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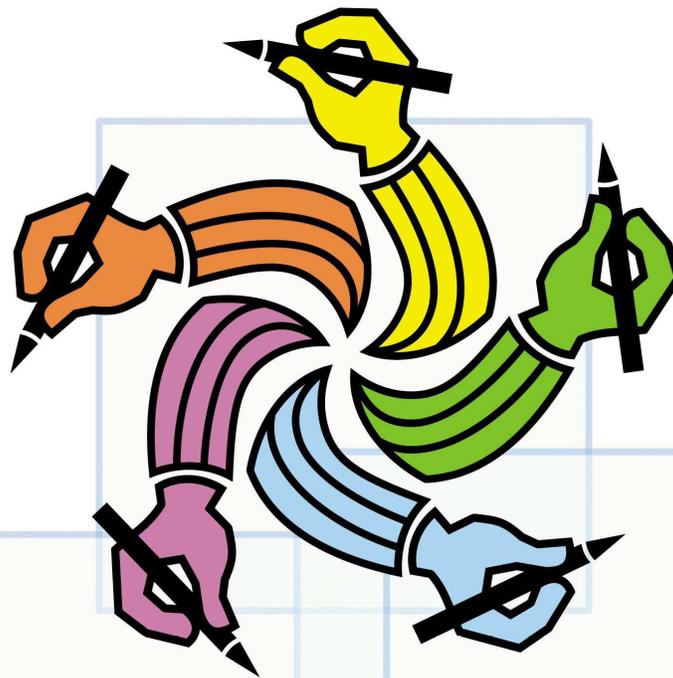


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## POLICY COHERENCE FORUM



Overcoming the jobs crisis  
and shaping an inclusive recovery:  
The Philippines in the aftermath  
of the global economic turmoil

Hotel Intercontinental Manila,  
Makati City  
11-12 March 2010

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## ACRONYMS

4Ps	Pantawid Pamilyang Pilipino Program
AMP	Adjustment Measures Program
APIS	Annual Poverty Indicators Survey
BPO	Business Process Outsourcing
CALABARZON	Cavite, Laguna, Batangas, Rizal, Quezon
CCT	Conditional Cash Transfer
CLEEP	Comprehensive Livelihood and Emergency Employment Program
DBCC	Development Budget Coordinating Committee
DepEd	Department of Education
DILG	Department of Interior and Local Government
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
EPZ	Economic Processing Zone
ERP	Economic Resiliency Plan
FAME	Financial Assistance and Micro Financing for Entrepreneurship
FIES	Family Income and Expenditure Survey
FMR	Farm to Market Roads
GDP	Gross Domestic Product
GREET	Grassroots Entrepreneurship for Employment in Tourism
GSIS	Government Service Insurance System
ILO	International Labour Organization
IMF	International Monetary Fund
ISLA	Integrated Services for Livelihood Advancement of the Fisherfolks
KALAHI	Kapit Bisig Laban sa Kahirapan
LGU	Local Government Unit
LVOL	Low Volume Optimal Leave
MDGs	Millennium Development Goals
NAPC	National Anti-Poverty Commission
NARS	Nurses Assigned in Rural Areas
NCR	National Capital Region
NEDA	National Economic and Development Authority

NFA	National Food Authority
NGOs	Non-Government Organizations
NHTS-PR	National Household Targeting System for Poverty Reduction
OFW	Overseas Filipino Worker
OTOP	One Town One Product
OYSTER	Out of School Youth Serving Towards Economic Recovery
PESO	Public Employment Service Office
PPEP	Pump Priming Program
SME	Small and Medium Enterprise
SPIN	Subcontracting Partners Innovation Program
SSS	Social Security System
SWS	Social Weather Station
TESDA	Technical Education and Skills Development Authority
TUPAD	Tulong Panghanapbuhay sa Ating Disadvantaged Workers
WINAP	Workers Income Augmentation Program
UI	Unemployment Insurance
UNDP	United Nations Development Programme
US	United States

## INTRODUCTION

1. On 11-12 March 2010, the International Labor Organization (ILO) organized a forum to address the prospects for recovery in the Philippines in the aftermath of the global economic crisis. The forum brought together national key policy actors, including officials of the relevant government agencies, representatives of workers and employers organizations, local government officials, international and national experts, researchers and academics, civil society organizations, ILO specialists and specialists from UN agencies, international financial institutions and donors. The purpose was to assess the impact of the global economic and financial turmoil on the Philippine economy and labor and employment, in particular, and contribute to shaping a sustainable, job-rich and inclusive recovery.
2. The forum is part of a series of activities organized by the ILO in selected developing countries to promote policies aligned with the goals of the Global Jobs Pact. Adopted by leaders of governments, business and labor, and endorsed by organizations worldwide, the Pact puts decent work at the heart of global and national responses to the crisis. It is a set of balanced and realistic policy measures that countries, with the support of regional and multilateral institutions, can adopt to ease the impact of the crisis and accelerate recovery in employment. It addresses the social impact of the global crisis on employment and proposes job-centred policies for countries to adapt according to their national needs and circumstances. Guided by the Decent Work Agenda and commitments made by the ILO constituents in the 2008 Declaration on Social Justice for a Fair Globalization, the Pact recalls that respecting fundamental principles and rights at work, strengthening social protection, promoting gender equality and encouraging voice, participation and social dialogue are critical to recovery and development.
3. This report draws on the discussion and exchange of views at the two-day forum as well as from the background research papers prepared for the forum. Section 1 examines the potentials and vulnerabilities of the Philippine labor market. Section 2 explores macroeconomic scenarios and policies to promote a pro-job, pro-poor recovery. Section 3 to 6 describes various aspects of responses to the impact of the crisis, including LGUs responses in mitigating the impact of the crisis, emergency employment and livelihood programs, and social protection schemes such as the conditional cash transfer program. The growing interest in employment guarantee schemes and the feasibility of an unemployment insurance program for the formal sector are explored. The final section lays down specific steps that will be taken to pursue the recommendations put forward during the forum.
4. The forum utilized participatory techniques such as the fishbowl method, world café and open space dialogues, which facilitated an open and constructive discussion. These techniques, extensively and effectively used in international forums, avoid the usual classroom type sessions and long presentations and maximize interaction between resource persons and participants. This was well-appreciated by the participants.

