issues and challenges, there are considerable needs for incorporating investments from external entities such as private companies as their CSR, and NGOs, which have expertise in root activities, can be in charge of the implementation of assistance. The idea of incorporating CSR into the educational field for sustainable development is supported by Nehru (2016), stating that educational institutions can find more opportunities through the promotion of CSR as their strategy to survive in the current competitive arena. From the perspective of the formal sector, to successfully achieve these goals, DepEd and LGU would be able to arrange and organize the entire flow of such assistance. Additionally, the municipal administrator of Pili and counselor in charge of education in LGU answered in their interview that there is no person who can represent IP communities and express their concern because of the lack of budget for salary. IP communities and governmental entities, as a result, are not communicating smoothly. Therefore, various educational stakeholders, including NGOs, private companies, LGU, DepEd, and of course, schools, need to build a solid partnership.

Lastly, due to the lack of teachers and personnel, who need to cover a broad scope of tasks in school, making teachers busier, it would be a good idea to outsource extracurricular activities such as soccer or basketball, which do not generally require specific knowledge or training, to volunteer workers. The potential of NGO in supporting activities in schools is reported by Mawela (2020), claiming that teachers view environmental NGOs as helpful organizations because they can supplement teachers' limited time and

capacity of teaching. Schools should express their concern to officials such as LGU to welcome more programs.

Strategy 2: Motivating IP Parents for their Children's Education

The researchers have concluded that the lack of parents' educational experiences and understanding about education might harm students' learning. The aim of the activities described below is to motivate IP parents to be involved in their children's education.

The IP coordinator in LGU said that many IP parents cannot help with their children's homework at home because half of them have problems with reading. Consequently, IP students will be placed in tough situations in their learning and find it more difficult to catch up with classes in school. In fact, Silinskas & Kikas (2019) reports that less support in math homework is detrimental for students' academic achievement and also persistence during homework. In addition, motivating parents might lead to the positive consequence that they would start to appreciate the value of education if they receive educational support. Therefore, if the researchers strengthen alternative learning for parents, which is led by LGU or DepEd, they might be motivated to be more engaged in their children's education.

The captain of the Barangay community said that IP parents never speak up in community meetings, and therefore their specific, harsh situation as IPs is not conveyed to governmental officials. The participation of community members is crucial for achieving quality education (Ahmad & Said 2013). Moreover, several interviewees in our research mentioned the problem of no representation for IP communities. This can be regarded as a structural problem because, from the perspective of parents, there is no measure to express their opinion. Hence, a spokesperson for meetings with governmental stakeholders needs to be secured so that IP parents can start actively speaking up in community meetings, and the community members themselves would be empowered as a result. To accomplish this, strong cooperation among the leaders of the IP community, DepEd, LGU, and NCIP should be established.

Strategy 3: Providing Alternative Means to Address Financial Capacity of IP Families

Addressing the financial constraints faced by IP learners' families emerges as an important action in mitigating IP educational challenges. While poverty significantly imposes challenges in access to education, it is acknowledged that financial limitations alone should not be the sole determinant of the educational issues encountered by indigenous community in Pili. Thus, this study proposes some activities as alternative means aimed at continuing education despite the financial limitations of the IP families.

One notable initiative includes the provision of skills training programs designed to mitigate the financial constraints experienced by IP families and foster skill development within the community. Training programs must align with market needs to ensure effective skill development and avoid resource wastage. Canada has implemented skill development initiatives for Indigenous communities through programs like the Skills and Partnership Fund, as documented by Employment and Social Development Canada (2020). This effort aims to enhance employability and create job opportunities for indigenous individuals. Success stories highlighted in the resource underscore the positive impact of these initiatives on empowering indigenous people with valuable skills and fostering economic development within their communities.

In the case of the Philippines, the LGU emerged as a pivotal stakeholder tasked with the execution and oversight of these programs in this strategy. A focal point of the interview with the Councilor in Charge of Education from the LGU underscores an emphasis on skill training as a cornerstone for the long-term advancement of IPs. By emphasizing vocational skills with tangible applications, such as welding and carpentry, the LGU endeavors to bridge the socio-economic gap within the indigenous community.

While enhancing the financial capacity of IP families, the report also recommends the additional activity of improving awareness about available scholarships and opportunities. Currently, there are scholarships offered by CBSUA for indigenous scholars that include provisions for dormitory accommodations and allowances in higher education. However, the Barangay Captain notes that there is a lack of awareness within the IP community regarding the availability of these scholarships. Addressing this information gap is important to ensure eligible individuals are informed and can access these opportunities.

Strategy 4: Enhancing Cooperation Among Education Stakeholders

Enhancing cooperation among educational stakeholders is a crucial strategy in addressing issues and challenges of IPEd in Pili, and a proposed activity for this strategy is the advocacy or representation of the IP community in decision-making processes. According to the interviews with the Barangay leader, the need for representation is underscored by practical challenges faced by the IP community in Pili, such as the geographical distance to municipal offices and the preference of the IP community to communicate with someone from their social or cultural environment rather than direct engagement with government officials. Besides, representation for the IP population and government stakeholders is important to bring cultural sensitivity to policy-making, avoid information gaps, tailored solutions to specific needs, and build trust within the society (Smith, 2012).

The success of international examples in establishing indigenous community representatives in policy-making in many countries has proven to bridge the cultural and communication gaps that may exist between indigenous communities and government officials. For instance, in Australia, the role of indigenous community representatives, often referred to as Indigenous liaisons or advocates, has been pivotal in ensuring that indigenous voices are heard in policy-making processes (Peacock & Prehn, 2021).

Strategy 5: Elevating the awareness of IP culture

Elevating awareness of IP culture in the educational setting of Pili is pivotal to address certain challenges IP students are facing in education such as discrimination, bullying, and difficulty in socializing with their non-IP peers. This strategy aligns with the fundamental concept of a sense of belonging – the feeling of being connected, accepted, and valued within a particular group or community (Allen et al., 2021). A sense of belonging is important not just for academic achievement but also for the overall psychological well-being of IP students in the education community. By fostering a deep connection and identification with the IP cultural group, the strategy seeks to cultivate a sense of security, acceptance, and support for IP students from non-IP peers.

To strengthen this strategy, it is valuable to draw on successful practices from other countries. In New Zealand, cultural integration into the national curriculum and the establishment of immersion schools, such as Kura Kaupapa Māori, have successfully emphasized the importance of cultural identity in education

(Tocker, 2015). Similarly, Australia has implemented cultural awareness programs for teachers, enhancing their understanding of indigenous cultures and contributing to a more inclusive learning environment (AITSL, 2021).

The implementation of IP culture showcases within schools is an activity designed to promote Indigenous Peoples' (IP) culture in educational environments. The primary goal is to offer non-IP students opportunities to actively engage with and appreciate the richness of IP cultural heritage. Through these showcases, educators aim to foster a sense of shared identity and understanding among students, irrespective of their cultural backgrounds. Additionally, extracurricular activities can encourage interaction between IP and non-IP students since the activities take place in a more relaxed and informal environment for students to build relationships and understanding outside the classroom setting.

Educating the general public about IP culture is as important as promoting IP culture in schools, especially when parents within the broader community possess knowledge about and respect for these cultures. As children observe their parents embracing and valuing cultural diversity, they are likely to develop similar attitudes, fostering an atmosphere of respect and understanding. This, in turn, has a positive impact on the learning environment for Indigenous students within the broader community. In addition, Student B from CBSUA said, “[...] we want the government to educate the local leaders, the barangay leaders so that they would know about the laws protecting the IPs and their ancestral domain so that they would know how to deal with situations regarding the Ips.” This approach aims to enhance the understanding of the legal framework and efficiency of Barangay leaders to protect IP rights. Informed leaders are essential for empowering indigenous communities, as they can engage in meaningful dialogue with higher authorities and advocate for policies that respect and uphold the rights of IPs.

7. Conclusion

Ensuring the right to education remains a challenging process in many developing countries. Despite being the first country in Southeast Asia to formally incorporate indigenous education into its national policy framework, ensuring the right to education for indigenous communities remains a formidable challenge in the Philippines. Recognizing indigenous education in the policy landscape signifies a crucial step towards cultural inclusivity and preserving diverse traditional knowledge. However, implementing these policies encounters various obstacles, hindering the effective delivery of education to indigenous populations.

Thus, this study aims to investigate the educational challenges faced by the government, teachers, students, and indigenous communities in Pili, Philippines. The objectives include identifying the profile of research participants, examining educational planning and implementation for IPs, and analyzing educational challenges faced by government stakeholders, teachers, and students. The multifaceted challenges in IPEd faced by teachers, IP students, and government stakeholders include limited teacher training opportunities and teaching resources, discrimination, poverty, low learning enrollment and achievement, among other issues.

The data analysis results employ the SWOT analysis method, identifying strengths, weaknesses, opportunities, and threats in IPEd. The problem tree analysis uncovers five root causes, leading to the development of action plans for stakeholders to improve the state of indigenous education in Pili by comprehensively addressing various challenges.

As a result of data analysis, five strategies can be proposed to address educational challenges:

1. **Alternative Sources to Cover Limited Budgets:** Involves income-generating activities, collaboration with NGOs, and volunteer programs for extracurricular activities.
2. **Motivating IP Parents for their Children's Education:** Aims to address the lack of parental education by providing alternative learning opportunities and establishing a spokesperson for IP communities in meetings with governmental stakeholders.
3. **Alternative Means to Address Financial Capacity of IP Families:** Focuses on providing skills training programs aligned with market needs and improving awareness about available scholarships.
4. **Enhancing Cooperation Among Education Stakeholders:** Advocates for the representation of the IP community in decision-making processes, drawing inspiration from successful international examples.
5. **Elevating Awareness of IP Culture:** Aims to address challenges such as discrimination and bullying through showcasing IP culture within schools, promoting extracurricular activities, and educating the general public about IP culture.

Implementing these strategies may enhance indigenous education in Pili, fostering a more inclusive and supportive educational environment for all. Ultimately, the proposed strategies seek to bridge the gap between policy intentions and practical realities, working towards a more equitable and meaningful educational experience for indigenous communities in the Philippines.

8. Limitations and Recommendations for Future Study

Our research, focusing on the challenges faced by educational and governmental stakeholders in Pili from a socioeconomic perspective, had inherent limitations that affected its scope. One significant constraint was our emphasis on socioeconomic aspects, excluding an in-depth exploration of school curriculum, instructional methods, and indigenous knowledge. This limitation hinders a holistic understanding of Pili's educational landscape. Additionally, due to time constraints and permission issues, the IP community was not explored, underscoring the need for future studies to address this gap and incorporate the unique challenges faced by IP communities.

For future research, prioritizing permissions and conducting thorough investigations within Indigenous Peoples communities is essential. A detailed analysis of the school curriculum, teaching methodologies, and instructional practices would provide a nuanced understanding and contribute to the design and development of targeted interventions. Lastly, longitudinal studies would offer a dynamic perspective, tracking changes over time for a more comprehensive view of challenges faced by stakeholders.

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Working Group 2

Governance

Decision-Making and the Pili Public Market Expansion: A Case Study on the Municipality of Pili's Approach to Stakeholder Involvement

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1. Introduction

Stakeholder involvement is crucial in decision-making, ensuring more comprehensive and sustainable choices that reflect the interests of diverse parties. It is important for governments to implement mechanisms that engage stakeholders in collaborative and transparent decision-making. In this study, how the Municipality of Pili, Camarines Sur, Philippines, has endeavored to create an inclusive process for the Pili Public Market expansion is explored, including how the municipal government has integrated diverse perspectives, addressed concerns, and aligned the market's development with community needs and sustainable development goals.

1.1 About the Municipality of Pili

The Municipality of Pili is the capital of the province of Camarines Sur, situated in Region 5, or the Bicol Region, of the Philippines. Pili has an area of 126.25 square kilometers and a population density of 786 per square kilometer. It is a 1st class municipality with a population of 99,196 people according to the 2020 census (Pili Profile–Cities and Municipalities Competitive Index, n.d.). Pili is politically subdivided into 26 barangays, the smallest political unit in the Philippines (Pili, Camarines Sur Profile–PhilAtlas, n.d.).

1.2 Current Pili Public Market: Overview and its Status

The current Pili Public Market is located alongside the Maharlika Highway, a major thoroughfare, in Barangay Old San Roque in Pili. It serves as an operating hub for local vendors, offering a wide range of wet and dry goods, including fresh produce, ready-to-wear clothes, and handicrafts (See Appendix A). It contributes significantly to the town's economic activity and is central to community commerce. The market typically bustles with activity, especially during peak hours, with a diverse range of buyers and sellers.

However, Pili's public market became congested, surpassing its capacity to accommodate the existing demands of consumers and vendors adequately. Specifically, there is increased traffic along the highway area, a lack of parking facilities, especially for customers, and insufficient hygiene facilities, contributing to the deterioration of the overall condition of the market area. As such, the Pili municipal government decided to build a more modern and new public market (Municipality of Pili, 2023). Their initiative began with a proposed project plan in 2016, and the budget was approved in 2020 after adjustments and negotiations.

1.3 The New Pili Public Market: Progress on Expansion Efforts

The construction of the public market expansion project commenced in April 2021 during the COVID-19 pandemic and is located right behind the current Pili Public Market (see Appendix B). The Pili Public Market development is a three-phase project funded by the national government, mainly through the General Appropriations Act (GAA) of the Republic of the Philippines of 2021. The phases are categorized according to the types of products sold by vendors. Phase 1 will establish sections for fruits, souvenirs, vegetables, eggs, pre-prepared food, eateries, ready-to-wear (RTW) clothing items, secondhand clothes, and footwear. Phase 2 is dedicated to accommodating wet goods, including fish and meat. Phase 3 will include native products (plasticware, glassware), dried fish, handicrafts, rice, and grocery items. These categories sum up to 15 sections, overseen by a designated section leader for the vendors, who are referred to as federation heads. As of November 2023, the project is in Phase 1, resulting in the temporary relocation of many vendors due to construction (see Appendix C). As per the relocation information outlined by the Economic Enterprise Office

(EEO) of the municipality, 107 out of a total of 290 stalls were temporarily relocated under Phase 1 to four designated streets around the current market area (Economic Enterprise Office, n.d.). The new building will be accessible and have modern features, which include two elevators, a ventilation system, standard hygiene facilities, a water treatment facility, gender-sensitive toilets, a lactation room, access for people with disabilities, a bridge connecting both the old and new market buildings. and 55 parking spots. These measures aim to ensure improved facilities for both vendors and consumers.

The inauguration of Phase 1 of the Pili Public Market is expected by November 2023 with preparations concluded within 2024. Meanwhile, plans for Phases 2 and 3 have not yet been finalized. The overall project had a budget of ₱770 million, which was significantly reduced due to limited resources. Phase 1 has been allocated ₱240 million, while Phase 2 has an initial budget of ₱37 million, pending receipt for utilization in 2024. The construction of the new Pili Public Market involves various government offices, encompassing both national government entities, specifically the Department of Public Works and Highways (DPWH) Region 5, and specific local authorities within the Municipality of Pili.

1.4 The Challenge of Relocation and Transition

The relocation of vendors' stalls entails much more than physical transfer to a new location; it is a comprehensive process encompassing preparation, monitoring, and potential impact on various stakeholders, including the local government, vendors, and consumers. However, decision-making concerning the public can be challenging given the involvement of various stakeholders, especially when available resources are limited. Different opinions and solutions proposed by these stakeholders may prevent making more timely decisions, resulting in disregarded or neglected community consultation efforts.

Therefore, in the discourse of development projects such as this one, it is essential first to understand the relationship among and roles of the different stakeholders in terms of who makes the decisions, who is accountable, who is consulted, and how much interest and influence these actors have in the finalization and implementation of changes made.

1.5 Conceptual Framework: Sustainable Development Goals

In line with the broader developmental context, this study employs the Sustainable Development Goals (SDGs) as its conceptual framework. Specifically, the principal focus in this case study of the Pili Public Market expansion project aligns with SDG 16 (Peace, justice, and strong institutions), underscoring the governance considerations in the decision to relocate vendors through its market expansion plans. The emphasis on inclusive democratic governance ensures that decision-making processes are transparent and fair, aligning with the principles of SDG 16. SDGs 9 (Industry, innovation, and infrastructure) and 11 (Sustainable cities and communities) play crucial roles—addressing infrastructure needs and the impact on community livelihoods, respectively—as secondary considerations revolving around the central theme of governance embedded in SDG 16.

2. Review of related literature

2.1 *The Definition and Socioeconomic Relevance of a Public Market*

A public market is a building, place, or structure that is owned and/or managed by the local government determined by their *Sanggunian* (legislative council) to provide the public with essential food items together and other merchandise (Isolana, 2021). Various vendors rent spaces in the market to sell affordable products. Public markets are sometimes referred to as “wet markets”, and in Filipino are commonly called *palengke*.

Public markets are considered the local community’s economic and sociocultural center (Isolana, 2021). Economically, they serve a fundamental role as commercial centers that support local economic development. The market provides an affordable and convenient space for medium and small-scale entrepreneurs to establish and grow businesses, creating employment opportunities for residents, and supporting their livelihood. This can encourage local people to become job creators by starting small businesses rather than becoming job seekers amidst diminishing quality employment opportunities in developing countries (Weng & Kim, 2016). In the Pili Public Market context, it serves as a local economic enterprise (LEE) with a central role in increasing revenue for the municipality.

2.2 *Prospective Impact of Market Vendor Relocation*

Beyond the expected positive effects of decongestion and modernization of the public market and boosted economic activity, some disadvantages may also arise depending on the effectiveness of the planning and implementation and the relocation of its vendors. Although the Pili Public Market may differ from typical market relocation studies, which have new locations, the researchers found similarities with other cases in terms of relevance, given similar transitions being experienced (such as stall location changes, new rental fees).

For economic impact, according to a study by Asiah et al. (2020), merchants had to deal with lower income given fewer buyers due to relocation, especially those customers with whom they have established close relations (as cited in Kusumaningrum et al., 2020). Similarly, another study conducted by Yunitasari and Nasiwan (2019) on an Indonesian market relocation observed consequences such as lowered social engagement between sellers and buyers; infrastructure and facilities with limited improvement and maintenance; increased expenses for vendors in terms of electricity, transportation, and other essential expenses; and vendors experiencing trouble saving (as cited in Kusumaningrum et al., 2020).

Lastly, Warsono et al. (2016) further cited cases of relocation failure, which they attributed to whether the relocation program was adequately explained, if the groups involved in the relocation were engaged, and if the government provided appropriate support or sufficient aid in relation to the relocation. In summary, the above considerations underscore the potential impact of a market relocation on vendors' income, future business sustainability, and the continuity of their established relations with customers.

2.3 *Balancing Between the Top-down and Bottom-up Approach*

In terms of the bottom-up engagement and approach to governance, this can occur when interested parties have enough influence to affect previous top-down decisions. This becomes more plausible when the public directly interacts with decision-making bodies or engages in a two-way conversation with other interested parties and stakeholders to reach a decision (Reed et al., 2017). More recently, both Nunnes et al.

(2021) and Huttunen et al. (2022) found that community engagement in municipalities is generally undertaken as a top-down approach involving multiple stakeholders, such as enterprises, government agencies, and the municipal administration, with the goal of obtaining public opinion and feedback on the city's planning and development (as cited in Anthony, 2023). However, a bottom-up decision-making approach may have disadvantages. Both Larson and Lach (2008) and Zeitoun et al. (2011) showed that in contrast to more formalized, top-down processes where power dynamics are thought to be more effectively controlled, bottom-up processes with significant power asymmetries are more likely to suppress the interests of weaker actors (as cited in Reed et al., 2017). Thus, appropriate strategies must be considered for more effective decision-making.

According to studies by Anthony Jnr (2021), Caryannis et al. (2021), and Warnke et al. (2023), taking as an example the approach to smart cities, defined as technologically modern urban areas, due to its highly technical nature, decision-makers are usually government experts who may not be in line with the interests of the community (as cited in Anthony, 2023). Bouzguenda et al. (2019) and Huttunen et al. (2022) pointed out that having open platforms for residents to communicate their interests and co-create solutions alongside the government is necessary for community involvement to be effectively implemented (as cited in Anthony, 2023). Therefore, as Berntzen and Johannessen (2016) have argued, community involvement is vital for better services and solutions, given how this capitalizes on citizen expertise and knowledge, decreasing the risk of project failure (as cited in Anthony, 2023). The residents of the city must be democratic contributors from the start to the end of the project in order to achieve a co-creation process (Carayannis & Campbell, 2014, as cited in Anthony, 2023).

Ibrahim et al. (2017) and Choque et al. (2019) further noted that focus groups, city hall meetings, public hearings, citizen juries, surveys, and digital platforms facilitate community involvement worldwide (as cited in Anthony, 2023). It is essential to involve all voices in the community engagement processes, including smaller, marginalized groups (Fredericks, 2020, as cited in Anthony, 2023). This can be made possible through strategies like communicative planning by the government, which implies interaction with stakeholders such as expressing ideas, formulating arguments, discussing differences, reaching understandings, and finding consensus on a course of action. This would counter tendencies toward a more detached, expert-driven plan-making and empower the community to build a culture of trust and interdependence (Watson, 2002). Overall, this helps the needs and concerns of involved stakeholders to be better addressed.

2.4 Understanding Collaborative Governance

Given these points, a collaborative approach to decision-making is deemed critical to achieving more equitable results. Positive public perception enables a more fruitful approach with equity, comfort, and acceptable development for those affected (Kusumaningrum et al., 2020). Similarly, Cai et al. (2023) point out that collaborative decision-making is one of the most effective and important tools decision-makers use to make decisions through open communication and collective problem resolution.

In recent decades, collaborative governance emerged as an alternative to managerial and adversarial techniques of policy-making and implementation due to past governance shortcomings, especially when high-level decisions are implemented at the ground level (Ansell & Gash, 2008). Our study utilizes the

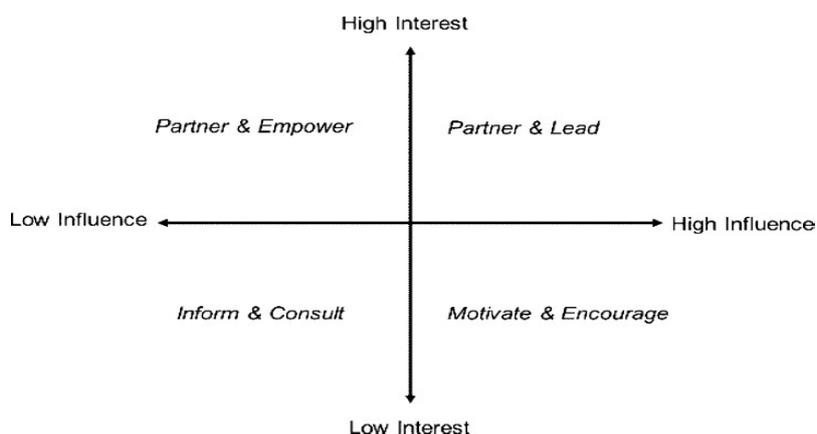
definition by Ansell and Gash (2008) that collaborative governance is where one or more public agencies actively include non-state stakeholders in a formal, consensus-driven, and deliberate collective decision-making process that strives to carry out public policy or administer public programs or assets. This process brings public and private stakeholders together to participate in consensus-oriented decision-making. Achieving consensus as an outcome is not necessary; rather, the deliberate, formal, and multilateral approach towards achieving consensus is essential (Ansell & Gash, 2008).

2.5 Theoretical Framework on Collaborative Governance

Implementing collaborative governance entails four core building blocks. This revolves around the what (context of collaboration, enablers, barriers), why (drivers and incentives to collaborate), who (stakeholder participation, played roles), and how (degree of collaboration to achieve outcomes, appropriate structure or strategies) (Malekpour et al., 2021). Deciding on these building blocks is influenced by the targeted level of impact, which may focus on the project itself or something even wider in scope or more transformational. Collaborative governance implies an intention to go beyond a business-as-usual approach, which may involve more top-down decision-making (Malekpour et al., 2021).

Using the basic analytical tool designed by Malekpour et al. (2021), participating stakeholders (different government offices and committees, vendors, and consumers) can be positioned within this matrix with the x-axis the level of influence and y-axis of interest (Figure 1). Based on their position within the diagram and keeping the impact in mind, stakeholders can be analyzed in terms of involvement, whether they can or should serve as partners and co-leaders, or if they can or should be further empowered and encouraged based on the goals of Pili’s market expansion project.

Figure 1: Mapping Stakeholders by Interest and Influence



Source: Malekpour et al., 2021

Collaborative governance can be implemented on five levels. First is *coordination*, where the stakeholders involved essentially act independently, with only necessary engagement conducted. Second is *informal connections*, which involve unofficial discussions and information exchange through working relationships, networks, and the like. Third is *coordinated forums* which is a formal approach to discuss and exchange knowledge on the project, such as the planning, operation, and service delivery stages. Fourth is *temporary structures*, which entail more ad-hoc-based structured stakeholder collaborations, such as through a task force

to help lead or support project activities to ensure proper project implementation. Lastly, *ongoing structures* are established practices that are more common for large-scale transformative projects that require a mandate to embed roles and responsibilities (Malekpour et al., 2021). Evaluating Pili's approach to the *interest and influence* framework and these diverse levels of collaborative governance can offer valuable insights for this study.

3. Case Study of the Pili Market Expansion

3.1 Problem Statement

Expanding a public market may not be as straightforward as it appears. Several steps must be undertaken due to the involvement of numerous stakeholders who may or may not contribute to decisions that will impact the larger Pili community. Given the municipal government's decision to expand and modernize the public market because of its congested state, poor hygiene and overall facilities, it is necessary to ensure that the impacts of this project on stakeholders are taken into account. The success of this project depends on the decision-making processes that may or may not consider the input of key stakeholders, including the national and local government offices involved, relocated market vendors, and customers. Thus, this research aims to generate a more comprehensive understanding of the decision-making approach in the Pili Public Market expansion process. Moreover, it aspires to provide helpful insights into the existing decision-making processes within the local government, utilizing the Pili Public Market in Camarines Sur as a case study.

3.2 Research Objectives and Questions

The primary objective of this research is to provide observations and insights regarding the decision-making processes of three key stakeholders: involved government offices in the Pili municipality, relocated vendors, and consumers. To achieve this objective, the study examines the relationship and interaction between government offices involved in the market expansion decision-making process. Additionally, it investigates the extent of involvement of vendors and consumers in the government's decision-making process. Ultimately, the research aims to identify the extent of collaboration within the decision-making processes concerning expanding the Pili Public Market.

To fulfill these research objectives, the researchers utilized the following primary and sub-questions:

1. What is the decision-making process in the expansion of the Pili Public Market?
 - How do the involved government offices and committees in the Pili Public Market expansion interact and collaborate in decision-making?
 - Are the relocated vendors involved in the government's decision-making process in relation to the Pili Public Market expansion? If yes, how so?
 - Are consumers involved in the decision-making process of the government in relation to the Pili Public Market expansion? If yes, how so?
2. How collaborative are the decision-making processes related to the Pili Public Market expansion?

3.3 Significance of the Study

This study has the potential to contribute to a better understanding of decision-making processes for urban development projects not only within Pili but also in similar cities and municipalities. By exploring the

degree of collaborative decision-making among stakeholders, the research may provide a concrete example of the benefits of involving non-state actors in the government's decision-making processes and how this can be better integrated into the planning, implementation, and evaluation of urban development projects. Starting with a more comprehensive understanding of how these stakeholders interact, collaborate, and contribute to the decision-making process can help identify strengths, weaknesses, and areas for improvement in local development projects.

Additionally, the research offers observations and suggestions on how decision-making processes can be enhanced in terms of transparency, inclusion, and equity, which contribute to improved stakeholder satisfaction and more sustainable outcomes. For instance, more collaborative strategies like communicative planning, coordination mechanisms, and proactive stakeholder engagement can inform government policy and decision-making practices.

4. Methodology

4.1 Data Collection and Methodology

Through a case study approach, the study includes data from various stakeholders, specifically local government representatives (n = 5), vendors (n = 21), federation heads (n = 6), and consumers (n = 20). Fieldwork was conducted from September 11 to 15, 2023, through a non-probability convenience sampling method.

The key informant interviews (KII) with the five government offices were conducted over two days using a set of guide questions (See Appendix D). The research team visited the Municipal Administrator and the EEO on the first day and the Office of the Mayor, Municipal Planning and Development Office, and Municipal Engineering Office on the second day. The mayor briefly accompanied the research team to the relocation site, and the EEO also willingly provided documents and reports relevant to the public market expansion project.

The composition of vendor participants is 71% female and 29% male, ranging from 20 to 62 years old. Their duration as stall vendors in the Pili Public Market ranged from a year to 42 years. 48% of the participants have been temporarily relocated for between one and 2.5 years. For federation heads, there are three females and males between 36 to 65 years of age. They have worked as vendors in the market for 13 to 40 years, with four of them temporarily relocated. Overall, there were significantly more female participants of diverse ages and market experience. Consumers were 70% female and 30% male. Among these participants, one respondent goes to the market "every day," 50% of them "often," while 45% "sometimes" go there.

For vendors and consumers, data collection utilized a short survey to gather basic information and elicit their perceptions and opinions regarding the relocation and expansion process, utilizing open and closed questions and Likert scale questions (with 1-Highly negative and 5-Highly positive). The researchers used the survey to guide their discussions and conducted short one-on-one interviews with both vendors (See Appendix E) and consumers (See Appendix F). To confirm their participation, a standard consent form with detailed information about the study and their rights as participants (i.e., voluntary participation, confidentiality) was distributed in accordance with ethical guidelines.

Filipino and English versions of the questions were prepared for the surveys and interviews. The researchers also sought support from one local partner in Pili to help translate from English to Bikolano (the local dialect in Pili) during certain KIIs and one-on-one interviews. Filipino was also used for interviews as the national language of the Philippines. For government representative interviews, English was also used for communication.

In addition, as secondary data, the researchers reviewed and assessed academic journals, relevant documents, government and organizational reports, existing and upcoming policies, and initiatives, specifically for the Pili Public Market or other market relocation or expansion studies.

4.2 Scope and Limitations

The research team recognizes the constrained time period available for data collection in Pili, which resulted in the limited data and responses gathered. A few challenges also arose regarding the willingness and availability of respondents to participate in the study. For instance, the EEO supported the research team in recommending potential interviewees for the study. However, the research team recognized that this may impact the honesty and accuracy of participants' responses. Moreover, the researchers observed a clear hesitation from some participants to share their opinions regarding the impact of relocation, given that it will be relayed to government leaders. The researchers assured anonymity to encourage their participation. In contrast, other participants willingly took the opportunity to relay their opinions regarding the market project.

Regarding the scope of this study, it specifically covers engagements and impact involving Phase 1, given its ongoing progress. Although stakeholders' opinions may shift after Phase 1, it aims to provide insights not only for Phase 2 and 3 of the market but also for future urban development projects. Moreover, due to time constraints, the study only covers three groups of stakeholders: government representatives, vendors, and consumers. The consumers were specifically sourced from the researchers' partner university. For future research, stratified probability sampling may increase the validity of the results. In addition, covering other stakeholders, such as unregistered vendors, producers, and transporters, may provide a more holistic analysis of the market expansion project and its overall stakeholder engagement process.

Lastly, the researchers also reached out to set up an interview with one of the key national actors in the market decision-making process, the DPWH; however, there was no response. A discussion with DPWH may help provide more insight into the nature and effectiveness of the collaboration and decision-making dynamic between the national government and the Municipality of Pili.