## HIGHLIGHTS

5. The global turmoil that originated at the center of the world economy made an already bad situation worse, compounding the problems of mass unemployment and poverty in many developing countries. The severity of the global crisis is not in doubt. The subprime financial crisis that erupted in August 2007 in the US, and the financial meltdown that followed a year later, triggered the worst world financial crisis since the Great Depression, one of the deepest (if not the deepest) collapses of international trade in history, and the most severe global recession since the 1930s. The impact on employment and labor markets in developed and developing countries were equally dramatic, although it took on a different form in the latter owing to the different nature of the labor market. Unemployment rates in the US and in the industrialized economies rose to exceed or nearly equal historical highs and are projected to remain at elevated levels in the next few years. Unemployment rates also registered increases, albeit more moderately, in almost all countries outside the industrialized world.
6. Strong countercyclical policies that were put in place in industrial countries and several developing countries, notably those in Asia, were critical to weathering the global economic storm and sustaining what is so far a fragile recovery. The IMF forecasts a "policy-driven, multi-speed recovery" with a few large developing economies of Asia leading the pack growing at 8 percent in 2010, the advanced economies and the Central and Eastern European economies at the tail end with growth of around 2 percent, and the Philippines in the middle of the pack growing at around 3-4 percent. These forecasts, however, are especially tentative and there is growing concern that a premature withdrawal of government stimulus could abort the recovery.
7. The severity of the crisis forced governments to think outside the box. Policy tools that have fallen in disuse in recent decades—strong fiscal stimulus, unconventional monetary measures, direct government interventions, pro-active employment policy—were no longer taboo. Measures that deal directly with the impact of the crisis on labor—spending on labor-intensive infrastructure, employment retention measures, shorter working time, unemployment insurance, retraining of workers—were shown to have significant job creation effects. Social dialogue played an important role in shaping an appropriate policy mix, while international coordination and policy coherence helped ensure an effective global response to a global problem. Social protection systems and safety net scheme where these were in place and could be scaled up rapidly cushioned the effects of the crisis on vulnerable groups, encouraging much greater willingness to consider more encompassing systems of social protection than before the crisis. This gives policymakers more flexibility going forward.
8. These policy lessons will be critical going forward as policymakers in both developed and developing economies face the challenge of promoting a recovery in jobs. The historical record shows that recovery of labor markets lag the recovery in asset and products markets by a couple of years. Nor does jobs recovery automatically follow economic recovery: A job-rich, inclusive recovery requires strong, coherent policies focused on generating productive employment on sustained basis.
9. Philippine policy makers face the challenge of crafting a recovery agenda appropriate to the country. The country has weathered relatively well the global financial and economic crisis and

signs of positive growth have appeared in recent months. These could be attributed to the immediate policy response of the country to the crisis, but key policy challenges remain. Per capita income has declined, part-time work and underemployment continue to increase, private investments remain low, SMEs continue to experience constraints for growth, poverty levels are still high and increasing, and the informal economy appears to be growing. For poor families, coping with hardships has become a recurring facet of their daily lives. Child labor persists. Too many people succumb to clandestine and risky migration, sexual exploitation and even trafficking and forced labor as they search for a way out. Studies show that the causes of poverty and crises in the Philippines are structural and chronic in relation to economic, political and judicial systems. A clear reform agenda in critical areas will improve prospects for broad-based, equitable and sustainable economic growth and prosperity and for realizing Decent Work in the country.

10. Early on, the Department of Labor and Employment (DOLE) realized that the financial crisis that was brewing in the US during the second half of 2008 had the potential of wreaking havoc on the Philippine economy, threatening businesses and workers alike. Indeed, during the height of the crisis from October 2008 to April 2009, 832 establishments were feeling the impact of the turmoil. In turn, some 155,000 workers were directly affected, that is, placed on flexible work arrangement, temporary layoff, or permanently displaced. The DOLE provided assistance to affected workers through various projects, including giving cash assistance to displaced workers to an average 422 workers every day for seven months. The DOLE also launched the NARS program which assigned nurses to rural areas providing temporary employment and training to some 5,000 new nurses every semester. Targeting the poorest 1,000 municipalities, the program was well received and is now on its second phase. An assessment of efforts exerted by government during the crisis will be helpful in sustaining and improving these initiatives.

#### **A. Labor market potential and vulnerabilities**

11. In assessing the impact of the crisis on the labor market, one should bear in mind that there have been previous adjustments in the labor market owing to a succession of crises since the 1980s. The manufacturing sector, for instance, has been contracting following each crisis so that it is now down to its size in the late 1950s, a lost half-century in terms of industrialization. If the direct employment losses due to the global crisis are modest compared to other Asian countries, this is because the employment share and export exposure of manufacturing is also smaller and more narrowly concentrated. In the end, the modest impact of the crisis is born of weakness rather than strength and resilience.
12. Another important consideration in assessing the impact of the global crisis is that in developing countries like the Philippines, unemployment and employment indicators are not adequate to capture the labor market consequences of the crisis. A crisis elicits varied responses from households with conflicting effects on employment levels or the unemployment rates. The dim prospects of finding a job during crisis may discourage some workers from actively looking for work, which removes them from the official count of the unemployed (discouraged worker effect). By contrast, a fall in total household income forces households to send members, usually children and young women, to search for work even at low wage rates (added-worker effect) to keep compensate for the fall in household income, which raises the employment rate. Likewise, widespread job losses or the contraction in full-time, formal employment opportunities leads to a shift to informal or part-time employment which keeps aggregate employment constant or rising at the expense of deterioration in the quality of work, consequently workers' welfare.

13. The recent crisis led back to the basic problem of the Philippine economy, the inability to generate adequate decent employment. On labor demand side, economic growth has been moderate at best, often interrupted by periods of slowdown and recession, while the impact of growth on employment creation has weakened. Investment spending as a proportion of GDP, already low by Asian standards, has been declining in recent years threatening future growth and job creation. On the labor supply side, the lack of an effective population policy has resulted in a rapidly expanding labor force, with about 2 million new entrants to the labor force every year. This puts tremendous pressure on employment, but also on food production, housing, education, and the provision of social services.
14. Looking at the impact of the crisis on displaced workers and their families, Santos (2010)<sup>1</sup> finds that the most affected were the "near-poor", those who are above the poverty line, mainly displaced workers in the export processing zones (EPZs), self-employed workers operating micro and small enterprises, and overseas Filipino workers and their families. Awareness of government programs responding to the global crisis was low. In the absence of a robust social protection system, most of the affected workers resorted to other means to cope with the loss of income, such as going into debt and accessing informal microfinance schemes, cutting down on health and education spending. Some displaced workers choose to find alternative part-time work with lower wages and insecure working conditions. Others faced two options: informal work or overseas employment.
15. Largely hidden from national level indicators, the micro level impacts of the global crisis underscore two important points. First, the global crisis may well have long-term consequences on workers and their households. Reductions in vital expenditures on health and education leave scars that are difficult to reverse, and could throw current and future generations into the poverty trap. The loss of permanent formal jobs to part-time or informal employment could mean substantially reduced work hours and earnings over the short and medium term, the loss of work-related social protection like health insurance, the erosion of skills and loss of workers' self-esteem, in many cases, drastic deterioration in health conditions of displaced workers. The push to overseas employment leads to a shortage of critical skills and entrepreneurial attributes as those who leave are better educated and more active. Second, the micro level impacts show a disparity on economic and social indicators at the national, household and individual levels and the inability of macro indicators to capture impacts at the micro level. The quantitative information available needs to be supplemented by qualitative analysis. Hence, participatory data collection and research methods should be considered so that assessments and analysis can take full account of the realities on the ground and considered in the regular fine-tuning of public policies.
16. Government's initial response to the global crisis focused on the manufactured export sector since this was the most important transmission channel to developing countries. One of the first policy tools that it harnessed was social dialogue, starting with a tripartite conference of labor, management and government, to anticipate the impact of the crisis. The process was broadened into multi-sectoral consultations, culminating in a jobs summit with the President. The same process of tripartite conferences and social dialogue were carried out at the local levels, led by the industrial tripartite councils and local government units in cooperation with relevant agencies. Social dialogue at the local levels was instrumental in coming up with practical assistance to affected workers (e.g. one-stop workers' assistance centers in export processing zones where most affected companies were located). Another early initiative by the DOLE was to encourage flexible work arrangements to minimize the incidence of temporary and permanent layoffs. It is

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<sup>1</sup> Santos, Lourdes Kathleen (March 2010) "The Philippines in the Global Economic Crisis: the Social and Local Dimensions" A technical note for the Policy Coherence Forum.

estimated that the campaign preserved jobs of 58% of some 213,000 affected workers. Where closures and retrenchments were inevitable, the DOLE closely monitored the situation to ensure that workers are provided the benefits and assistance due them. The President had given agencies authority to frontload their 2009 program of spending, which allowed for a timely and effective response to the crisis.