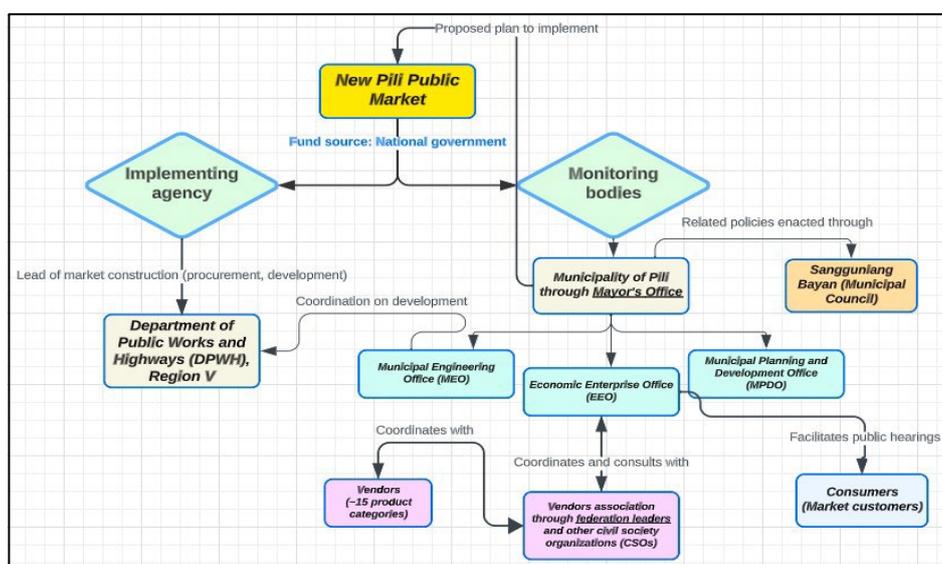
5. Results and discussion

5.1 Government-led Decision-making Processes

Through the KIIs, the researchers created a diagram (Figure 2) to illustrate the interaction between different government offices and how this relates to their decision-making processes with the implementing agency for this development project in partnership with the Municipality of Pili. The Municipality of Pili, serving as the local stakeholder, assumes a co-decision-making and monitoring role, primarily under the leadership of the Mayor's Office, from which the project proposal for the market expansion originated.

Under the Mayor's office, three key departments in the municipal government play pivotal roles. Firstly, the Municipal Engineering Office (MEO) helps oversee and manage the site construction in collaboration with the DPWH. However, in terms of procurement of materials, the DPWH oversees this entirely, given the budget source. Secondly, the EEO is committed to managing and supporting stallholders, including guidance and consultations regarding the transition to the new market and stall relocation processes. Thirdly, the Municipal Planning and Development Office (MPDO) oversees all of the municipality's urban development projects, including the advancement of the market expansion. Additionally, the Sangguniang Bayan, or Municipal Council, is involved in the market's expansion in the crafting, deliberation, and approval of ordinances and other legislative guidelines to enable project progress.

Figure 2. Relationship of government actors in the decision-making process in the Pili Public Market expansion



Source: Authors

The Municipality of Pili took certain steps to facilitate the relocation process. First, they allocated ₱5 million to set up the vendors' temporary relocation site. Additionally, to ease certain consequences of this setup, the municipality opted to forego collecting rent or taxes from the relocated stallholders during this transition period.

Second, in terms of information dissemination, the EEO utilizes its established formal system with federation heads to aid with information dissemination. EEO regularly coordinates with federation heads on updates and concerns, who then individually conduct efforts to circulate information to the vendors from their sections. EEO also sets up meetings in which both federation heads and vendors participate and share their feedback. However, despite the existence of by-laws and regulations, EEO recognizes a gap regarding the need for more organized formal practices amongst federation heads and how a dedicated office space may be beneficial for them. In addition, EEO shared that it has yet to elect a new federation president, who serves a 2-year term, which consequently may contribute to certain communication gaps.

Third, the EEO also conducted public hearings both before and during the ongoing construction process. These hearings aimed to inform and engage the public, including vendors and consumers, in the process.

EEO officials disclosed receiving numerous complaints from vendors concerning reduced product sales, customers' difficulty locating them, and inconveniences related to the relocation site. The EEO officials then respond accordingly to address and alleviate their concerns.

In terms of adjustments to be made in the management of the new market, the Mayor mentioned that the Municipal Treasurer’s Office will manage and centralize the rent and utilities collection from the stallholders, while the additional collection of a “goodwill payment” required for transitioning to the new building will be limited to new occupants and does not apply to existing stallholders. The specific amount has yet to be finalized but will also depend on stall size. Overall, the local government has taken measures to engage with stakeholders and address their concerns, focusing on improving the market's infrastructure and facilities to benefit vendors and customers and, more broadly, the entire Pili population.

5.2 Involvement of Vendors in Decision-making Processes

The involvement of vendors and federation heads in decision-making regarding the Pili Public Market can be further described and assessed in terms of the perceived impact on the market expansion, their knowledge of the project details, and their means of participation and collaboration with local government. In addition, the current impact of the temporary relocation of the vendors will be covered. Descriptive statistics (mean, mode, standard deviation) are tabulated to differentiate between federation head and vendor ratings for comparison.

Regarding the perceived impact of the expansion project, Table 1 indicates that vendors (n=21), regardless of whether they have been relocated during Phase 1 or at later phases, share similar ratings, with a somewhat positively perceived impact (average=3.27 and mode=3.00) regarding the market expansion. It is worth noting that the standard deviation of 1.35 to 1.42 reflects an observable divide, whether it is more positive or negative. Similar ratings are found for federation heads (n=6). Upon further discussion with the vendors through follow-up questions, vendors often expressed worries related to the uncertainty regarding their future sales, loss of previous customers due to the transfer, and a less accessible location given the distance from the main highway and/or their previous stall. Both federation heads and vendors acknowledge the possible benefits regarding improved stall organization and new facilities. Despite the apparent apprehension of many respondents, the frequent response of 3.00, the midpoint response, relates to their assessment of a challenging adjustment, especially for the initial months upon transfer, but recognizes that it may contribute to the growth of the Municipality of Pili.

Table 1: Perceived impact of the market expansion project (1- Very negative, 5- Very positive)

| Comparison table(Table 1) | Mean | Mode | Standard deviation |
|-------------------------------------|------|------|--------------------|
| Federation heads(n = 6) | 3.50 | 4.00 | 1.64 |
| Relocated vendors[Phase 1] (n = 10) | 3.30 | 4.00 | 1.42 |

| | | | |
|---------------------------------------|------|------|------|
| Other vendors [Phase2, 3] (n = 11) | 3.27 | 3.00 | 1.35 |
| All vendors [Allphases] (n=21) | 3.29 | 3.00 | 1.35 |

However, at present, 10 out of the 21 vendors have been temporarily relocated, ranging a total of 1 to 2 years total. Table 2 below reflects an apparent dissatisfaction with their interim state, with relocated vendors (n=10) generating an average of 2.40 and a mode of 2.00, reflecting the negative impact of the relocation on their livelihood. More notably, relocated federation heads (n=4) indicated “very negative” impact (average=1.00; mode=1.00), which may be reflective of their more critical attitudes as the designated representatives of their vendor category. Reasons cited by both federation heads and vendors include lower and slower sales, loss of customers, and less accessible locations, with one stall owner noting their shop had to close for several months due to these reasons. In addition, heavy rains are challenging for them, given the less stable set-ups of the temporary stalls, usually made from low-grade materials.

Table 2: Impact of current temporary relocation (1- Very negative, 5- Very positive)

| Comparison table(Table 2) | Mean | Mode | Standard deviation |
|---|------|------|--------------------|
| Federation heads (n=4 out of 6 respondents) | 1.00 | 1.00 | 0.00 |
| Phase 1 Relocated Vendors (n=10 out of 21 respondents) | 2.40 | 2.00 | 1.26 |

In terms of their knowledge regarding the market expansion project, which relates to their involvement in the decision-making processes, Table 3 indicates a clear difference in results between federation heads and vendors. Federation heads (n=6) have more clarity regarding project details and developments, with an average of 3.67 and mode of 5.00 for “very clear.” In contrast, vendors (n=21) were less informed (average=2.67), with Phase 1 relocated vendors being somewhat more informed (average=2.95; mode=3.00) than the other vendors (average=2.41; mode=4). However, when all respondents were asked about the new rental rates, many mentioned that it was still undecided or that they had no idea. Only 8 out of 27 participants knew about rates, reflecting an observable knowledge gap. For instance, one federation head discussed how information is disseminated:

[My level of understanding regarding the expansion is] 5 because we are always consulted by the market supervisor, EEO. Three years ago, [funds were] granted by the national government, which is used for the [new] building. We were asked to attend the meetings, showing us the rationale and the design, [and] I was able to consider what would be the consequences or what would be the effects. (Personal communication with authors, September 12, 2023)

On the other hand, a vendor commented on how they are too preoccupied with managing their stalls to stay updated with the progress of the project:

We learned about [the market expansion] from our mayor. Some funds came from the government, and they will have it renovated. I do not know much because we are too busy, so we do not have time for it. Maybe [the level of my understanding about the market expansion] is 2 [because] we are not the ones going to be relocated there. (Personal communication with authors, September 12, 2023)

Table 3: Knowledge regarding the market expansion project (1- Not clear at all; 5- Very clear)

| Comparison table(Table 3) | Mean | Mode | Standard deviation |
|--|------|------|--------------------|
| Federation heads(n = 6) | 3.67 | 5.00 | 1.21 |
| Relocated vendors[Phase 1] (n = 10) | 2.95 | 3.00 | 0.76 |
| Other vendors [Phase 2,3] (n = 11) | 2.41 | 2.00 | 0.97 |
| All vendors [All phases](n=21) | 2.67 | 3.00 | 0.90 |

Furthermore, the respondents were asked through an open-ended question to describe their participation in the consultation process, which were categorized based on similarities in response, as summarized in Table 4.

Table 4: Description of participation in the consultation process

| Comparison table(Table 4) | Federation heads (n = 6) | Vendors (n = 20) |
|---|--|---|
| How vendors described their participation in the consultation process | <ul style="list-style-type: none"> • Providing suggestions on planning [2] • Voicing their opinions/concerns[2] • Attending meetings [1] • Participated in asite visit [1] | <ul style="list-style-type: none"> • Attended meetings/orientation on project progress [17] • Voicing their opinions/concerns that were not necessarily addressed [2] • Uncertain as another family member was more involved [1] |

| | | |
|----------------------------|--|---|
| Frequency of participation | <ul style="list-style-type: none"> • Whenever the municipality calls for a meeting [4] • More than ten times [2] | <ul style="list-style-type: none"> • Whenever the municipality calls a meeting [11] • Never [1] • Around once a month [1] • 1-5 times so far [4] • 6-10 times so far [5] |
|----------------------------|--|---|

The frequency of participation of federation heads is notably higher than vendors, with more in-depth involvement, as captured through representative testimonies. The majority of the responses by federation heads highlighted the efforts to gather insights and feedback from the vendors:

[The municipality] is getting our opinions, and the best opinions or the best suggestions will be passed on to the higher officials for consideration. (Personal communication with authors, September 13, 2023)

Our meeting [last month] was [held] in the basement [of the new relocation site], so we were able to go for [a site visit]. We went around. . . saw the facility, so we were able to identify the [new] spaces for us. After [this], we were instructed to make our [suggestions] regarding the rebuilding. . . what our [preferences] and demands are. (Personal communication with authors, September 12, 2023)

On the other hand, some vendors and a federation head shared that despite participating in meetings, their feedback is unlikely to result in any changes, which may imply that the meetings are more informative than consultative in nature:

There was an invitation by the LGU. . . I attended the consultations about three times... as to what is happening [and] if it is about to finish. (Personal communication with authors, September 12, 2023)

If there is already a plan, we cannot do anything because it is a plan of the office. It is already there. (Personal communication with authors, September 12, 2023)

[The government's] plans are already made. That is very clear, although there were also meetings. The only thing we can do is to agree on the planning. (Personal communication with authors, September 12, 2023)

Maybe I participated in meetings [monthly]; they did not lack doing consultations . . . To be honest, what they have decided is set, there is no use to contradict them. They are sharing and updating the details. They will listen to our concerns and write it down, then nothing happens afterward. (Personal communication with authors, September 12, 2023)

The key concerns and suggestions imparted by the respondents to the municipality can be summarized as follows: first, they express keen concern over stricter management of unauthorized or unofficially registered vendors outside the new Pili Public Market, given how their presence, typically in more accessible areas, contributes to lowered sales for those in their assigned stalls. Second, the rise in stall rent prices, with a proposed ₱25.00/sqm/day, was hoped to be lowered, especially during the first few months after the transfer, given a likely two- to three-time increase, depending on stall dimensions (e.g., a 2 by 3 feet stall costing ₱2,400 or \$43 USD increasing to ₱4,500 or \$81 USD). According to the Municipality of Pili, the current price is outdated and based on a 2010 ordinance which is not aligned with the rise in prices to date. Furthermore, the municipality promised that as long as the vendor is paying the rent on time, they will not be asked to pay the goodwill payment. Third, vendors strongly support the organized division of product sections for better customer experience. Lastly, they emphasize the need for in-depth and clear consultation regarding the location of their stalls, given how this relates to customer access and sales.

Comparing the perceptions of vendors and federation heads, vendors, who are less informed and involved, feel more anxiety about the impact of the expansion due to uncertainty about their livelihood, lower sales, and high rental fees. Federation heads, who are more closely involved, similarly express worry and criticism about these matters, especially regarding the negative impact of their temporary relocation. However, the majority recognized the importance of the market expansion project to the long-term growth of the municipality through a more organized and convenient public market.

5.3 Involvement of Consumers in Decision-making Processes

The impact of the market relocation, as perceived by consumers, is marked by a prevailing sense of optimism and positive expectations. Respondents anticipate various benefits, including a more organized and spacious market, improved facilities, and increased business opportunities. Notably, some consumers highlight specific issues with the current market, such as narrow roads and water-related problems, expressing hope that the relocation will address these concerns.

Regarding information dissemination, respondents rely on diverse sources to stay informed about the market relocation, including personal observations, official notices, municipality documents, social media, and public announcements. This indicates a proactive interest among consumers in understanding the changes associated with the relocation.

Despite the optimism, some consumers express uncertainty about what to expect from the new market, revealing a level of doubt or ambiguity surrounding the transition. One respondent raised concerns about potential delays in the relocation process, citing political factors as potential obstacles, which introduces an element of skepticism among some consumers.

Financial considerations, while not explicitly mentioned in most responses, are indirectly suggested by some consumers who foresee increased business opportunities with the market expansion. This implies that consumers recognize potential economic implications associated with the relocation.

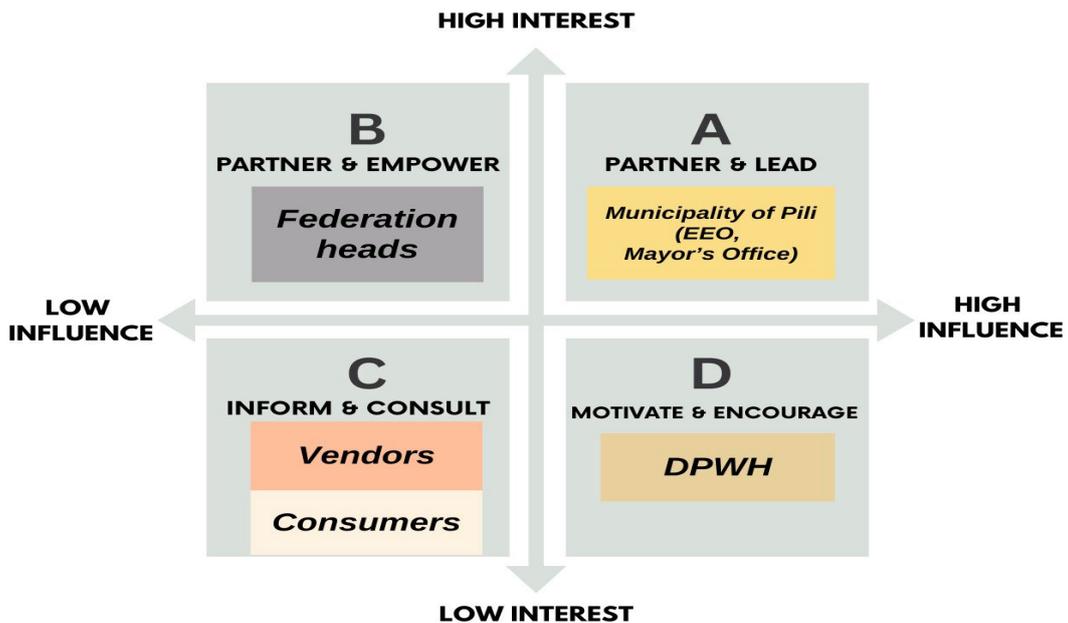
Regarding consumers' knowledge about the expansion plans, the average rating on the Likert scale question (n=20, with 1 as no knowledge and 5 as very clear) is 3.28, indicating a moderate level of knowledge. This knowledge is primarily based on the awareness of an ongoing market expansion project.

In terms of consumer involvement, our findings reveal that while consumers were welcome at public hearings facilitated by the EEO, only one out of the 20 consumers interviewed actively participated. This suggests a gap in the awareness or participation of consumers in the public hearings on market relocation, underscoring the need for enhanced communication and engagement strategies to ensure the inclusion of consumer perspectives in decision-making processes.

5.4 Stakeholder Map: Collaborative Decision-making in the New Pili Public Market

Given this study’s findings and utilizing the framework of Malekpour et al. (2021), Figure 3 below provides the stakeholder map for the collaborative decision-making processes in the market expansion project. The three key stakeholders—government, vendors, and consumers—have been categorized into their respective quadrants based on their interests and influence. Certain stakeholders are divided into separate quadrants, given the different levels of involvement, such as vendors and federation heads, as well as the national and local representatives, which are the DPWH and the Municipality of Pili, respectively.

Figure 3. Stakeholder map in relation to collaborative decision-making processes in the New Pili Public Market



Firstly, the Municipality of Pili is placed in Quadrant A, indicating its high interest and influence, allowing it to lead certain decisions. Secondly, federation heads are situated in Quadrant B, demonstrating significant interest but lower influence given their inferior decision-making power. Thirdly, although vendors possess a high level of interest, they are positioned in Quadrant C. This deliberate placement within the stakeholder map is based on the observation that they are primarily informed and consulted rather than actively partnered with and empowered. Similarly, consumers are also situated in Quadrant C due to their relatively low interest and influence in the market’s decision-making process. Lastly, the DPWH is located in Quadrant D, reflecting its substantial influence due to its oversight of the project implementation. However,

its interest as a national actor is comparatively lower than that of Pili's, given the municipality's goal to make its market a central economic driver for the municipality.

6. Summary and conclusion

This research aimed to scrutinize the decision-making processes related to expanding the Pili Public Market, centering on government offices, vendors, and consumers as key stakeholders. On the local level, the study identified a structured decision-making approach led by the Mayor's Office, with the Economic Enterprise Office overseeing the relocation process for the vendors. While government efforts were evident in engaging stakeholders and addressing concerns, there remains room for improvement in collaboration, especially in incorporating vendor input.

To address the first research question describing the decision-making process, this study reveals a more top-down approach marked by information dissemination and consultation. In the current system, information from the municipality is mainly disseminated by the EEO through the federation heads, who aggregate and relay the feedback specific to their vendor section. However, a number of vendors pointed out that their concerns are likely to have no impact, indicating that there is room for improvement in the collaboration process between the city government and vendors.

Regarding the second research question on how collaborative the decision-making process is, the findings indicate transparency but highlight a need for improvement, especially with vendors. Government officials actively seek stakeholder input, yet some vendors perceive the plan as rigid, emphasizing the need for increased clarity and openness to adjustments based on stakeholder insights. The collaborative governance framework proposed by Ansell and Gash (2008) emphasizes the active inclusion of non-state stakeholders in a formal, consensus-driven decision-making process. In the Pili Public Market expansion case, our study reveals elements of collaborative governance but also points to areas where the deliberate, formal, and multilateral approach to achieving consensus could be strengthened.

In summary, the decision-making processes for the Pili Public Market expansion showcase commendable efforts initiated by the Municipality of Pili, featuring transparent communication channels and stakeholder consultations. The study underscores the need for enhanced collaboration, particularly with vendors, to ensure a more inclusive and impactful decision-making framework. Specifically, addressing identified gaps in comprehension and encouraging vendor empowerment will contribute to more effective urban development projects such as the market expansion.

Additionally, the study aimed to understand the dynamics of interaction among stakeholders and the overall collaboration in the market expansion. Findings revealed a structured decision-making approach initiated by the Municipality of Pili, with efforts to engage stakeholders, address concerns, and ensure a smooth relocation process to the new market. The involvement of vendors and federation heads was assessed through factors such as perceived impact, knowledge levels, and participation in consultations. Despite concerns, there was recognition of potential long-term benefits. While generally positive, consumer perspectives indicated a moderate level of knowledge and limited involvement in public hearings.

The stakeholder map emphasized the varying degrees of interest and influence, highlighting the need for targeted strategies in stakeholder engagement. The Municipality of Pili, with high interest and influence,

takes a central role, while further empowerment of vendors is necessary for a smooth and organized relocation to the new market, and consumer insights should be more proactively sought.

7. Implications of the study

The study acknowledges Pili's commitment to encouraging participative and empowered citizens, especially with its recently revised vision-mission to help achieve more sustainable projects. The municipality's implemented setup of electing federation heads by vendor sections is commendable, ensuring the representation of vendors' voices. The study also recognizes certain limitations in making changes to the project due to the budget originating from the national rather than the local government, leading to compliance with specific guidelines. However, in areas where the Municipality of Pili has more control, the research identifies three key issues related to stakeholder participation: the quality and manner of information dissemination and consultation, as well as the absence of long-term impact analysis incorporating varied stakeholder needs.

First, regarding the quality of information dissemination, the market vendors' understanding is reliant on their attendance at consultations. However, vendors tend to have less ability to participate due to time constraints, resulting in increased anxiety and lack of understanding of project progress. More accessible and centralized information dissemination processes can be explored through online channels such as Facebook or Viber private groups. Through proper and consistent documentation and circulation of information, vendors may access updates regarding the progress of market expansion, which can include key presentation points and digestible minutes of meeting. This may promote increased comprehension and encourage more involvement of vendors, who tend to be less engaged than federation heads, and even for federation heads who may have more time constraints, given their responsibilities.

Second, regarding consultation initiatives, for them to be more collaborative, it is essential for stakeholders to perceive that the process allows and encourages two-way communication. Apart from sharing feedback during meetings, alternative feedback channels can be incorporated, such as suggestion boxes and online forums with measures to actively encourage honest feedback on project updates. During meetings, these suggestions and concerns can be covered within the agenda. Specifically, meeting facilitators can share why their suggestions are feasible or not, and relay a concrete response to the various stakeholders' concerns to make them feel more heard and to provide clarity on the government's decisions.

Lastly, given budget constraints, the municipality opted to roll out the project in phases. However, Phases 2 and 3 have unclear timelines, with only Phase 1 vendors to be relocated in 2023. Although this addresses primary market concerns regarding increased parking spaces and improved building facilities, discontent may eventually arise amongst vendors. For instance, Phase 1 relocated vendors may become dissatisfied with other stall owners having more accessible locations nearer to the highway, while vendors waiting to be transferred may be dissatisfied with remaining in the older location with inferior facilities. In addition, consumers may grow confused by the fluctuating market setup and opt for other markets instead. In Pili's future urban development projects, it is advisable to incorporate a stakeholder impact assessment or, preferably, a comprehensive feasibility report. This will enable a more seamless implementation, particularly concerning the anticipated overall project timeline, given its significant impact on vendors' livelihood and, ultimately, the economic growth of the Pili community.

Overall, these points would help foster increased collaborative governance characteristics, as mentioned by Malekpour et al. (2021). The first recommendation promotes a more common understanding of the project objectives, identification of problems, and possible remedies. The second point promotes conscious recognition of any pre-existing conflicts and tensions, with efforts to address them. Finally, the third point promotes more accountability through transparent progress reporting and tracking systems, providing clearer project timelines for involved stakeholders.

Within the framework of SDG 16, while recognizing the noteworthy government initiatives in promoting transparent information dissemination, our research underscores the inherent challenges associated with a more top-down decision-making approach. Vendors, as mentioned, have voiced concerns about their perceived role being limited to acknowledging predetermined plans emanating from higher authorities, despite their participation in meetings. As an implication of our study, reinforcing solutions to identified communication gaps is essential to foster a more inclusive and participatory decision-making process. This will also allow and encourage a sense of ownership and responsibility from stakeholders in playing their respective roles and cooperating to ensure a more successful market expansion project. Overall, this will create a more collaborative environment amongst stakeholders, characterized by transparency, accountability, and participation.

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9. Appendices

Appendix A

The Current Pili Public Market and its Various Stalls

Photos taken mid-September 2023

Current Pili Public Market



Market Vendors' Stall Products



The photos show different types of stalls in the Pili Public Market, with fresh goods such as fish, fruits, and vegetables being sold. Snacks and other household goods are also available.

Appendix B

The New Pili Public Market
Photos taken mid-September 2023

New building under construction



Target final look of Phase 1 Market



Appendix C

Phase 1 Temporary Relocation Areas and Primary Research Site

Photos taken as of mid-September 2023



The photos show different temporary relocation areas in the Pili Public Market with most stalls using tarpaulins as covers and mostly wooden support posts.

Appendix D

Sample Interview Questions for Government Representatives

1. What were the main factors or reasons that led to the decision to relocate the public market? What is the government's vision for the new market relocation? *Ano ang mga pangunahing dahilan sa pagpapasya na ilipat ang pampublikong pamilihan ng Pili? Ano ang pinakalayunin o nais makamit sa paglipat ng palengkeng ito?*
2. Can you provide some details about the new location chosen for the public market? What were the key considerations in selecting this site? *Maaari ka bang magbigay ng ilang detalye tungkol sa bagong lokasyong napili para sa pampublikong pamilihan? Ano ang mga pangunahing konsiderasyon sa pagpili ng lugar na ito?*
3. How was the decision-making process for the public market relocation conducted? Which specific offices (or groups, individuals) are involved in this decision-making process? *Paanoang naging proseso ng pagdedesiyon ng munisipyo para sa paglipat ng pampublikong pamilihan? Aling mga opisina (o grupo o indibidwal) ang lumahok o napabilang sa proseso ng paggawa ng desisyon na ito?*
4. Were there initiatives to consult other market stakeholders (vendors/consumers)? If yes, how? If not, why so? *Mayroon bang mga gawain para ikonsulta sa iba't ibang grupo na maaaring maapektuhan ng pagpapalawak gaya ng mga tindero/tindera at mamimimili? Kung oo, paano? Kung hindi, bakit?*
5. Is there anything else you would like to share with us regarding the public market relocation process? *May iba pa ba kayong gustong ibahagi sa amin kaugnay sa paglilipat ng palengke?*

**Questions adjusted based on the specific office and position of the interviewee.*

Appendix E

Survey Questionnaire for Vendors and Federation Heads

Good day! This survey is about the relocation of the Pili Public Market. We appreciate your time to complete this survey, which will provide valuable information for our research study on the decision-making processes in the Pili Public Market relocation.

Ang survey na ito ay tungkol sa pagpapalawak ng Pili Public Market. Nagpapasalamat kami sa sa inyong oras upang makumpleto ang survey na ito na magbibigay ng mahalagang impormasyon para sa aming pananaliksik tungkol sa proseso ng pagdedesisyon sa pagpapalawak ng Pili Public Market.

| |
|---|
| Date of the interview [<i>Petsa</i>]: _____ Interviewer: _____ |
| Name (Interviewee): _____ Sex: Male / Female / Other |
| Age: _____ |
| Duration (years, months) being a vendor in Pili Public Market [<i>Tagal ng pagbenta sa Pili Public Market</i>]: _____ |
| Duration of time in the relocated area (temporary place) [<i>Tagal sa pansamantalang lugar</i>]: _____ |
| Type of product sold by vendor [<i>Produktong binebenta</i>]: _____ |

Questions:

I. TEMPORARY RELOCATION

1. How has the temporary relocation impacted you (ex., your sales or business)? Rate from 1-5.

Gaano kalaki ang naging epekto sa iyo ng pansamantalang pagpapalawak ng palengke? Imarka mula 1-5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —➤

No impact at all

Walang kahit anong epekto

With great impact

May malaking epekto

2. If with impact, describe the expected impact from 1 to 5.

Kung may epekto ito sa inyo, imarka ang inaasahang epekto mula 1 hanggang 5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —➤

Highly negative

Napakanegatibo

Highly positive

Napakapositibo

3. Based on no.2, why so? *Bakit niyo nasabi?*
-

II. MARKET EXPANSION

4. Where/from whom did you first learn about the expansion of the market? *Paano niyo unang natutunan / kanino niyo nalaman ang tungkol sa paglipat ng palengke?*
-

5. How much details do you know regarding the expansion plans for the market? Rate from 1-5. *Gaano niyo kaalam ang tungkol sa mga plano sa pagpapalawak ng palengke? Imarka mula 1-5.*

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

I do not know anything

Wala akong alam

Details are very clear

Napakalinaw ng mga detalye

6. How much do you think the expansion will impact you in the future (ex. on your sales or business)? Rate from 1-5. *Sa tingin mo, gaano kalaki ang magiging epekto sa iyo (hal. sa iyong benta o negosyo) ang pagpapalawak ng palengke? Imarka mula 1-5.*

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

No impact at all

Walang kahit anong epekto

With great impact

May malaking epekto

7. If with impact, in what aspect/s will it impact you? (Exs. Income, Salary, Transportation, Basic expenses) *Kung may epekto ito sa inyo, sa anong aspeto? (Hal. Kita, Suweldo, Transportasyon, Mga pangunahing gastos)*

7.1-Immediate impact (*pangunahing epekto*):

7.2-Long-term impact (*pangmatagalang epekto*):

8. If with impact, describe the expected impact from 1 to 5 of the market expansion.

Kung may epekto ito sa inyo, imarka ang inaasahang epekto mula 1 hanggang 5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

Highly negative

Napakanegatibo

Highly positive

Napakapositibo

8.1 - Why so? *Bakit niyo nasabi?*

9. Have you been consulted (talked to/listened to) by the Pili Municipality about the relocation plans? Yes No

Nakonsulta na ba kayo ng munisipyo ng Pili tungkol sa mga plano sa pagpapalawak ng palengke?

10. Based on no. 9, can you describe how you participated or were consulted?

Pwede mo bang ilarawan kung paano kayo lumahok o kung paano kayo kinonsulta?

11. If yes, how many times did you participate (ex. consultation, hearing)? (ex. 1, 2 times) *Kung oo, gaano kadalas kayo lumahok sa konsultasyon o hearing? (1 o 2 beses)* _____

12. How much monthly rent did you pay before in the old market (pre-temporary relocation), and do you know how much you will pay in the future stall of the new market?

Magkano ang renta ninyo sa dating Pili Public Market at alam niyo ba ang bagong renta sa market extension?

12.1 - Rent in the old market: ₱ _____

12.2 - Rent in new market (if known): ₱ _____

*Additional follow-up questions to ask vendors (as needed):

TEMPORARY RELOCATION

1. How was your experience like for the temporary relocation site? *Kumusta ang naging inyong karanasan nung nalipat kayo nang pansamantala?*

EXPANSION

2. When you learned about the expansion, what were your thoughts? How did you feel (before vs now)? *Nang nalaman niyo ang tungkol sa pagpapalawak ng palengke, ano ang inyong naisip? Ano ang naramdaman mo tungkol dito (dati vs ngayon)?*
3. What are your suggestions or recommendations about the expansion (For the decision-makers, and in general)? *Ano ang iyong payo o rekomendasyon tungkol sa pagpapalawak ng palengke? (Para sa mga gumagawa ng desisyon, at sa pangkalahatan)*

*Additional follow-up questions to ask federation heads (as needed):

TEMPORARY RELOCATION

1. What is the general view of the market vendors in your specific group (ex. Meat, fish, eatery) on the expansion of the market?
- Whether positive or negative. (ex. complaints, concerns, worries, excitement)
 - Were the concerns addressed, if any? Any other key suggestions from your group?
2. How do you prospect the business (of your specific group of vendors) to go after the relocation/expansion of the market?

Appendix F

Survey Questionnaire for Consumers

Good day! This survey is about the relocation of the Pili Public Market. We appreciate your time to complete this survey, which will provide valuable information for our research study on the decision-making processes in the Pili Public Market relocation.

Magandang araw! Ang survey na ito ay tungkol sa pagpapalawak ng Pili Public Market. Nagpapasalamat kami sa sa inyong oras upang makumpleto ang survey na ito na magbibigay ng mahalagang impormasyon para sa aming pananaliksik tungkol sa proseso ng pagdedesisyon sa pagpapalawak ng Pili Public Market.