17. The private sector joined in the effort to preserve jobs and cushion the impact on workers. The case of Yazaki-Torres a leading exporter of semiconductors is illustrative. With production and sales down 50%, working days were shortened to just 2 to 3 days a week. The company had 3,000 excess employees, but instead of laying them off, it came up with a new scheme of low volume optional leave (LVOL). Workers who went on leave were given financial assistance equivalent to 25% of basic pay on a 5-day workweek basis, while those worked 4 days a week received a 20% subsidy. The number of workers who were used in production and those on temporary vacation leave was determined on a monthly basis, depending on the volume of orders. The scheme proved advantageous to workers and the company. On the one hand, workers were assured that they would be recalled as soon as production returned to normal. On the other hand, the company retained the flexibility to raise the volume of production on short notice, allowing it to quickly take advantage of an early recovery in export markets.
18. Policy responses to the crisis must address short-term concerns as well as long-standing problems in the labor market. Creating an enabling environment to attract more investments will contribute to employment. A key challenge is to put in place an effective population policy to slow down the growth in the labor force. Steps must be taken to reduce the mismatch between available and required labor skills: a review of the education system is in order. There is also the need to balance flexible working arrangements with worker security through various mechanisms including insurance and social protection policies. Tackling these concerns will require institutional changes to address both supply and demand sides.
19. King-Dejardin (2010) highlights several issues and challenges facing Philippine policymakers. First, the impact of the global recession that came in the heels of the food and fuel crisis is likely to have eroded past gains in poverty reduction. Prior to this, there has been a reversal of progress in this area as poverty incidence rose in 2006 from its 2003 level. Frequent economic shocks and periods of slowdown can have long-term consequences on the productive capacity of poor households. As they deplete their asset bases or "cash-in" all available capital (e.g. labor, land, livestock) to cope with income shocks, they become extremely vulnerable and an upturn in the economy may not be able to reverse this.
20. Second, shrinking industrial and manufacturing wage employment, lackluster job growth in many regions, stagnant wages are key policy challenges. The current reliance on overseas employment excludes the majority of the working population, and will widen income and social inequalities. Only a small proportion of households, the top quartile, benefits from overseas remittances— compared with 46% who received domestic remittances. Furthermore, the poorest households are dependent on agricultural wage employment. The implication is clear: a strategy that focuses on generating local employment, including agricultural employment, will have a wider impact in terms of reducing poverty and raising average living standards.
21. Third, the crisis exposed the lack of universal social protection system that left significant numbers of workers vulnerable and unprotected. Existing social protection programs such as conditional cash transfers are targeted to the poorest population: they are unable to meet the casualties of economic shocks and leave out those who are just below the poverty line or just above it and could easily fall into poverty. It is high time for the Philippines to take a broader and

longer-term perspective towards extending universal social protection by building on current schemes.

22. In the end, the best security for labor is a robust domestic employment program that creates adequate quality employment. A focused and concerted effort to generate domestic employment must go beyond specific programs and policies in particular agencies. Agriculture is an obvious starting point given that it provides the main source of income for the bottom half of the population. This must involve all the key players in government, the private sector and organized labor to ensure policy coherence and direct, focused approach towards job creation as the means to address mass unemployment and poverty.

## **B. Coherent policies for job-led recovery and pro-poor growth**

23. In a background paper, Aldaba and Hermoso (2010) surveyed the impact of the global crisis on the economy and the Philippine Government response to the global crisis. The impact of the crisis on the macroeconomy was most evident in the plunge in export earnings and foregone GDP growth. Total exports contracted 12 consecutive months beginning October 2008, dropping 40% in the first three months of 2009. The loss of export earnings was the most significant transmission channel of the global crisis to the Philippine economy. But the crisis also dampened consumption and investment spending bringing GDP growth to a standstill in 2009. While the Philippine economy ducked the recession that hit most economies in the region, with GDP growth down to 1% in 2009 from a pre-crisis (2007) growth of over 7%, the impact of the crisis in terms of foregone output and employment growth was indeed significant.
24. Poverty incidence was expected to increase as a consequence of the crisis. For example, the World Bank projected poverty incidence to rise by 1-1.5%. But up-to-date official poverty statistics were not available during the crisis. The latest official poverty statistics (as of this writing) is for 2006. While 2009 was a survey year for the Family Income and Expenditure Survey (FIES) which is the basis for the official poverty statistics, the results are not available as yet. The inability to generate income and poverty statistics during periods of deep and sudden crisis is a major weakness of the Philippine statistical system. Using a smaller sample than the official national surveys, the Social Weather Station (SWS), a nongovernment survey organization, tracks self-rated poverty on a monthly basis. From around 50%, self-rated poverty climbed to 59% in June 2008 as food and fuel prices skyrocketed. A slower increase in self-rated poverty was also evident in 2009 at the height of the global crisis.
25. The most important programs launched by the Philippine government to cushion the impact of the crisis included: (i) easing liquidity in the financial system by lowering interest rates and banks' reserve requirements to sustain access to credit during the crisis; (ii) a P330-billion fiscal stimulus package consisting of tax relief and new spending; (iii) emergency employment creation measures<sup>2</sup>; and, (iv) expansion of the conditional cash transfer program called Pantawid Pamilyang Pilipino Program (4Ps) which gives cash to poor families in exchange for keeping children in school and using health care services for children and pregnant women.<sup>3</sup>

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<sup>2</sup> This included preferred hiring by government agencies of displaced workers and their dependents, frontloading of infrastructure budgets of key agencies, and the Comprehensive Livelihood and Emergency Program (CLEEP) consisting of various programs aimed at groups affected by the crisis.

<sup>3</sup> Other programs initiated during the crisis were (i) training for work scholarship program that targeted displaced workers and OFWs and their dependents; (ii) assistance to displaced OFWs, including counseling and advisory programs, employment services, and training, negotiation and legal services; (iii) housing programs; (iv) multi-