Questions:

1. Are you aware of the relocation of the market? Yes No

Alam niyo ba ang plano tungkol sa paglipat ng palengke? Oo Hindi

2. How much do you know about the relocation plans for the market? Rate from 1-5.

Gaano niyo kaalam ang tungkol sa mga plano sa pagpapalawak ng palengke? Imarka mula 1-5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

I do not know anything

Details are very clear

Wala akong alam

Napakalinaw ng mga detalye

3. Where did you learn about the relocation of the market? *Paano niyo natutunan / kanino niyo nalaman ang tungkol sa paglipat ng palengke?* _____

4. How much do you think the relocation will impact you (if a vendor/business owner: or your sales or business)? Rate from 1-5.

Sa tingin mo, gaano kalaki ang magiging epekto sa iyo (kung tindero/tindera: sa iyong benta o negosyo) ang pagpapalawak ng palengke? Imarka mula 1-5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

No impact at all

With great impact

Walang kahit anong epekto

May malaking epekto

5. If with impact, in what aspect/s will it impact you? (If vendor: Exs. Income, Salary, Transportation, Basic expenses; If consumer: Expenses, Access, Transportation)

Kung may epekto ito sa inyo, sa anong aspeto? (Kung tindero/tindera: Hal. Kita, Suweldo, Transportasyon, Mga pangunahing gastos | Kung mamimili: gastos, pag-access, transportasyon)

If no impact at all, why so? *Kung walang kahit anong epekto, bakit kaya?*

6. If with impact, describe the expected impact from 1 to 5.

Kung may epekto ito sa inyo, imarka ang inaasahang epekto mula 1 hanggang 5.

1 ————— 2 ————— 3 ————— 4 ————— 5 —>

Highly negative

Highly positive

Napakanegatibo

Napakapositibo

Why so? *Bakit niyo nasabi?*

7. Have you been consulted by the LGU about the relocation plans? Yes No
-

Nakonsulta na ba kayo ng munisipyo ng Pili tungkol sa mga plano sa pagpapalawak?

Oo *Hindi*

Working Group 3

Economics

Potential of Agritourism Sites Development: A Case Study of Selected Farms in Pili

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1. Introduction

1.1 Background

The Philippines, with its vast agricultural land and abundant natural resources, is an ideal destination for farm tourism. Its rich biological diversity and strong cultural heritage make agritourism a promising sector for contributing to the country's economic development, especially in rural areas. In that sense, the government of The Philippines has been actively working to develop the agritourism industry, recognizing its potential for economic growth, job creation, and sustainable development (Asia Research Media, 2013). Through the Farm Tourism Development Act of 2016, the government aims to foster, advance, and promote farm tourism activities.

Pili, located in Camarines Sur, Philippines, is the provincial capital known as the "Agro-Industrial Center of Bicol" due to its rich agricultural heritage and natural beauty. With a population of around 99,196 residents as per the latest census data (2020), Pili has experienced steady growth fueled by economic opportunities and infrastructure development. Farm destinations are becoming valuable tourism assets in the Philippines, offering visitors a chance to experience local culture and way of life while contributing to tourist growth. Pili holds great potential for agritourism thanks to its beautiful agricultural landscapes, cultural heritage, and eco-tourism attractions (DA Bicol, 2022).

Recognizing the untapped potential, the Pili Local Government Unit is earnestly working towards transforming the city into a premier tourist destination in Camarines Sur. In line with this vision, the Pili Tourism Culture Arts and Sports Development Office (PTCASO), a local tourism office, was established and currently, a significant Agro-city project is under consideration as part of the proposed Comprehensive Land Use Plan (CLUP). This ambitious initiative entails the construction of a circumferential road, incorporating a corridor along Mt. Isarog Natural Park, and encompassing strategically chosen potential agritourism farm site areas, including the six farm sites studied in this research.

However, Filipino farmers encounter various common challenges when it comes to implementing agritourism activities on their farms. These challenges include a lack of essential skills, training, and capital investment, which can restrict their ability to attract tourists. Moreover, limited access to financing, marketing and promotion skills, time constraints, and infrastructure limitations can also impede their efforts (Yamagishi, Gantalao, & Ocampo, 2021).

1.2 Problem Statement

Food security in the Philippines relies heavily on agriculture, but the industry has been declining due to a lack of interest from youths and the reluctance of older farmers to adopt new technologies (FAO, 2014). Filipino farmers, categorized as low-income citizens, need additional income sources (Yamagishi, Gantalao, & Ocampo, 2021). To address this, the government has been promoting agritourism as a potential solution (Fresnoza, 2011). This is especially evident in the Republic Act No. 10816 or the Farm Tourism Development Act of 2016, which establishes the rules and regulations around the promotion of Farm Tourism and recognizes the potential between tourism and agriculture as a means of additional source of income for farmers.

The Republic Act implemented less than five years ago, has not been fully executed at the micro-level. Even though the Department of Tourism (DOT) has accredited approximately 170 farm tourism sites across the country, important issues remain unaddressed, such as the lack of widespread public awareness regarding

farm tourism and its benefits, insufficient understanding of farm tourism among relevant government agencies and limited marketing efforts by local government units. Additionally, the voluntary nature of DOT accreditation leads operators to hesitate to undergo the process without a clear comprehension of the advantages it brings to farm tourism (Yamagishi, Gantalao, & Ocampo, 2021).

Pili is not exempt from these problems. Low-income farmers are hesitant to invest in transforming their farms into agritourism sites, and professional customer service, standard operating procedures, financial and human resources, and tourist facilities are lacking (Tugade, 2020). Additionally, there is limited information on agritourism's current status, challenges faced by local farmers, government support, and the area's potential for agritourism. Moreover, only two accredited agritourism sites have been identified in Pili.

This research explores the potential for agritourism in Pili by analyzing the current situation and the challenges of its promotion there. Ultimately, the study intends to contribute to the municipality by providing strategies to enhance farmers' successful involvement in agritourism while supporting the ongoing efforts of the local government in promoting agritourism.

1.3 Research Questions and Objectives

Research Questions:

1. What are the strengths, weaknesses, opportunities, and threats (SWOT) of the selected agritourism sites in Pili based on human, financial, physical, and social factors?
2. What strategies can be implemented for enhancing the development of potential agritourism sites using a SWOT model analysis?

Research Objectives:

1. To ascertain potential agritourism sites in Pili.
2. To analyze the strengths, weaknesses, opportunities, and threats (SWOT) and design strategies for the sites for enhancing agritourism.

2. Literature Review

2.1 Conceptual Framework

2.1.1 Definition of Agritourism

Varying in its interpretations among different authors and locations, for the purpose of this research, Agritourism will be defined by the concept provided by the Department of Tourism of the Philippines, as follow:

Agritourism or also referred to as “farm tourism,” is a form of tourism activity conducted in a rural farm area which may include tending to farm animals, planting, harvesting, and processing farm products. It covers attractions, activities, services, and amenities as well as other resources of the area to promote an appreciation of the local culture, heritage, and traditions through personal contact with the local people. (Department of Tourism, 2004, p. 1).

2.1.2 Factors Enhancing Agritourism

To achieve sustainable agritourism development, it is necessary to examine the agritourism potential, explore various approaches and strategies for development, and assess a number of factors. One of the most

prominent analyses on agritourism in the Philippines points out that the farmers' lack of training, skills, and capital investment represent major potential factors in transforming farms into agritourism sites (Yamagishi, Gantalao & Ocampo, 2020). The conceptual framework of this work is a holistic approach to these factors when analyzing the potential transformation into agritourism sites, presenting them as follows: Human, Financial, Physical, and Social Capital.

By analyzing these four capital factors collectively, it becomes possible to comprehensively assess the potential for enhancing agritourism at selected sites. This analysis provides a holistic understanding of the site's readiness regarding human expertise, financial resources, social networks, and physical infrastructure. This holistic understanding would enable stakeholders to identify strengths, address weaknesses, and implement strategic improvements that contribute to the successful development of agritourism offerings at each site.

1) Human Capital:

Human capital, as part of the Sustainable Livelihood Approach (SLA), encompasses the skills, knowledge, good health, and ability to work that enable individuals to pursue their livelihood objectives (Sayer & Campbell, 2003). Previous research highlights the importance of education and training for farmers, as they often lack the entrepreneurial skills and knowledge needed for non-agricultural enterprises (Dias et al., 2019). Ciolac et al. (2020) also emphasize the significance of understanding agritourism through awareness campaigns, training, and partnerships. Hence, when converting farms into agritourism sites, it is essential to assess the farmers' qualifications to ensure their capacity to manage and operate the site while delivering quality services to visitors. This includes evaluating their education level, skills, and knowledge. Additionally, the research will analyze both the farmers' education level and the government's provision of training on agritourism, acknowledging the importance of addressing both aspects.

2) Financial Capital:

In the Sustainable Livelihoods Approach (SLA), Financial Capital refers to the financial resources and credit available to farmers for meeting their production objectives (Sayer & Campbell, 2003). This includes factors like household per capita income, expenditure, income sources, and access to credit opportunities. Government support has been recognized as crucial for agritourism development, as financial constraints can hinder tapping into agritourism potential, especially in less attractive farms (Ammirato et al., 2020). However, studies in strong economies where farmers have their own capital for initiating agritourism businesses might not highlight funding as critical (Comen, 2017; Chase et al., 2019; Kumbhar, 2021; Fatmawati et al., 2021), which could not be the case in developing countries where generally the access to capital may be a problem for the farmers. (Baipai et al., 2022). Considering the significance of both perspectives, this research aims to gather information on the current financial assistance provided by the government and the capital assets of the farmers to understand the situation comprehensively.

3) Physical Capital:

The "5 A's" approach (Avila & Libosada, 2009) listed below will be used for a more comprehensive analysis of the physical factors, which is the same used by the Department of Tourism of the Philippines when encouraging the LGUs to adopt *tourism* strategies.

Arrival: pre-arrival marketing, air/sea/land transport, air/sea ports

Access: roads, terminals, and related infrastructure

Accommodation: hotel, lodging, and restaurants

Attractions: natural & man-made; and

Activities: rest, recreation and education

4) Social Capital:

Social capital is one of the other assets in the framework of the SLA approach. It is defined as an important feature of a community, capable of influencing the stock and flow of the other capitals (Annet et. al., 2007). Another definition as the one provided by Putman (1995) refers to it as the set of networks, social trust, and norms that foster cooperation, collective action, and mutual benefit. In the agritourism context, authors like Li and Barbieri (2020) refer to social capital as a setting boost of the operators' chances of success and their entrepreneurial identity, with high chances of increasing their clientele. Thus, aspects such as networks and connections, formal and informal groups, collective representation, shared values, and behaviors, as well as leadership and decision-making mechanisms for participation, will be analyzed in this research.

2.2 Gaps in Literature

The literature has revealed the increasing importance of addressing obstacles, challenges, and opportunities for enhancing agritourism activities. Some of them have already been identified by Lustre (2018), highlighting the vulnerability to natural disasters, poor road conditions, and limited government financial support. Tugade (2020) states that further research is necessary to enhance our understanding of the essential entrepreneurial skill set in the agritourism sector. The call for conducting case-study analyses, observations, and interviews involving successful and unsuccessful agritourism sites to gain a deeper understanding of the industry (Phelan et al., 2011), and the uniqueness of each farm (Caning, 2019) has also been proposed. Moreover, Hung et al. (2015) acknowledge the importance of identifying critical entrepreneurship capabilities, management strategies, and farm resources, among others.

Yeboah et al. (2016) highlighted that existing studies mainly focus on established large farms already engaged in agritourism. Additionally, given the contextual nature of agritourism, conducting a local study would be beneficial in understanding the specific perspectives of Filipino entrepreneurs involved in agritourism entrepreneurship.

This research addresses these gaps by conducting a field visit in Pili to explore its potential for agritourism by analyzing the current situation and the challenges of its promotion there. Hence, human capital is among the studied factors to understand the entrepreneurship skills of the farmers. In addition, having a qualitative analysis as the main approach, interviewing different actors (government and farmers), and visiting a range of non-accredited and accredited farms in Pili, as well as a successful accredited agritourism farm outside the municipality, this study provides a comprehensive overview of Agritourism in Pili.

2.3 Significance of the Research

This research is considered of national relevance, aligned with the Philippine government's efforts to promote agritourism in the country. With the SWOT model as the primary analysis approach and using qualitative evidence, this study provides specific insight related to the potential agritourism sites already identified by the government of Pili, as well as empirical and contextual evidence that has not been covered yet in the target Municipality.

Moreover, this research can contribute to developing strategies and interventions of the local government units (LGUs) to support the current efforts in promoting agritourism in Pili municipality. Furthermore, the findings will also offer valuable insights into the farm's subjects of this study.

3. Research Design

3.1 Methodology

We adopted a qualitative approach combining personal observation and semi-structured interviewing for data collection in our research. Subsequently, data analysis involved SWOT and TOWS methods, assessing internal and external factors to strategize agritourism development. Through these qualitative methods, we gained a comprehensive understanding of Pili's agritourism landscape, facilitating strategic planning for sustainable growth.

3.1.1 Data Collection

The primary methods employed for data collection were personal observation and semi-structured interviewing.

The first method was the personal observation, which involved a direct engagement widely employed across various fields, allowing observers to immerse themselves in the natural setting under study. This approach was particularly useful for evaluating the physical factors on a farm, including infrastructure, accessibility, and facilities, and allowed observers to systematically document the state of the farm's physical elements. During our overseas fieldwork in the Philippines, we extensively recorded farmers' activities, by using observation sheets for systematic data collection. This included arrival, access, accommodation, attractions, and activities faced by farmers. Furthermore, this methodology guaranteed the prioritization of objectivity by ensuring that observers remain fully engaged and free from preconceived notions or biases throughout the process of observation. Through personal observation, observers assessed the physical conditions of the farm and the nuances of farmers' practices.

The second method was the conducting of semi-structured interviews, which combined structured and unstructured elements to achieve a balance between obtaining reliable, comparable data and allowing flexibility for exploring emergent ideas during the interview process. This approach involved posing a set of open-ended questions within a predetermined thematic framework, facilitating follow-up questions. During our overseas fieldwork, interviewers prepared questions in advance, adjusting the order as needed. Taking into account the four factors mentioned in our conceptual framework, interviewers conducted semi-structured interviews with farmers from six farm sites and representatives from five local government offices. These interviews aimed to delve into farmers' experiences, practices, and the role of the local government. The semi-structured format fostered a natural, conversational flow while ensuring organized data collection. Thus, a comprehensive understanding of agritourism in Pili by allowing in-depth exploration while maintaining a structured approach to data collection was possible. A sample of both observation and interview sheets is provided in the Appendix.

3.1.2 Data Analysis

The main tools utilized for data analysis involved the SWOT and TOWS analysis methods. The SWOT (Strengths, Weaknesses, Opportunities, and Threats) and TOWS (SO, WO, ST, and WT) methods are strategic planning tools used to evaluate the internal and external factors affecting an organization or a project (Kowalik,

2017). They were particularly useful in identifying the potential of the development of agritourism sites in Pili, Philippines.

In the first stage of our research, the SWOT analysis was employed to examine the internal strengths and weaknesses, as well as the external opportunities and threats Pili faces. The information for the SWOT was derived from our interviews, observations, and document analysis. This analysis provides a clear picture of the current situation and potential future scenarios, which will be presented in the Findings section.

Table 1: SWOT model for analysis on potential

| | |
|-------------------|----------------|
| Internal Factors | |
| Strengths (S) | Weaknesses (W) |
| S1: | W1: |
| External Factors | |
| Opportunities (O) | Threats (T) |
| O1: | T1: |

The second stage included the TOWS method, which is an extension of the SWOT analysis. It takes the information from the SWOT analysis and uses it to generate strategic options. The main purpose of a TOWS analysis is to reduce threats, take advantage of opportunities, exploit strengths, and reduce weaknesses. It is more of an action tool rather than an analysis one, best used as an addition to the analytical SWOT tool to help decide what to do with the findings. In the context of our research, the TOWS served as our main tool to design the strategies for the farms and government.