26. Already in crisis mode because of the food and fuel crisis in 2008, the Philippine government was quick to come up with a plan to cushion the effects of the global financial crisis that erupted in the latter part of the year. The central bank (Bangko Sentral ng Pilipinas) lowered its policy rates in a series of moves starting December 2008 and throughout the first half of 2009. By January 2009, the government presented the Economic Resiliency Plan anchored on a fiscal stimulus plan projected at 4% of GDP. Implementation of the other programs, however, encountered delays.
27. Planning, coordination and monitoring of the anti-crisis programs involved top decision makers led by the President. The Development Budget Coordinating Committee (DBCC) and the Economic Managers' Meeting performed oversight and coordination while the National Economic Development Authority (NEDA) provided fortnightly briefings to the President and the Cabinet on local and global developments. The Department of Social Welfare and Development (DSWD) was put in charge of the cash grant program, while the National Anti-Poverty Commission orchestrated the emergency livelihood programs.
28. Implementation of these programs, however, was constrained by the government's conservative fiscal stance. The fiscal stimulus plan turned out to be a package of old budget items reclassified as "stimulus spending", an undetermined amount of new money, and unfunded programs. Estimates of the new money component of the ERP ranged from P7 billion to P70 billion. The P100 billion public-private partnership for large infrastructure project did not take off. Notwithstanding a clear policy statement from the President and explicit support from monetary authorities, the Economic Managers Team was adamant in demonstrating fiscal discipline to creditors. The latter was concerned that providing breathing space for sectors hard hit by the global crisis would have a negative impact on the country's credit rating (whether such negative impact is justified or not).
29. Funding was less of a constraint in the case of the conditional cash transfer program which enjoyed external donor support. Even before the pilot stage could be completed, program coverage was expanded to 375, 829 households out of the 489,870 households identified as poor. A comprehensive targeting system was also put in place: the National Household Targeting System for Poverty Reduction (NHTS-PR) aims to centralize household information on poor and vulnerable households which will be accessible to all agencies involved in social protection programs. This was accompanied by measures to improve coordination across numerous and sometimes overlapping social protection programs, including the adoption of a common framework and the creation of the National Social Protection and Welfare Program Cluster in the Cabinet.
30. Stronger coordination across the many social protection programs will go a long way to improving efficiency. Many of the programs are hindered by low coverage and inadequate benefits, poor targeting, and operational constraints due to lack of coordination. Furthermore, programs are implemented on a piece-meal basis due to differing mandates of implementing agencies. As a result, overlaps and redundancies in sectoral and geographical beneficiaries abound. For example, the 4Ps overlap with an earlier program, the Food-for-School Program in terms of objectives and area coverage.

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stakeholder conferences and consultations to monitor local and global developments; (v) export support fund intended for export development and promotion projects; and (vi) programs at the local government level such as hosting of job fairs, counseling and placement services, livelihood and training programs, trade fairs, and cash assistance to vulnerable sectors

31. A major weakness of the fiscal policy response to the crisis was implementation lag starting with congressional approval of the additional budget, identification of target areas and population, projects and programs, and fund mobilization. Part of the lag is inherent in fiscal policy, but steps can be taken to quicken response time. Aldaba and Hermoso (2010) proposed an emergency budget allocation process to allow the Executive branch to mobilize contingency funds without going through Congress but with necessary safeguards for transparency and accountability. A system to mobilize resources from donors, NGOs and the private sector must be put in place. Bidding and contract procedures may require modification to allow quick disbursement of funds.
32. Defining job-rich recovery and pro-poor growth is no simple task. While it is easy to tick off statistical indicators of job-rich recovery and pro-poor growth, the usefulness of these indicators in many developing countries is limited by the absence of high-frequency data on the labor force and income. In the Philippines, the labor force survey is conducted quarterly, and while the main results are a couple of months after the survey period, the microdata set, which permits more detailed analysis of labor force trends, becomes available with a lag of a year or two. Likewise, the family income and expenditures survey (FIES) which is the basis for official poverty estimates, is conducted every three years. The annual poverty indicators surveys (APIS) was designed to address the problem but has been suspended in recent years owing to budget constraints.
33. Still, the point of emphasizing job-rich recovery and pro-poor growth is that job creation and poverty reduction do not necessarily follow recovery and growth. It requires coherent macroeconomic policies to ensure that recovery is job-rich and that growth leads to reduction in poverty. Furthermore, as noted in the previous discussion, it is important to pay attention to the quality of employment being generated, as well as the income accruing to labor, to ensure that we are generating inclusive growth. This raises the difficult issue of valuing goods and services produced at home and to include in the estimation of national GDP. While some progress has been made in this respect (goods produced for home consumption are part of GDP) more work needs to be done (services is not included in GDP).
34. The Philippines was among the first developing countries to announce a fiscal stimulus program to counter the impact of the global crisis. A P330-billion economic resiliency program (ERP) was launched which provides for social protection programs such as the conditional cash transfer, emergency livelihood, fast-track implementation of infrastructure projects, tax cuts for families. Some of the components of the ERP were actually a response to the food and fuel crisis in 2008 that were implemented in 2009. However, there is much controversy and a wide range of estimates as to how much of the P330 billion is additional spending, and how much was actually spent.
35. The IMF estimates the overall impact of policy responses to the crisis at between 1% and 2% of GDP. Going forward, it is important to understand the impact of additional spending on the productive capacity of the economy, whether additional investment on infrastructure raised productivity, reduced business cost, and so on. One important issue is fragmentation in social protection programs launched in the wake of the global crisis. The Philippines had the largest number of programs, second only to Korea, scattered in many areas and with little money behind it. By contrast, Germany had a very limited number of measures anchored mainly on temporary placement for workers in the largest companies. Given the perceived limited room for additional spending, it is important to improve coordination and focus across existing programs.
36. The conventional view is that fiscal space for the Philippines is quite limited owing to low tax effort and high debt-GDP ratio. The current tax effort is 12.8% compared to the ASEAN average

of about 15%. The low tax effort is traced to tax evasion, the importance of the hard-to-tax informal economy, compounded by a penchant for giving out tax incentives that erode the tax base. On a bright note, the debt-GDP ratio has gone down to 55% from about 80% in 2003 as a result of GDP growth prior to 2008, sustained deficit-reduction measures, and pre-payment of foreign obligations to take advantage of abundant international reserves.

37. A number of ideas have been put forward in terms of promoting recovery and long-term growth. Governance issues, in particular, reducing bureaucratic red tape are widely seen as a necessary measure to improve the business environment. A related recommendation is increasing efficiency in government spending, reducing waste and cutting down on corruption through electronic procurement. The emphasis on corruption issues is somewhat surprising to an observer, indicating deep mistrust between the public and the private sectors. This is in sharp contrast to the experience of successful Asian countries where productive partnership between the public sector and the private sector was the rule. Encouraging cooperation between the public and private sectors is therefore one area to consider.
38. There is also an abundance of micro initiatives and programs. Microfinance, assistance to micro and small enterprises, streamlining business registration, and so on are mainstream government programs. Profit sharing is increasingly practiced by companies. Job creation hinges on a few rising stars such as BPOs, electronics, green technology, to name the most prominent, but they provide employment only for the upper tier of the labor force. There are also experiments with innovative forms of supporting the growth of agricultural cooperatives like government banks putting in equity rather than credit, with provision of gradual transfer of ownership and management control to farmers over a period of time.
39. While there are many micro successes, overall there is macro stagnation, in part because micro programs are not scaled up to become pillars of a system of employment creation or poverty reduction. Targeted social protection schemes like the conditional cash transfer are very much favored. But the willingness to use macroeconomic policies appears to wane with the crisis. For example, the second phase of the ERP has been recently abolished and converted into a regular infrastructure program.

### **C. The role of local government units (LGUs)**

40. Being in the frontline of service provision and implementation of government programs and policies, LGUs play a key role in responding to economic crisis and promoting growth and employment creation. Their proximity to the population puts them in a unique position to deal with the problems involving the poor. Innovative local governments have shown that there are feasible approaches to dealing with the knotty issues posed by informal settlers, transport drivers, ambulant vendors, delinquent market stall lessees, drug addiction and youth unemployment.
41. The local governments are keys to employment generation and to private sector participation. Whatever they do the effects are immediately felt for good or bad. You can have good programs at the national level, but implementation is often at the local level. Moreover, the local government unit (LGU) is the key to competitiveness. Competitiveness is really in terms of companies being productive, able to operate efficiently, generate investments and employ people. It's the LGU that says whether a company is welcome or not. The LGU must be creative in developing a strategy. It must build on what the community has in terms of physical and human resources. The strategy should be anchored on a vision, and driven by multisectoral partnership.