Table 2: TOWS model for Strategy Designing

| | | |
|---------------------|---|--|
| | Strengths (S) + | Weaknesses (W) - |
| Opportunities (O) + | SO: Use strengths to maximize opportunities | WO: Reduce weaknesses to develop opportunities |
| Threats (T) - | ST: Use strengths to reduce threats | WT: Avoid threats by reducing weaknesses |

For each combination of internal and external factors, the quadrants were built answering the following questions:

Strengths and Opportunities (SO) – how to use the strengths to take advantage of the opportunities?

Strengths and Threats (ST) – how to take advantage of the strengths to avoid real and potential threats?

Weaknesses and Opportunities (WO) – how to use the opportunities to overcome the weaknesses?

Weaknesses and Threats (WT) – how to minimize the weaknesses and avoid threats?

In the context of agritourism in Pili, TOWS analysis might suggest strategies such as leveraging the natural beauty of the area (a strength) to attract tourists (an opportunity), or investing in infrastructure (removing a weakness) to mitigate the other competitors (a threat) in the local agritourism market. Subsequently, 6 aspects

from the TOWS table were selected and considered the most relevant for the purpose of our research and strategies proposal.

3.2 Targets/ Subjects (respondents)

Our primary criterion for selecting our research target revolves around gathering information on the current status of agritourism development in Pili, Camarines Sur. This involves examining both the potential of the existing farm sites and the external factors that contribute to the growth of this industry. Our focus on data collection through interviews will include both potential agritourism locations and relevant government departments.

3.2.1 Farm Sites

When selecting farm sites as interview targets, we adhered to the specifications outlined in the document of Ecosystems analysis and sectorial studies (Municipality of Pili Camarines Sur, 2019). We were also assisted by Jessel Anne Rodriguez to identify farm sites as emerging businesses of agritourism.

Additionally, for a comparative baseline of a privately operated and accredited agritourism farm, we visited Nesting Place Integrated, located outside the Pili municipality. This visit allowed us to observe and analyze the developmental disparities between Department-of-Tourism accredited and yet-to-be-accredited farms. The insights gained shed light on how to overcome obstacles to obtaining accreditation and offer valuable insights for navigating the official accreditation process for the potential agritourism sites in the Pili municipality. A short list of the farm sites is given below.

Table 3: List of the farm sites

| Index | Categories | Name | Description |
|-------|----------------|----------------------------------|--|
| 1 | Non-accredited | MCF Agro ventures (Choco Farm) | Family-based, focus on production |
| 2 | | St. Raphael Archangel Farm | Community & church-based, focus on tourism |
| 3 | | Miracle Leaf | Family-based, focus on production |
| 4 | ATI accredited | Carmel Agri-Learning Farm, Inc | Family based, focus on training |
| 5 | DOT accredited | Organic Agriculture Center CBSUA | Academic-based, focus on training |
| 6 | | ATIing UMA, ATI Bicol | Institution based, focus on training |
| 7 | | Nesting Place Integrated | Family based, focus on tourism |

Source: Created by Authors based on information obtained through fieldwork (2023).

This short introduction to the farm sites provides a comprehensive overview. It delves into the physical capital, addressing the overall facility situation and main activities; human capital, explaining the human resource situation; financial capital, describing the financial status; and social capital, emphasizing the

interaction with the community and the progress of the accreditation process.

MCF Agro Ventures, also known as Choco Farm, operates with basic facilities. It primarily focuses on agriproducts and marketing. The family of the owner actively supports the farm, especially his nephew, who will inherit the business in the future. Its income stems from a variety of agriproducts, with cocoa as a representative source. Choco Farm collaborates closely with the local agriculture association, which aids in product processes. While not accredited as one, it functions as a learning site.

Picture 1: Access to MCF Agro Ventures (Choco Farm)



Source: Taken by authors during fieldwork (2023)

St. Raphael Farm, situated by the church, has a good facility status. However, its tourist site is inconspicuous, without proper signage. The primary activities revolve around agritourism, religious and local education, featuring showcases of regional plant species, a mini zoo, religious activities, and farm-to-table experiences. Notably, the site's approach to engaging the younger generation in agritourism involves innovating activities, such as modifying existing fictions or religious stories to align with the Bicol region's context. In Picture 2, a rabbit-breeding area named "Alice in Bicolandia" is shown. The wall painting, crafted by local university students with an Alice in Wonderland theme, features Bicol's iconic Mount Mayon in the background. In terms of human resources, a noteworthy challenge lies in the site's development after the priest's retirement. Financially, the farm relies on income from the parish. While engaged in community development by collaborating with the Central Bicol State University of Agriculture (CBSUA) providing training, the farm is yet to undergo the accreditation process.

Picture 2: “Alice in Bicolandia” in St. Raphael Farm

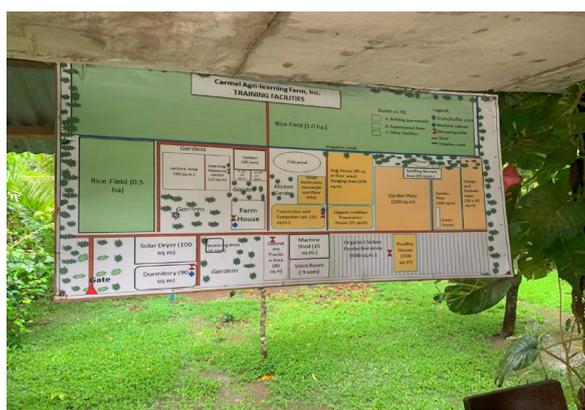


Source: Taken by authors during fieldwork (2023)

The Miracle Leaf facility is currently unsuitable for agritourism as its main focus is on production. Its income is generated primarily through production and was previously supplemented by supplying processed moringa leaf products. However, supply was interrupted when the contract with their distributor was broken amid the challenges posed by COVID-19 disruptions. The owner actively shares the concepts of technological farming with the community. The products from the moringa leaves hold organic accreditation, although the farm itself is still in the process of obtaining official government accreditation to be an agritourism site.

Carmel Agri-Learning Farm boasts a well-designed and attractive facility, meeting the standards for offering training and farm tours. With a primary focus on training, the farm derives its financial resources from both production and training contracts with the government. The farm owners, a well-educated couple with experience in public institutions, have presented proposals for the city's agritourism development to the mayor. They have established a partnership with Philrise for training initiatives, and the farm holds accreditation from ATI as a learning site for agriculture.

Picture 3. Carmel Agri-Learning Farm Tour Map



Source: Taken by authors during fieldwork (2023)

The Organic Agricultural Centre at CBSUA operates as a facility within the university, serving for research and simple educational farm tours for students. The primary emphasis is on education, and while the center produces agriproducts such as floral tea, they are not commercially available due to constraints in large-scale production capacity. Training sessions are conducted by university researchers, with the budget sourced from the university. Notably, it is the first site in the region accredited by the Department of Tourism, predating the mandatory processes of becoming a learning site (accredited by ATI) before an agritourism site (accredited by

DOT).

The Agricultural Training Institute (ATI) functions as a government department responsible for accrediting learning sites, and the farm site in the institution serves as a model for agritourism by showcasing the essential components of such sites. The facilities are well-suited for both training sessions and brief tours. As one of the 16 regional training centers, it addresses local demands for agriculture training and supports regional agribusiness by supporting business proposals from emerging farm leaders. Primarily funded by the National Department of Agriculture, the ATI collaborates with local universities and the Department of Science and Technology. As a part of the training institution, the showcasing farm has earned accreditation from the Department of Tourism as well.

Nesting Farm, situated outside Pili and accredited by the Department of Tourism (DOT), stands out for its extensive scale and high standards. Emphasizing “healing trips,” the farm's primary income is derived from tourism visits, supplemented by a training contract with the government. The owner, also a lecturer at CBSUA, seized the opportunity to develop her business during the COVID-19 pandemic and successfully navigated the accreditation process during that period. The accreditation brought along government support, enhancing her access to financial resources and enabling continual improvement in her business services.

3.2.2 Government Sites

When selecting government departments for interviews, our criteria revolve around three key standards. We ensure that the chosen departments align with these criteria to gather comprehensive and relevant information for our research.

Function Relevance: The department's functions should pertain to agriculture, tourism, local culture, or agriculture-related training.

Local Level: The selected departments should operate at the local level, ensuring a focus on regional situations.

Diversity in Government Organizational Forms: Preference is given to departments that represent various government organizational forms. This approach aims to capture the interactions between different governance structures.

A list of the government departments visited is given below.

Table 4: List of the government departments

| Index | Level | Name | Description |
|-------|---------------------------------|--|---|
| 1 | Local Government Unit (of Pili) | Municipal Agriculture Office | Responsible for offering aid to farmers including seeds, fertilizer, and machinery |
| 2 | | Municipal Planning & Development Office | Responsible for formulating the tourism master plan, planning the agro-city and agritourism belt. |
| 3 | | Pili Tourism, Culture, Arts and Sports Development Office | Responsible for holding cultural events, helping attract tourists |
| 4 | Regional (of Bicol) | Department of Agriculture, Regional Field Office 5 | Responsible for the promotion of agriculture development by providing policy framework |
| 5 | | Agriculture Training Institute, Regional Training Centre V | Responsible for providing training on digital and ecological farming to farm leaders |

Source: Created by authors based on information obtained through interviews (2023)

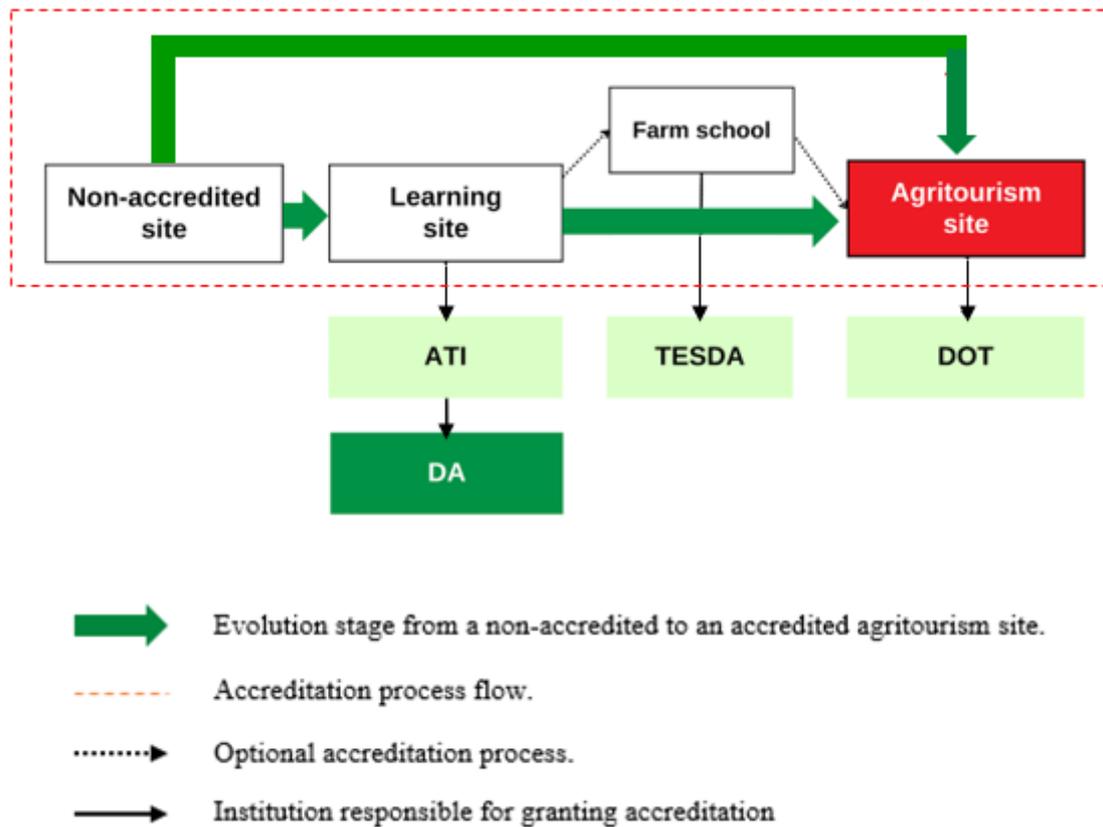
3.3 Limitations and Further Research

Due to time limitations, this study focused only on six agritourism sites strategically selected in alignment with the research objectives. Although more quantitative supporting data is necessary for a more comprehensive analysis of agritourism potential, and additional studies of the demand are required, the study will serve as the basis for future research and understanding of the potential enhancement of transforming current farm sites into agritourism in Pili.

4. Findings

4.1 Process of accreditation

Figure 1: Process of accreditation of agritourism sites.



Source: Created by Authors based on information obtained through fieldwork (2023)

One of the main findings during the fieldwork and interviews revolves around the accreditation process, which is crucial in understanding the agritourism situation in Pili. To become an agritourism site, those interested must first apply to be a “Learning site.” This accreditation is given by the Agricultural Training Institute (ATI), which is under the scope of the Department of Agriculture (DA). Only when this process is finished, the farmers can apply to be an accredited agritourism site, with another set of requirements set by the Department of Tourism (DOT). In between, the farmers have the option to apply to be a “Farm School,” an accreditation given by the Technical Education and Skills Development Authority (TESDA). Thus, in addition to the fact that not all the farmers have the intention of turning their property into a learning site, it is often difficult for them to comply with the accreditation process because they have to respond to different requirements from each of the different institutions, discouraging their involvement in agritourism.

It is noteworthy to highlight that the only two accredited agritourism sites in Pili are both institutional-based. The Organic Agricultural Center CBSUA is a part of a university and obtained accreditation prior to the implementation of the learning site accreditation process preceding agritourism site accreditation. Similarly, UMA, affiliated with the Agriculture Training Institution, functions as a showcase for essential components and standards for learning sites. As a component of the government office, it enjoys convenient access to the necessary information required for the accreditation process.

4.2 Objective 1: To ascertain potential agritourism sites in Pili.

To understand the current situation of the agritourism sector in Pili municipality, we delivered a SWOT model analysis, as shown in Table 5, from our case studies of selected farm sites and in-depth interviews with related government departments. As explained in the methodology section, our analysis is based on four factors, physical, human, financial, and social capital. Social capital is one of the factors we uncovered from conducting fieldwork in the Philippines. Strong social networks and capital exchanges were observed in the Pili municipality which served the agritourism development as opportunities as well as threats (external factors in our SWOT model). Meanwhile, there are physical, human, and financial capitals explored as internal factors to our selected agritourism sites. The Strengths, Weaknesses, Opportunities, and Threats we discovered in the agritourism of Pili municipality are explained as follows.