Programs and policies must be integrated to make one coherent whole. A consultative and participatory process is essential to ensure the support of key sectors and stakeholders.

42. Angono, a town east of Metro Manila, is a good example. Building on the presence of a community of well-known artists, Angono promoted local tourism by marketing itself as the art capital of the Philippines. To do this, it had to deal with several problems: proliferation of informal settlers, flooded streets during the rainy season, disorganized traffic flows. To deal with these problems, the local government organized the people affected and involved them in finding solutions. Informal settlers organized themselves, were awarded property in a nearby relocation site, and were given the responsibility of ensuring that no new settlers joined the community. Transport operators were given space to use as terminals while the private sector was encouraged to operate parking lots for a fee. Street vendors, instead of being eased out were given a bigger space for a fee, which meant more business for them but at the same eased traffic flow. The local government also constructed a lakeside road that bypasses the town proper. All these improvements cut travel time from the business district of Ortigas to Angono from 3 hours to 45 minutes. In two years, Angono upgraded itself from a 3rd class to 1st class municipality.
43. Many LGUs are aware of the need to generate growth and create employment, but they need to acquire capacities in a number of areas: developing plans and strategies, mobilizing public-private partnership, involving the private sector and other groups in economic planning, networking with national government agencies, donors, and other support organizations. Participatory planning approach is useful in identifying what is good for the community, what is the comparative advantage of the local economy, where can the community excel in the value chain, and how can small players be brought into the mainstream. Private sector participation is important because of the informational advantage possessed by the private sector, but also as an effective counterweight to patronage politics. The case of Cebu City illustrates how a dynamic and organized private sector is able to temper the potential excesses of strong local politics.
44. An essential role of the LGU is to create an enabling environment to encourage investments through the provision of adequate and functional services and facilities. It is only when these services and facilities are adequate that the private sector can consider investing in the community. The national government through the Department of Interior and Local Government (DILG) sees its role as capacitating LGUs to effectively deliver basic services and facilities. The DILG does this through peer-to-peer learning and documentation of best practices to encourage replication. Structured lectures or workshops are not effective in encouraging learning. Credibility is crucial: LGU officials listen to successful LGU officials. This is because political feasibility is a major factor in the success of any program and this has to be demonstrated in practice.
45. Lack of continuity is a key issue at the local government level given the 3-year term of office of elected officials and 3-term limits. The problem can be alleviated in a number of ways: strengthening local institutions, empowering and capacitating people in permanent staff positions, adequate representation of key sectors in various local bodies, creating teams to acquaint incoming officials of important programs, and so on. Of course, being politicians, local officials will support programs that make political sense, that is, that generate political dividends for them. This should not be much of a problem since programs that improve the welfare of the community generates political dividends for local officials.
46. There have been initiatives in developing databases of socioeconomic information at the local level. The DILG has a comprehensive database on LGUs that investors can use in making decisions—peace and order, systems and procedures, manpower and resources, financial data,

and so on. While this is useful to investors, the information can also be used for planning purposes. A step in this direction is to train local officials to read and analyze these databases. This would have the important benefit of encouraging local officials to rely on more objective data and rules and less on discretion.

47. In periods of crisis, LGUs perform critical roles. Accessing anti-crisis programs of the national government and choosing the most appropriate one for the community is an important function of the LGU. Unfortunately, many programs launched by the national government are unknown at the local community level. In view of the fragmentation of government responses to the crisis, LGUs can choose the most appropriate program for their respective community and aim to achieve scale and scope in those areas. Another role for the LGU that can be critical during crisis is to link local producers to external partners. In many cases, the market link is critical but also the product development link, the technology transfer link, and financing link. The LGU can also play the role of contract enforcer to build reputation of local producers and suppliers. Encouraging cooperatives as a way for small local producers to achieve economies of scale is another role for LGUs.
48. Many LGUs face financing constraints which limits their ability to respond to crisis or to develop long-term plans and strategies. A resourceful local official, however, will discover several sources of financing (e.g. Land Bank) and, although collateral is a problem there are ways of going around the requirement.
49. Implementing public-private partnership to promote investments and employment generation is another area where LGUs can make a significant contribution to development efforts. A crucial ingredient is encouraging dialogue with the private sector and involving them in economic planning and benefit from the latter's knowledge of markets, products, and technology. Through dialogue and partnership, local communities can identify their competitive advantage, the different types of resources available, potential markets, and the appropriate technology and business strategy to turn this advantage into reality. A unique role played by the LGU in this context is networking with national government agencies to mobilize support for local initiatives.
50. The concept of public-private partnership has been critical to effective local responses to the global crisis. The global downturn in demand for products and commodities produced by poor communities—abaca in Agusan del Sur, furniture in Cebu, banana in Bukidnon—forced producers to tap domestic market. But this required knowledge of potential markets, meeting product standards and requirements, financing, linking up with traders and end-users. An example is the Subcontracting Partners Innovation Program (SPIN), which links up buyers and sellers through manufacturer-local subcontractor arrangements. These arrangements have the advantage of mobilizing local sources of equity and loans, facilitating product specification and upgrades, while benefiting from managerial support and even working capital of the lead exporting firm. (Esguerra 2010)
51. Several issues need to be addressed to improve the effectiveness of local governments. First, capacity building in economic planning. Second, helping LGUs create structures and institutions to ensure stability of policies and continuity of programs. Third, networking with non-government development organizations and national government agencies to mobilize support for local programs. And fourth, maximizing revenue generating capacity. There is probably no single recipe for success at the LGU level. Leadership is essential and so is a clear vision of where the community wants to go. Effective leadership can overcome constraints posed by limited financial resources. But leadership also means mobilizing support of the population and involving the private sector. Organizing the poor has proved to be effective in arriving at solutions to the day-

to-day problems and ensuring sustained implementation of policies and programs. Good information database can be helpful to local executives in planning and decision-making. Peer learning is an innovative way of transferring skills and knowledge of best practice.

#### **D. Social protection for all**

52. The global crisis has renewed interest in social protection, generating unprecedented consensus on the issue. An immediate reason has to do with the dynamics generated by the crisis: big crisis brings about big changes. There is a realization that a system of social protection plays a very important role as a stabilizer of the income of the poor in periods of economic shock. This notion has become widely accepted by the practitioner and the specialist. In Asia, a broader issue is related to that of rebalancing the economy by shifting the drivers of growth as the global crisis raised doubts on the sustainability of the export model of growth in a context where the developed countries will not be able to absorb all the export from Asia. Social policy can be seen as a tool for economic restructuring. By providing security to people, social protection encourages higher consumption and less precautionary savings. Another factor driving the renewed interest in social protection is the demonstrated success of innovative scheme in some developing countries, in particular Latin American countries and the possibility of importing these and using them in Asia where social expenditures are abysmally low compared with other regions. The recent crisis and the uncertainty of recovery give urgency to these concerns: at this point there is need for a very specific political stress on the issue of social protection.
53. In response to the global crisis, the Philippine Government expanded the conditional cash transfer program. Dubbed the Pantawid Pamilyang Pilipino Program (4 Ps) and implemented by the Department of Social Welfare and Development (DSWD), it takes off from similar programs seen in many Latin American countries. The program gives cash grants to the poorest families in the poorest communities on condition that they perform identified co-responsibility in health and education. The first condition is that pregnant women in the household must get prenatal care, are assisted by a licensed health worker when they give birth, and get post natal care. The second condition is that children of school age must attend school 85% of the time, children of day care age must be in day care 85% of the time, children of ages 0 to 5 must get all the medical services according to the Department of Health (DOH) protocol, parents including husbands must attend parent education sessions, and finally, school children must get their deworming services from the Department of Education (DepEd) or the DOH. Household beneficiaries are given 500 pesos for the health package, and for the education grant, 300 pesos for every child in school for a maximum of three children. Maximum grant to a family is 1,400 pesos a month.
54. The program was piloted in 2007 prior to the global crisis with a target of 6,000 beneficiaries in four municipalities. But the pilot test quickly morphed into a major program, with the number of beneficiaries expanding to 300,000, then to 700,000 and this year to one million. The program costs about 3 billion pesos for the 300,000 families or about 15 billion for one million families. While the rollout of the program coincided with the global crisis, the original intent was to respond to five millennium goals. The program is justified by raising the income level of the poorest households and protecting the human capital of the poor and veering them away from falling into a poverty trap.
55. Because programs like the CCT are designed as a tool to alleviate long term poverty, it does not necessarily address the impact of economic crisis or shocks such as natural calamities. In the case of the global crisis in the last two years, the CCT would not address the needs of OFWs and

workers in export oriented firms who were the hardest hit by the crisis. Poor areas that are highly dependent on internationally traded agricultural commodities may have been targets also of CCT but the safety net provided was not commensurate to the income shock generated by the drop in commodity prices. In these cases, the CCT needs to be supplemented by temporary employment or employment guarantee schemes.

56. Mainly intended as a tool to alleviate poverty, the cash transfer program is not designed to alleviate suffering due to economic downturns or natural calamities because the immediate victims may well be different from the poorest households targeted by the program. Because of the nature of the CCT as a poverty reduction tool and not as a safety net to address shocks, it is important to look at other programs that provide relief to victims of economic crisis and natural disasters. Temporary employment for displaced workers in export industries and capacity building for returning overseas workers would be more appropriate in the recent crisis.
57. In many poor areas of the country that are highly dependent on internationally traded commodities—banana, coconut, abaca, mining products—the cash grant offered by the program was not commensurate to the loss of income due to the dip in commodity prices. One response of households in these areas was to pull out children out of secondary school and send them to work. The CCT, however, is available only for families with children in elementary level. In view of the magnitude of income loss, an employment guarantee scheme may be more responsive to the needs of affected households. In the context of monocrop areas, coconut areas for example, an employment guarantee scheme may have the additional benefit of encouraging poor households to go into crop diversification by guaranteeing a minimum level of income should the new crops fail.
58. Leading experts realize that cash transfers would have to be combined with employment guarantees or a public works program to provide effective social protection. The issue then turns to program design and cost. To control cost, the wage in these schemes is set at a level that is low enough to encourage self-selection, that is only those who really need these kind of work apply to the program. It is important to have a menu of jobs lined up depending on the needs and characteristics of available workers. In this respect, involving local officials in identifying, designing and implementing projects under the employment guarantee scheme is essential to minimize waste. The experience of India in this area is something to look into more closely. Likewise, there is evidence from the Indonesian experience that public works have huge job creation impacts.
59. One approach in the Philippine context is to explore possible convergence between the CCT and the Kalahi-CIDSS program, which was the previous flagship anti-poverty program of the Philippine government prior to the CCT. The Kalahi-CIDSS program has a comprehensive list of priorities, for example, infrastructure projects wherein local governments and communities themselves are expected to chip in which gives some assurance that these projects are indeed important to them. This seems to be the track with the second phase of the Kalahi CIDSS programs which will be implemented in the same areas covered by the CCT.
60. The limited "fiscal space" in developing countries like the Philippines is often seen as a constraint to universal modes of social protection such as employment guarantee schemes. In some cases, a reallocation of existing expenditures rather than additional money can ease the constraint. The cash transfer program in Indonesia, for example, was funded out of savings from a reduction in the fuel subsidy which studies have shown to be highly regressive. A similar opportunity in the Philippines is the elimination of the rice subsidy program administered by the National Food Authority (NFA) which the World Bank estimates to have cost the government 67 billion off-

budget pesos at the height of the food crisis. Study after study has demonstrated huge leakages in the program. This suggests the need to look at all social protection programs and see which ones can be eliminated, reduced or expanded.

61. In addition to the financial resources required by employment guarantee schemes, there are critical design issues that are not insurmountable. In the case of emergency employment programs, there must be a ready menu of programs and projects to address specific shocks whether it's the El Nino phenomenon or the shock emanating from a global financial crisis. A system of monitoring the impact of certain events is useful to allow for a quick response, thereby preventing household responses that have long term negative consequences. In the case of guarantee schemes like the Indian program, a low wage level ensures self-selection so that only those who are really in need join the program. Participation of local governments in the selection and implementation of projects is crucial. Monitoring and evaluation of the CCT is still important, notwithstanding the strong support the program has enjoyed. Not least, there is plenty of scope for linking different social protection schemes with the CCT and eventually with employment guarantee schemes.
62. The targeting scheme used in the CCT program creates a platform for convergence across various social protection schemes currently in place. The targeting system has generated a database of the poorest households in the country which is potentially useful to other programs targeting the poor. The database of poor households can be complemented with information generated by other programs like the Kalahi CIDSS which has a comprehensive list of priority infrastructure projects that can be implemented by local governments and communities. Information generated by post-disaster assessments such as assets that need to be rehabilitated, expanded or repaired in a minor way can also be very useful. Then there are macro level data, province level data, community based data systems.
63. Indeed, government agencies realize the importance of convergence. Recently the President through the National Anti Poverty Commission (NAPC) directed all government agencies involved with poverty reduction to consider the CCT as anchor program. And the NAPC is in the process of developing a convergence framework to implement the President's directive.

## **E. Emergency Livelihood and Employment**

64. The Comprehensive Livelihood and Emergency Employment Program (CLEEP) was the Philippine Government's response to the global crisis intended to protect the country's most vulnerable sectors—such as the poor, returning expatriates, workers in the export industry, and out-of-school youths—by providing emergency employment and funding and supervising livelihood projects. It had two objectives: (i) to build the capacities of Filipino workers and afford them the skills they need to compete in tougher job markets; and (ii) to create as many jobs as possible in the least possible amount of time for the poor through investments in public works and enterprise development.
65. The CLEEP was a major part of the Economic Resiliency Plan. Projects under the CLEEP were targeted to vulnerable populations and workers, and priority was given to the 12 poorest provinces and the 12 most food-poor provinces. Many of these programs have existed prior to the crisis or were included in the 2009 budget proposal. Some of them received additional allocations or were expanded in view of the crisis, and some were re-oriented to target more specifically displaced or unemployed workers and/or “vulnerable” groups. Some were new projects.