Table 5: SOWT model

| Strengths (S) | Weakness (W) |
|--|---|
| <p>Physical Capital</p> <p>S1. Strategic Location of Pili for attracting tourists (e.g., Mt. Isarog Natural Park, airport, capital town of Bicol region)</p> <p>S2. Fertile land for agriculture</p> <p>S3. Unique attractions (eg. Native trees, Cocoa trees, Beautiful scenery, Alice in Bicol Land, innovative fusion of IT + agriculture)</p> <p>S4. Certificated organic agriproducts (sustainability)</p> <p>Human Capital</p> <p>S5. The educational background of the owners helps to the engagement into agritourism</p> <p>S6. High-skill trainers (in ATI-accredited sites)</p> <p>S7. Strong interest in community development (eg. no one is left behind mindset)</p> <p>S8. Active members of community development activities</p> <p>Financial Capital</p> <p>S9. Training contracts with institutions (TESDA) provide a relatively stable income for accredited farm</p> <p>S10. Diversification in production as a profitable source of income (eg. high-value products like a power bar, 3-flavored ginger tea, moringa powder tea)</p> | <p>Physical Capital</p> <p>W1. Limited farm facilities (e.g., unavailability of the front desk, invisible signboard and directional boards from the main road to the farm, availability of restroom, limited capacity of training areas)</p> <p>W2. Poor road quality</p> <p>W3. Accessibility (e.g., availability of public transport schedule - twice a day)</p> <p>Human Capital</p> <p>W4. Contractual labor caused by limited Labor supply (higher labor wage)</p> <p>W5. Limited training on tourism aspects (eg. not only focus on production)</p> <p>W6. Limited specialists in agritourism.</p> <p>W7. Weak marketing and promotion strategies and dependence on a single platform (Facebook)</p> <p>Financial Capital</p> <p>W8. Limited initial financial support from the government side (use of their personal savings)</p> <p>W9. The process of accreditation is hard to comply for farmers and starters</p> <p>W10. Agritourism is only seen as a side business</p> <p>W11. Small-scale production which cannot meet the market demand.</p> |
| Opportunities (O) | Threats (T) |
| <p>Physical Capital</p> <p>O1. Agro-city Project (proposal stage) to market.</p> <p>O2. The proposal for the trading post by DA</p> <p>O3. Farm to Market Road by DA (ongoing project)</p> <p>O4. Machinery provision by DA</p> <p>Financial Capital</p> <p>O5. Loans: Agricultural Credit Policy Council (Kapital Access for Young Agripreneurs (KAYA)) agricultural crops, only for service; Land Bank; rural banks.</p> <p>O6. Expo events organized by the DA and DOT (sales on agriproducts) to showcase their products</p> <p>Human Capital</p> <p>O7. Training on agricultural practices and use of machinery from the Agricultural Training Center</p> <p>O8. New Social Media channels for rapidly promoting the business and attracting young generations (eg. YouTube, Tiktok)</p> <p>O9. Several culture, art, and sports festivals in Pili that attract tourists</p> <p>O10. Involvement of the young generation in the improvement of agritourism attractions (give them a chance to create innovation)</p> <p>Social Capital</p> <p>O11. Existing partnership with the CBSUA for training of new technologies</p> <p>O12. DOT and DA Regional Offices are located in Pili</p> <p>O13. Partnership with the private sector in terms of technology and investment</p> <p>O14. Membership of farmers' association for easy funding access</p> <p>O15. Willingness of the Local Municipal Agricultural Office to collaborate with DOT</p> | <p>Physical Capital</p> <p>T1. Natural disasters: Typhoons</p> <p>Financial Capital</p> <p>T2. Limited funds (eg. difficulties in getting loans as an entrepreneur)</p> <p>T3. Limited authority over their budget (for academic-based farms)</p> <p>T4. Existence of the middlemen who monopolize the prices</p> <p>T5. The Mandanas Ruling, which allows more authority on budget allocation to the Mayor (varying according to his government priorities) /LGU (Agritourism development will solely depend on the LGU's decision of priority)</p> <p>Human Capital</p> <p>T6. Young people prefer to work in other industries</p> <p>T7. Public health concerns (eg. COVID-19)</p> <p>Social Capital</p> <p>T8. Limited cooperation between departments (DA and DOT)</p> |

Source: Created by authors based on information obtained through interviews (2023)

4.2.1 Strengths

Pili possesses robust physical, human, and financial capital, laying a solid foundation for agritourism development. Strategically located, it boasts attractions such as Mt. Isarog, an airport, and the capital town of the Bicol region, making it inherently appealing to tourists. Fertile lands support agricultural activities, complemented by unique attractions like native trees, cocoa trees, beautiful scenery, and an innovative fusion of IT and agriculture such as producing value-added products using handmade-designed machinery and displaying the process as exemplified in one of the case study farm sites by processing moringa power used for tea, salad and cooking, creating a distinctive charm. The presence of certified organic agri-products also underscores a commitment to sustainability.

In terms of human capital, the educational background of owners propels engagement in agritourism, complemented by high-skilled trainers in ATI-accredited sites. The community's strong interest in development, coupled with active participation in community activities, reflects a collective mindset of inclusivity, ensuring that no one is left behind.

Financially, Pili benefits from training contracts with institutions like TESDA, providing a stable income for accredited farms. Diversification in production, focusing on high-value products such as power bars and flavored teas, further contributes to financial stability. This amalgamation of physical, human, and financial capital positions Pili as a promising hub for agritourism, ready to harness its strengths for sustainable growth.

4.2.2 Weaknesses

On the other hand, Pili faces challenges in its physical, human, and financial capital, hindering optimal agritourism development. Limited farm facilities, including the absence of a front desk, visible signboards, and restrooms, coupled with poor road quality and restricted public transport schedules, compromise visitor experience and accessibility. Human capital struggles with contractual labor due to a limited labor supply with higher wage demands, insufficient training on tourism aspects, a scarcity of specialists in agritourism, and weak marketing strategies overly dependent on a single platform, Facebook.

Financially, Pili encounters limitations such as a dearth of initial government support, accreditation complexities for farmers, the perception of agritourism as a secondary venture, and small-scale production incapable of meeting market demands. Addressing these challenges is crucial to unlock Pili's full agritourism potential and pave the way for sustainable growth.

4.2.3 Opportunities

Pili is poised for agritourism success with a wealth of opportunities in its physical, financial, human, and social capital. Notably, the Agro-city Project, the proposal for a trading post by the Department of Agriculture (DA), the ongoing Farm-to-Market Road project, and the machinery provision by DA create a favorable environment for marketing and infrastructure development. Financially, loans from the Agricultural Credit Policy Council and Land Bank, along with participation in expos organized by the DA and DOT, offer avenues for financial growth.

Human capital is enriched through training programs from the Agricultural Training Center, the exploration of new social media channels like YouTube and TikTok, and active participation in culture, art, and sports festivals that attract tourists. The involvement of the young generation in agritourism innovation is fostered,

aligning with the region's dynamic potential.

Socially, Pili benefits from existing partnerships with CBSUA for technology training, the presence of DOT and DA Regional Offices, collaboration with the private sector, farmers' association memberships for funding access, and a willingness from the Local Municipal Agricultural Office to collaborate with DOT. This robust capital framework positions Pili as a promising hub for sustainable agritourism development.

4.2.4 Threats

Pili faces various threats in its agritourism development, spanning physical, human, financial, and social dimensions. Natural disasters, particularly the prevalence of typhoons, pose a persistent threat to the region's physical infrastructure. Human capital is jeopardized by the inclination of young people toward alternative industries and the ongoing public health concerns, notably the challenges posed by COVID-19. Financially, threats emerge from limited funds, difficulties in securing loans, constrained budget authority for academic-based farms, middleman problem, and the implications of the Mandanas Ruling, allowing varied budget allocation priorities for the Mayor or LGU.

Social capital is vulnerable due to limited cooperation between departments, exemplified by challenges in collaboration between the DA and DOT. Recognizing and effectively addressing these threats is imperative to fortify Pili's agritourism resilience and pave the way for sustained development despite these challenges.

In summary, Pili's strengths lie in its strategic location, fertile land, and commitment to sustainability. However, challenges in infrastructure, workforce, and financial support require strategic initiatives to leverage opportunities for growth in physical, human, financial, and social capital. Threats, such as natural disasters and limited cooperation between government departments, must be navigated to ensure sustainable development in agritourism.

4.3 Objective 2: To analyze the strengths, weaknesses, opportunities, and threats (SWOT) and design strategies for the sites for enhancing successfully on agritourism.

To formulate strategies for the development of agritourism in Pili, a comprehensive analysis was conducted employing the above SWOT model, which identifies the current situation and potential of Pili's agritourism sector within the context of our selected farm sites. As explained in the methodology section, we extended the SWOT model to the TWOS model to generate strategic options. This methodological analysis serves as a foundation for strategic planning, ensuring a thorough understanding of the internal and external dynamics influencing the trajectory of agritourism development in the municipality.

Table 6: TOWS Model

| Cross SWOT Strategy | Opportunities (+) | Threats (-) |
|-----------------------|--|---|
| | SO: Strategies using strengths to maximize opportunities (Positive + Positive) | ST: Strategies using strengths to minimize threats (Positive + Negative) |
| Strengths (+) | <p>S1,S2,S3,O12) (Strategic location, Fertile land, Unique attractions, DOT and DA presence)</p> <ul style="list-style-type: none"> - Leverage the strategic location and unique attractions of Pili in "Agro-City Project" of the DA. The fertile lands, scenery, and agritourism sites can be showcased and marketed to attract tourists if an integrated agroindustrial and tourism hub is established. <p>S5,S7,O8,O11) (Education of owners, Interest in Community development, Social Media Channels, CBSUA partnership)</p> <ul style="list-style-type: none"> - Utilize the educational background and skills of owners/trainers by partnering with training institutions like TESDA, CBSUA, and the Agriculture Training Center to develop capacity building programs for farmers and the local community. Specialized courses can train locals to become agricultural technicians, tourist guides, cooking for agriproducts to tap young generation interest and address limited specialists issue. <p>S4,O6) (Certified Organic agriproducts, Expo events)</p> <ul style="list-style-type: none"> - Capitalize on the diversified and certified organic products by showcasing them in expos and trade fairs organized by DA and DOT. This can generate alternative income while creating opportunities to sell directly to consumers and minimize the involvement of middlemen. Sales proceeds can also be used for farm improvements and expansion. <p>S7,O13,O14) (Interest in Community Development, Private sector Partnership, Farmers' Association membership)</p> <ul style="list-style-type: none"> - Leverage membership in farmers' associations and proximity of DOT and DA offices by proposing collaborative partnerships among all stakeholders. A cooperative approach in technology transfer, funding, and events can help address limited cooperation issues. | <p>S5,S7,T1) (Education of owners, Interest in Community development, Natural Disasters)</p> <ul style="list-style-type: none"> - Use educated farms to spread ideas about choosing wind resilient crops and building windproof facilities to minimize disaster damage. <p>S3,T2) (Unique attractions, Young people preference in other industries)</p> <ul style="list-style-type: none"> - Use unique attractions to bring youth to agritourism, while adopting new ways of operating agritourism to create positions suitable for highly skilled people. <p>S1,T2) (Strategic location, Young people preference in other industries)</p> <ul style="list-style-type: none"> - Encourage local government to enhance agritourism industry and communicating its value, utilizing the strategic location of Pili, so that young people have more interest in the local agritourism business <p>S2,S3,T1) (Fertile land for agriculture, Various types of local plants, Natural Disasters)</p> <ul style="list-style-type: none"> - Encourage farmers to choose wind-resilient crops such as pili to minimize damage from typhoons. Request government to carry out education about the growth of wind-resilient plants. <p>S5,T2) (Education of owners, Young people preference in other industries)</p> <ul style="list-style-type: none"> - Encourage younger generation of well-educated owners to pursue higher education in agribusiness and to develop family businesses after taking over. <p>S8,T4) (Active members of community, Limited funds)</p> <ul style="list-style-type: none"> - Encourage making market surveys and marketing among the members of associations to make more profit can help relieve the financial problem to some extent. <p>S3,S10,T4) (Unique attractions, diversification of profitable crops, limited funds)</p> <ul style="list-style-type: none"> - Maximize the land use and existing crops through diversification to make profit (eg. ginger roots are diversified into tea powder, ATI utilizes all available land such as fishing in the Taro plantation area) <p>S8,T7) (Active members of the community, the Mandanas Ruling)</p> <ul style="list-style-type: none"> - Encourage the active community members raise proposals to the mayor to encourage the development of agritourism activities. |
| | WO: Strategies to block weaknesses through opportunities (Negative + Positive) | WT: Strategies to minimize weaknesses and avoid threats (Negative + Negative) |
| Weaknesses (-) | <p>W2,W3,O1,O3) (Poor road quality, Public transport accessibility, Agro-city project, Farm to Market road)</p> <ul style="list-style-type: none"> - Improve infrastructure such as road access and public transportation through the collaboration of the ongoing Farm-to-Market Road project by DA and the proposed Agro-city project. <p>W1,W11,O4,O5,O7) (Limited farm facilities, Small-scale production, Machinery by DA, loans, Training by Agricultural Training Center)</p> <ul style="list-style-type: none"> - Improve farm facilities and infrastructure like sidewalks, signages, and restrooms through subsidies mainly machinery by DA and available loans for agriculture. Increase production scale through these opportunities and training by the Agricultural Training Center. <p>W8,W7,O5) (Limited initial support, Weak marketing, Loans)</p> <ul style="list-style-type: none"> - Address limited financial support through loan programs like KAYA and Landbank by developing strong business plans showcasing opportunities from training, products, and partnerships. A diversified portfolio will strengthen loan applications. <p>W7,W5,O6,O8,O9) (Weak marketing, Limited training on tourism aspects, Expo, Social media channel, Festivals)</p> <ul style="list-style-type: none"> - Develop new marketing and promotion strategies utilizing opportunities brought by social media, festivals, and trade events (expo). Sites can design innovative campaigns on specialized platforms to tap the young generation and expand promotion reach beyond Facebook. (i.e. Youtube) <p>W4,W6,O10,O11,O13) (Contractual labor, Limited agritourism specialist, Involvement of young gen, Partnership with CBSUA, Partnership with private sector)</p> <ul style="list-style-type: none"> - Enlarge qualified permanent workers through the encouraging | <p>W1,T1,T8) (Limited farm facilities, Natural disasters, Limited cooperation)</p> <ul style="list-style-type: none"> - Collaborate with CBSUA or other Research Institutes to establish an R&D facility that develops innovative yet affordable technologies addressing typhoon-proof infrastructure weaknesses. - Joint implementation between LGU and farmers of a disaster readiness plan that includes safeguarding and reinforcing farm facilities to withstand natural disasters. - Typhoon-proof choice of material and structures from an early stage of facilities constructions. <p>W3,T8) (Accessibility, Limited cooperation)</p> <ul style="list-style-type: none"> - Advocate for better cooperation between LGU, regional offices and public transportation providers to enhance accessibility for visitors. <p>W4,T2) (Limited labor supply, Young people preference in other industries)</p> <ul style="list-style-type: none"> - Develop an apprenticeship or internship program to attract and train local youth, creating a more reliable labor pool. <p>W5,T3,T8) (Limited training on tourism aspects, Public health concern)</p> <ul style="list-style-type: none"> - Enhance training programs to include health and safety measures, addressing the concerns related to public health, and emphasizing a safer visitor experience. <p>W5,W6,T8) (Limited training on tourism aspects, Limited agritourism specialists, Limited cooperation)</p> <ul style="list-style-type: none"> - Enhance collaborative training programs to encourage the promotion of agritourism (DO+DA+CBSUA) - Completion of training in agritourism services as part of the requirements for DOT accreditation in collaboration with CBSUA. |

| | | |
|--|---|--|
| | <p>youth involvement in agricultural and agritourism sector (fresh graduates).</p> <ul style="list-style-type: none"> - Acquire agritourism specialists through partnering trainings with CBSUA and the increasing involvement of youth due to current efforts of providing innovation chances <p><u>W9,O12,O15) (Process of accreditation, DOT and DA presence, Willingness of MAO to cooperate)</u></p> <ul style="list-style-type: none"> - Encourage interest in accreditation through cooperation among governmental departments, provide uniform requirements and assistance packages including trainings, machines, and loans) | <p><u>W7,T8) (Weak marketing, Limited cooperation)</u></p> <ul style="list-style-type: none"> - Strengthen the support to the farmers through more social media and marketing channels to reach a wider audience, including partnerships with travel agencies. <p><u>W8,T4,T8) (Limited initial support, Limited fund, Limited cooperation)</u></p> <ul style="list-style-type: none"> - Advocated for bugged allocation and streamlined processes to support agritourism ventures. - Explore partnerships with financial institutions to facilitate loans for entrepreneurs in agritourism. - Promote investment in potential agritourism sites through business meetings with the private sector organized by LGU, DOT, DA and DTI. - Seek alternative funding sources such as grants, subsidies, or crowdfunding to support agritourism development. <p><u>W10,T7) (Agritourism seen as a side business, The Mandanas Ruling)</u></p> <ul style="list-style-type: none"> - Engage local government officials by promoting agritourism's contribution to local economy. Advocate for budget allocation by showcasing its ability to address priorities like rural development and employment for young generation amid threats of changing priorities post-Mandanas Ruling. <p><u>W11,T6) (Small-scale production, Existence of middlemen)</u></p> <ul style="list-style-type: none"> - Explore and enhance partnerships with local markets, restaurants, and suppliers to bridge the gap between small-scale production and market demand. |
|--|---|--|

Source: Created by Authors based on SOWT model on Table 5 (2023)

The study proposes five main themes that synthesize the comprehensive strategies stated in the above TOWS model: 1) engagement of the young generation, 2) adaptation to the natural environment, 3) cultivation of financial resources, 4) social network enrichment, and 5) tourism training. In confronting the challenges hindering agritourism development in Pili, strategic recommendations are presented for both the government and farmers.