66. Each member of the Cabinet was assigned by the President to be responsible for program implementation in one region to ensure that livelihood and emergency employment projects are complementary with their individual agencies' ongoing pro-poor programs. Projects and activities under CLEEP should be closely coordinated with Local Government Units, NGOs or civil society organizations and other relevant stakeholders in all regions and provinces – with the possibility of counterpart schemes. It should consider the local context of each area or region.
67. Funding for the CLEEP was increased to P10 billion pesos in 2009. Jobs generation being the main thrust of the CLEEP, the Department of Labor and Employment was designated lead agency. Government departments and offices were directed to mobilize their remaining resources, including contingency funds, to finance the pro-poor “employment and livelihood” projects under the CLEEP. These projects were to be implemented as long as there is a crisis. Government agencies were also required to allocate 1.5% of their 2009 operating budget to temporary hiring of qualified, displaced workers.
68. Priority was given to quick-disbursing, high-impact projects. Projects ranged from provision of short-term employment opportunities for displaced workers and the unemployed poor, small construction work for the out-of-school youth, livelihood assistance for agriculture workers, including fisher folk, microfinance support, construction and maintenance of farm-to-market roads and other agricultural infrastructure, and cash-for-work projects.
69. Programs under the CLEEP include:
- **TUPAD (Tulong Panghanapbuhay sa ating Disadvantaged Workers).** A project of DOLE, it provides (i) short-term wage employment as immediate source of income - 1 month in various community works of Local Government Units. The LGUs cover 50% of PhilHealth premiums for 1 year; covers SSS premiums for 1 month; identify and employ beneficiaries. The DOLE covers wages for 1 month; (ii) training for skills upgrading, retooling or entrepreneurship during weekends within 1-month period by TESDA; (iii) social protection coverage under SSS (covers premium of beneficiaries for 1 month) and PhilHealth (PhilHealth subsidizes 50% of health insurance premiums for one year)
  - **PPEP (Pump Priming Program)** was launched by the DPWH programmed for implementation during the first six months of 2009. The Department of Budget and Management has released P21.54 billion to cover SONA projects in following regions: Cordillera Administrative Region (CAR) P3.43 billion; Region 3, P2.50 billion; Region 5, P232 million; Region 8, P373 million; Region 9, P2.65 billion; Region 10, P1.83 billion; Region 11, P1.14 million; Region 12, P150.1 million; Region 13, P1.89 billion; and Project Management Office-Philippine Japan Highway Loan of the Central Office, P6.32 billion. As regards job generation, DPWH conducted a jobs fair at its headquarters, simultaneously with its 13 regional offices on February 23 in cooperation with DOLE and several contractor firms. Out of 13,348 applicants, 4,554 were hired on the spot by 468 participating contractors. The rest are being processed for referrals to local and foreign firms looking for qualified and competent workers to hire.
  - **NARS (Nurses Assigned in Rural Areas).** The program called for the deployment of nurses to provide primary health services, inform communities about sanitation practices, and immunize children and mothers. Project was motivated by the oversupply of nurse graduates in response to overseas employment opportunities. Two objectives: (i) temporary paid employment of 6 months for nursing graduates (minimum salary of Pesos 8000/month) and work experience for nurses; and (ii) improvement of delivery of health care services in poorly served rural areas.

- **ISLA (Integrated Services for Livelihood Advancement of the Fisher Folks).** Listed under CLEEP, ISLA is a new DOLE programme for marginalized fishers in coastal municipalities, in collaboration with Local Government Units and Bureau of Fisheries. Provides assistance to existing livelihood undertakings to make these viable and sustainable and generate higher incomes (same level as minimum wage). Assistance to be provided: setting up common marketing facility; acquisition of fishing materials & equipment; establishment of alternative livelihood projects; strengthening of fishers organizations; and training in entrepreneurship.
- **YEYE.** Support extended to high school graduates complete college education. Private sector pays tuition and a minimum wage. Existed before the crisis; programme is being expanded in 2009.
- **SPES.** Summer vacation program for students for job generation & income support. DOLE covers 40% of wage, while partner institution (local government or private establishment) covers 60% of wage. Also pre-existing the crisis, but expanded in 2009 to include private sector as partner institution; it received additional public budget in 2009.
- **Others:** Out of School Youth Serving Towards Economic Recovery (OYSTER) for road maintenance and flood control; One Town One Product (OTOP); Kapit-bisig Laban sa Kahirapan (KALAHI) Cash for work to repair health facilities; Grassroots Entrepreneurship for Employment in Tourism (GREET); Farm to Market Roads (FMR); Financial Assistance and Micro Financing for Entrepreneurship (FAME) for returning OFWs and family dependents; Adjustment Measures Program (AMP), Workers Income Augmentation Program; (WIN AP) and DOLE Integrated Livelihood Programs for displaced and low income workers

## F. Unemployment Insurance

70. The global crisis and the ensuing wave of retrenchments has generated renewed interest in social protection mechanisms for labor, including unemployment insurance (UI) schemes, to cushion the impact of the crisis. UI arrangements provide income security during temporary unemployment resulting from cyclical or structural economic downturns. It is justified as enhancing productivity and stabilizing consumption during periods of crisis. In this view UI temporarily “stores” idle labor outside the production process, providing it with transfer income, which allows for maintaining and upgrading of skills until such time production picks up again.
71. There are a number of bills filed in both Houses of Congress providing for some form of unemployment insurance. The proposals vary in the level of benefits and the way of financing. Moreover, existing social security schemes provide some kind of benefits to members upon loss of employment. Employers, for example, are obliged to pay severance pay for each year of service. Little known to public employees, GSIS entitles members to an unemployment benefit equivalent to 50% of the average monthly compensation for a maximum of six months. In the private sector, workers who lose their jobs can avail of loans from the SSS and Pag-Ibig Fund. Existing schemes, however, are limited to the permanent or regular workers in the formal sector.
72. Weber (2010) offers a detailed proposal for an unemployment insurance scheme. Based on ILO Convention 102 the proposed UI scheme is financed by contributions from employers and employees in equal shares (starting with 1% each, providing a basic protection in case of unemployment. The benefits include unemployment cash benefit of 50% of the average monthly salary up to a maximum period of 10 months. Furthermore, the scheme could provide unemployed workers with training opportunities to help them find new jobs.

73. The proposed scheme would start with the formal sector, enterprises with at least 10 workers that are already members of SSS or the GSIS, and gradually expanded to cover all employees. This assumes greater formalization of the labor market, and towards this several reforms are envisioned. On the one hand, greater flexibility in hiring and firing of workers is seen to encourage formalization and provide employers an upside from the program. On the other hand, more effective enforcement of labor standards and contracts, and disallowing the practice of firing for six months would enhance worker security. The proposed scheme would involve the SSS/GSIS to administer the fund, the Public Employment Services Offices (PESOs) for registration and job search facilitation, and the Technical Education and Skills Development Authority (TESDA) for skills training.
74. While there agreement on the need for a scheme to protect workers against loss of employment, some concerns need to be addressed. On the part of SSS, there is the concern that administering the scheme would stretch already thin resources, it should be mentioned that the proposal calls for setting aside 15% of UI contributions for administrative costs. In addition, in the initial years of the scheme contributions would exceed benefits and the excess can be used to invest in SSS procedures and administration. On the part of workers, the main concern has to do with conditioning the UI on the removal of employment protection as a means of getting employers' support for the program. On the part of employers, the additional contribution entailed by the scheme is a point of concern. Despite disagreements on the details of the program, the current proposal offers a starting point for serious discussions and negotiations to arrive at a feasible compromise.
75. A discussion of UI in the Philippine context leads to a host of issues and concerns. The historically high level of unemployment and weak employment generation is seen as a major obstacle to the viability of UI. The problem is compounded by increased macro volatility and frequency of economic crisis in recent decades which raises labor turnover. The existence of a large informal sector, the huge and growing number of seasonal and contractual workers in the formal and informal economies raises the issue of equity and acceptability of UI. Informal, seasonal and contractual workers would be among the last to be covered by UI if at all, the concern being that this would widen the gap between these groups and formal sector workers, leaving the former behind. The treatment of informal, seasonal and contractual employees is a difficult issue perhaps requiring solutions other than UI, but the Philippines can learn from the international experience.
76. A major obstacle to selling the idea of UI is the low level of familiarity with insurance in general, a common problem in developing countries. Finally, sustained process of social dialogue is necessary to resolve contentious issues related to UI, including the level of contribution and benefits, balance between security of workers and flexibility in employment, role of government in buffering the scheme during periods of high unemployment, and administering the fund, to name a few. UI cannot proceed without a clear consensus from the, major stakeholders, employers, labor, and government. While there is agreement on the desirability of UI, the devil, so to speak, is on the details which can be ironed out through sustained negotiation and dialogue.