4.3.1 Engagement of Young Generation

For the Government: As a strategic recommendation, it is advised that the government intensify efforts to bolster the agritourism industry and enhance global communication, capitalizing on Pili's strategic location to pique the interest of the younger demographic in local agritourism ventures. Leveraging the appeal of unique attractions, the strategy should focus on actively adopting innovative agritourism operations tailored for individuals with advanced skills. To fortify the workforce, our recommendation includes a targeted approach to encourage youth participation in the agricultural and agritourism sector, with special emphasis on engaging fresh graduates. Moreover, forging strategic partnerships with educational institutions like CBSUA and fostering innovation opportunities will contribute to acquiring specialized agritourism professionals, thereby enriching the involvement of the youth in this dynamic sector.

For farmers: As a strategic recommendation for farmers, it is advisable to encourage the younger generation of well-educated owners to pursue higher education in agribusiness, empowering them to assume leadership roles in the family business and drive its development. Complementing this, the implementation of an apprenticeship or internship program can be instrumental in attracting and training local youth. This initiative aims to cultivate a more reliable and skilled labor pool, ensuring the sustainability and growth of the agricultural enterprise.

4.3.2 Adaptation to Natural Environment

For the Government: The government can employ various strategies to assist farmers in adapting to the natural environment. Firstly, enhancing infrastructure, such as improving road access and public transportation, is crucial. Collaborative efforts on existing projects like the Farm-to-Market Road initiative by the Department

of Agriculture (DA) and the proposed Agro-city Project can significantly bolster accessibility and facilitate the efficient transportation of agricultural products especially in the face of extreme weather. Additionally, the government can contribute to disaster readiness by partnering with research institutes to establish a dedicated R&D facility. This facility would focus on developing innovative yet affordable technologies that address vulnerabilities in infrastructure to make it typhoon-resistant. Such an initiative would empower farmers to construct resilient infrastructure capable of withstanding natural disasters. These approaches ensure that farmers have the necessary financial resources to invest in their agritourism activities and effectively adapt to the challenges posed by the natural environment.

For farmers: The TWOS analysis provides several strategies farmers can engage in to adapt to the natural environment. For one thing, they can choose wind-resilient crops such as pili to minimize damage from typhoons. Furthermore, they can diversify and maximize land use by growing various crops. Farmers can also participate in capacity-building programs to become agricultural technicians and acquire skills to address limited specialist issues. For instance, they can visit CBSUA frequently and get technology assistance from CBSUA. Moreover, they can leverage membership in the local community to propose collaborative partnerships among all stakeholders, facilitating technology transfer, funding, and promotional events.

4.3.3 Cultivation of Financial Resources

For the Government: To enhance Pili's agritourism from a financial perspective, collaboration with ongoing projects like the Farm-to-Market Road and Agro-city is recommended to improve infrastructure. Furthermore, initiatives to enhance farm facilities and production scale through subsidies, loans, and training from the Department of Agriculture have been suggested. Showcasing unique attractions and organic products in expos is emphasized to generate alternative income and reduce dependence on middlemen. Financial constraints can be addressed by encouraging community marketing and advocating for budget allocation. Exploring partnerships with financial institutions and seeking alternative funding sources like grants are also integral components of the proposed strategies.

For farmers: For the farmers, it would be important to make full use of the existing assets facing the limited financial resources. To ensure a stable source of income regardless of the seasonal fluctuations in agriculture production, diversifying the plantation is an effective option. Expanding the sales channels for agricultural products and transitioning from local markets and expos to online platforms, holds the potential to significantly boost income for farm owners. In the digital era, leveraging social media would serve as strong way to promote regional agritourism business.

4.3.4 Social Network Enrichment

For the Government: To boost agritourism, the study suggests taking advantage of the strong social capital present in Pili. Collaboration with DA, DOT, and ATI is suggested to improve road infrastructure as part of the "Agro-city Project" and enhance cooperation with public transportation providers for better accessibility. In addressing financial constraints, the study advocates for streamlined processes, partnerships with financial institutions for loans, and the promotion of investments through business meetings with the private sector. These strategic actions aim to create a conducive environment for sustainable agritourism growth in Pili.

For Farmers: Leveraging the owners'/trainers' expertise, partnerships with institutions like TESDA and CBSUA will develop capacity-building programs for locals, addressing the issue of limited specialists. Encouraging active community members to propose initiatives to the mayor fosters community involvement. To bridge the gap between small-scale production and market demand, the study recommends exploring partnerships with local markets and suppliers.

4.3.5 Tourism Training

For the Government: Focusing on overcoming weak marketing and limited cooperation is crucial. Strengthening support to farmers through expanded social media and marketing channels, coupled with partnerships with travel agencies, can amplify outreach and engage a wider audience. Simultaneously, addressing limited training on tourism aspects and public health concerns is imperative. Enhancing training programs to incorporate health and safety measures ensures a safer visitor experience. Collaborative training programs involving the Department of Agriculture (DO), Department of Tourism (DOT), and CBSUA should be intensified, with the completion of agritourism services training becoming a prerequisite for DOT accreditation in collaboration with CBSUA.

For Farmers: Efforts should center on overcoming challenges in limited training, specialists, and cooperation. Collaborative training programs involving DOT, DA, and CBSUA should be expanded, emphasizing the promotion of agritourism. Completion of agritourism services training should be integrated into DOT accreditation requirements in collaboration with CBSUA. Additionally, for non-accredited farms, leveraging farmers' association memberships and proximity to DOT and DA offices can foster collaborative partnerships. A cooperative approach in technology transfer, funding, and events can effectively address limited cooperation issues, creating a more cohesive and supportive agritourism ecosystem in Pili.

5. Conclusion

In conclusion, the aim of our qualitative study on agritourism and agribusiness in Pili was to analyze the current industry development and offer strategies for both governmental departments and farms engaged in these businesses. Throughout our research, we identified issues and potential in the four specific capitals for development. Accordingly, our strategies encompassed engaging the younger generation, adapting to the local natural environment, utilizing social capital, addressing the challenge of insufficient funds, and enhancing training on tourism. Importantly, we devised several feasible strategies leveraging Pili's strategic development status and resource endowments to address the issue of limited budget.

Our analysis of potential agritourism sites in Pili underscores the municipality's strengths, including its strategic location, fertile land, unique attractions, and diverse agritourism offerings. These factors serve as powerful catalysts, laying a robust foundation for attracting tourists. The human capital, characterized by educated owners and a community-oriented mindset, further augments Pili's prospects in agritourism.

Pili is rich with opportunities for agritourism growth, with initiatives like the "Agro-city Project" and "Farm-to-market roads." The combined social and human capital, involving the younger generation and existing partnerships, provides fertile ground for development.

However, challenges such as limited farm facilities, accessibility issues, and weak marketing practices demand attention. There are also concerns about the industry's reliance on personal savings, accreditation

difficulties, and intricate compliance processes.

Potential threats, encompassing natural disasters, youth gravitating towards other industries, and public health concerns, necessitate strategic foresight. Financial challenges, including limited funds and restricted budget authority, pose risks, as does the need for enhanced interdepartmental cooperation.

We believe our six proposed strategies can not only elevate the agritourism sites we visited but also extend their impact to others with a similar status. Encouraging youth involvement and fostering collaborative partnerships, particularly with the educational and private sectors, can effectively address weaknesses and threats. Additionally, a concerted focus on diversification and sustainability would position Pili to emerge as a thriving and resilient agritourism destination.

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Appendix**Observation sheet (designed based on the standards of accreditation)****OBSERVATION SHEET RECORD****Farm site:**

| | Yes | No | Remarks |
|--|-----|----|---------|
| Type of activity (agricultural crops, animals, etc) | | | |
| Accessibility | | | |
| Situated in a generally safe and peaceful location. | | | |
| Accessible through local intermodal public transportation (e.g. jeepneys, tricycles, habal-habal, etc.). | | | |
| Has access to facilities (e.g roads, electricity, water, and communication services. | | | |
| Inclusiveness in the accessibility (for persons with disabilities). | | | |
| Others | | | |
| Arrival | | | |
| Clearly visible (e.g. business name, safety instructions, directions, information on crops and their cultivation, health information on the nutritional contents of the crop, animal characteristics, if any, etc.). | | | |
| Reception or Information Counter | | | |
| Parking Area | | | |

| | | | |
|---|--|--|--|
| Others | | | |
| Accommodation (Facilities) | | | |
| Walking trails/Walkways | | | |
| The dining facility or restaurant offers farm produce. | | | |
| Multi-purpose Area | | | |
| Clean and well-maintained | | | |
| Supplied with drinking water (Complimentary or for sale) | | | |
| Restrooms | | | |
| Garbage Bins | | | |
| Security and prevention Measures (Personnel, CCTV cameras) | | | |
| Prevention Measures (fire alarm, etc) | | | |
| Others | | | |
| Attractions/Activities | | | |
| Farm shop or mini trading post offers farm produce (fresh or processed) | | | |
| Camp Site (Tent platform, Picnic tables, grill, etc) | | | |
| Petting zone (Animal feeding) | | | |
| Others | | | |

Questionnaire Sheet (semi-structured)

INTERVIEW QUESTIONS SAMPLE

Introduction

We are students from Nagoya University, Japan. This is an overseas field project for us. In collaboration with CBSUA and Bicol, we are conducting this interview to deliver a report to the local government unit (LGU), in hope of providing some insight into the current situation on the ground for their policy implications. We are looking specifically at the agritourism situation in Pili municipality; thus, we will be asking about yourself, your farms and your financial information and major challenges you face with your farms. Please feel free to skip any questions you feel uncomfortable with and please do share with us any challenges or help you need from outside, so that we can report back. However, as much as we are eager to contribute to this community, we would like to inform you that this is just a student report to the LGU, with ambitious goals of providing insights for policy implications.

Before we begin, we would like to ask your permission to record this interview. Please note the recording is only to help write up the notes.

FOR FARMERS

General information on the farm

1. Name (if you prefer)
2. Farm name. How would you like to be referred to in our report: anonymous or by name or by farm name?
3. Information about the farm: can you briefly describe, if possible,
 - What is the size of the farm?
 - What kind of activities are being carried out?
 - How many workers does the farm have and need?
 - What percentage of your employees are family members?
 - Mission or vision for this farm? (Do you have any plans for this farm's future? Eg. For improvement, for enlargement, etc.)
 - How much is the income from the tourists to this farm? How much regular investment is needed for this farm? (eg. for maintenance, investment)

Human capital factors

Related to the educational level

- Can you tell us about your age and of the family members/workers?
- Can you tell us about your educational background and the family members/workers? And how has it influenced your approach to agricultural practices on your farm?
- In the context of agritourism development, how do you perceive the role of education and awareness in attracting visitors to your farm?

Related to knowledge and skills in agritourism

- What are you doing to attract visitors and offer them a good experience?
- Have you heard of agritourism? Can you briefly explain to us the agritourism you know of?
- What strategies or initiatives have you implemented to promote and market your agritourism services

to potential visitors?

- Are there any specific skills or knowledge you believe are essential for farmers engaging in agritourism? How have you acquired or developed these skills? (if needed: e.g., Trainings from LGU, NGOs, or self-learning, or getting information from friends)
- Have you participated in any training on agritourism practices? Where and who offers that training? Did you find it useful? What did you learn? Do you have any suggestions for improvement or is there anything else you would want to learn more?

Financial capital factors

Regarding to income level

- What is the main source of income of your family? If you have other sources of income, could you share with us what these are?
- Could you share your experiences regarding the income generated through agritourism activities on your farm? Is it a significant part of your overall revenue?

Regarding to access to financial assistance

- Is the local government providing any kind of financial assistance for agritourism?
- Do you find it difficult to maintain agricultural production and incorporate agritourism activities on your farm at the same time? How do you do it?
- Do you have access to credits for promoting your business?

Physical capital factors (mostly through the observations sheet)

Arrival:

- As a farmer considering agritourism, what are the key factors you consider when planning the arrival experience for visitors to your farm?
- From Pili city to your farm, how do the people get here? By bus, rental cars, taxis, etc.?
- How many visitors usually arrive at your farm? When is the peak season?
- What kind of visitors do you usually receive? Local, foreigner, neighbor cities, female, male, students, etc?
- What kind of transportation arrangements do you think would attract more visitors?
- How do you ensure that the arrival process for tourists at your farm is welcoming and convenient, considering factors such as parking, signage, and clear directions? (Do you have any pickup service or are you planning to have, or would you like to have?)

Access:

- What measures have you taken to ensure easy access to your farm for tourists, such as improving road conditions or providing public transportation options?
- Have you considered offering alternative modes of transportation, like bike rentals or guided walking tours, to enhance the accessibility of your agritourism site?

Accommodations:

- Have you explored the possibility of providing accommodation for tourists on your farm, such as farm stays or eco-lodges? How do you think this could enhance the overall agritourism experience? (if the owner is interested: Is there any challenges for implementing this service? What kind of help would you like to be offered by the government and/or NGOs?)

- What considerations have you given to providing amenities and facilities for visitors, such as restrooms, picnic areas, or camping sites?

Attractions:

- What unique features or attractions do your farm offer to attract tourists, such as agricultural tours, animal interactions, or local product tastings?
- How do you showcase the cultural heritage and traditions of your farm through attractions and activities to make the agritourism experience more memorable for visitors?
- Is there an iconic farm product? Is it certified officially for food safety?

Activities:

- What types of hands-on activities do you offer to engage tourists and provide them with a deeper understanding of farm life and agriculture, such as harvesting experiences, cooking classes, or workshops?
- How do you create opportunities for visitors to actively participate in the farming process, such as animal feeding, planting, or milking, to make their agritourism experience more interactive and enjoyable?

Further complementary questions

- How much do you know about the accreditation process of agritourism sites that the government is currently promoting? Would you be interested in getting your agritourism site accredited?
- How much are you willing to invest in the accreditation of your site? What would be the major challenge for you?
- Have you encountered any challenges or obstacles in developing agritourism sites on your farm?
- In your opinion, what are the benefits of agritourism for you, the community and the Pili?
- If you want to add any additional information or comment, please feel free to do so.

FOR GOVERNMENT OFFICIALS

General information

1. Name (if you prefer)
2. Title
3. Responsibilities: Could you briefly tell us what are the main tasks and responsibilities of yours, especially in the agricultural, tourism and agritourism sectors?
4. How would you like to be referred to in our report: anonymous or by name or by title?

General questions

- What policies are in place to encourage farmers to explore and invest in agritourism to diversify their income streams?
- What measures or initiatives are being taken to support farmers in developing agritourism sites in Pili?
- Are there specific regulatory frameworks or guidelines in place to ensure the sustainable development of agritourism sites while preserving the agricultural heritage and environment?
- Could you explain the current government efforts in encourage the accreditation of agritourism sites in Pili?

Human capital factors

- How does the government collaborate with agricultural organizations or tourism boards to promote agritourism opportunities in the Pili region?
- How does the government provide assistance or resources to farmers in terms of capacity building, training, and knowledge sharing related to agritourism development?
- What marketing and promotional support does the government offer to help farmers attract visitors to their agritourism sites?

Financial capital factors

- What policies or incentives are in place to encourage farmers to explore and invest in agritourism as a means of diversifying their income streams?
- Are there any funding programs, subsidies, grants or credits available for farmers interested in initiating or expanding their agritourism ventures? If yes, what are the eligibility criteria and application procedures?

Physical capital factors (*mostly for the access and arrival aspects*)

- Is there any ongoing or future project for improving the accessibility of the agritourism sites?
- How does the government collaborate with the private sector or other institutions in promoting the improvement of agritourism in terms of infrastructure?

Further complimentary questions

- What do you think are the main remaining challenges for the effective and successful, and sustainable promotion of agritourism?
- In your opinion, what are the potential long-term benefits of agritourism development for the local community, economy, and sustainable agricultural practices in the Pili region, and how does the government envision supporting and harnessing these benefits?
- Could you tell us some difficulties of getting the local agritourism sites accredited?
- If you want to add any additional information or comment, please feel free to do so.