## **G. Ways Forward**

77. The above discussions lead to recommendations in terms of areas for action as well as issues to reflect upon. Those recommendations could help broaden and reinvigorate the implementation of

the Decent Work Agenda in the Philippines as it is embedded in the ILO's own Decent Work Country Programme as well as in the national tripartite Common Agenda for Promoting Decent Work. They could be useful inputs to strengthen the employment and social protection components of the United Nations Development Assistance Framework (UNDAF) and the forthcoming National Medium Term Philippine Development Plan.

78. Participants to the forum representing key stakeholders in the Philippines also put on the table their respective action agenda towards shaping an inclusive recovery. The ILO plans to publish the background papers for the forum in a volume for dissemination to policymakers and the academic communities. It is putting together an international network of all the UN agencies working to promote the Global Jobs Pact, in particular good practice with employment and social protection measures that can actually respond to crisis.
79. The CCT program offers the interesting possibility of linking cash transfers with employment programs and other social protection programs within the public sector. The ILO will seek the cooperation of other international organizations in possible programs that link the CCT with employment and social protection programs where the CCT acts as measure for chronic poverty alleviation while other programs are accessible on demand augmenting the level of protection to match the level of economic shock or vulnerability of the family.
80. The ILO will nurture and support tripartite dialogue leading to the development of an unemployment insurance scheme which it sees as an important new institutional development for the Philippines. It will also look into providing capacity building for LGUs in local development.
81. The UNDP has identified five initiatives in the Philippines. The first is to put once again the challenge of growth and social protection in the context of the Millennium Development Goals (MDGs). It is putting out 10 provincial MDG reports to provide a snapshot of where these provinces are in terms of the MDGs. The 10 provinces are representative of provinces in the Philippines. The second initiative is assessing the quality of existing social protection systems, and promoting harmonization, linkages and synergies. A study commissioned by the UNDP reviews the various social protection measures and shows a scattered number of programs with highly unequal results.
82. The third initiative looks at the nexus between migration, remittances and local development. Together with other UN agencies, the UNDP hopes to pilot an incentives program to induce overseas workers to invest a small portion of their remittances in local development. The fourth initiative is on the green aspect of the recovery, called the poverty environmental initiatives. It takes off from the idea that the way we manage our natural resources is fundamental to our capacity to reduce poverty because the poorest households rely heavily on natural resources—agriculture, forestry, mining—for their livelihood. The aim is to ensure that this linkage is acted on the level of the community. The fifth initiative is to continue to monitor the impact of the crisis on the Philippines from a human development perspective as the issue fades from media attention.
83. Labor representatives emphasize their concept of recovery that is equity- and rights-based. An important goal in the recovery is to address decent work deficits. The sector would like to see a strong push for a development model that is oriented on strengthening the domestic market, policies and programs centered on the creation and sustenance of decent, regular and productive employment, increases in the purchasing power of workers through the minimum wage or through gain sharing alongside efforts to align the labor code to the principles and standards set

forth in ILO Conventions 87 and 98. In formulating policies for recovery, tripartism in particular and social dialogue in general should be encouraged to ensure the broadest support.

84. Employers have identified a number of key issues needing attention. The first is the implication of the crisis on labor standards. The second issue of interest to employers is the environment. A third issue is informal economy given the large role it plays. Finally, employers are looking at a new model of industrial relations whereby labor and management are partners in achieving a common vision, a vision where the Philippines becomes an investment friendly and employment friendly country.
85. The Government, represented by the DOLE, is developing what it calls a blueprint (in the past the department formulated employment plans) that sets directions, strategies, specific interventions for young workers, migrants, trade unions, and human resource management. The blueprint recognizes the fluidity of the business and employment environment which calls for constant assessment of gaps and emerging issues, as well as periodic review of agency performance. The blueprint will cover the pillars of decent work and will be looking at employment, human resource development, wages and income, rights at work, social protection and social dialogue. Finally, the Government hopes to sustain the CCT program, improve efficiencies and integration with a cohesive and coherent social program in the Philippines.

**Papers submitted to the Forum:**

1. King-Dejardin, Amelita.2010. Technical Note on the Philippine Labor Market in Crisis.
2. Santos, Lourdes Kathleen. 2010. Technical Note on the Local and Social Dimensions of the crisis.
3. Esguerra, Patrocinio Jude. 2010. Assessing Global Transmission Mechanisms and Local Policy Responses.
4. Aldaba, Fernando and Reuel Hermoso.2010. Coherent Policy Recommendations to address the impact of the Global Crisis.
5. Weber, Axel. 2010. Social Protection in Case of Unemployment.

## APPENDICES

### Appendix 1: Message by Linda Wirth, ILO Manila

Message by Ms Linda Wirth  
Director, ILO-Manila

Secretary Marianito Roque  
Distinguished resource persons and participants  
Colleagues from the UN system and the international community  
Our visitors all the way from ILO Geneva, Mr Aurelio Parisotto and Ms. Amy King  
Ladies and gentlemen

*Magandang umaga sa inyong lahat!*

As we already know, the Philippines has up to now weathered relatively well the storm of the global financial and economic crisis. There are signs of positive growth: exports are starting to pick up; employment has grown; unemployment has not dramatically increased; and OFW deployment and remittances remained steady.

These could be attributed to the immediate policy response of the country to the global crisis through the Economic Resiliency Plan and the implementation of the Comprehensive Livelihood and Emergency Employment Programme and Conditional Cash Transfer Programme.

However, we also know that there are mixed signals. The Philippines' per capita income has declined, part-time work and underemployment continue to increase, private investments remain low, SMEs continue to experience constraints for growth, poverty levels are still high and even increasing and the informal economy appears to be growing.

For poor families especially in the rural communities and for the young women and men seeking employment, coping with hardships has become a recurring facet of their daily lives. Child labour persists. Too many people succumb to clandestine and risky migration, sexual exploitation and even trafficking and forced labour as they search for a way out.

There are indications from various studies that the causes of poverty and crises in the Philippines are structural and chronic in relation to economic, political and judicial systems. Without a clear reform agenda in critical areas, prospects for a broadbased, equitable and sustainable economic growth and prosperity and for realizing Decent Work in the country will continue to be hampered.

This forum is part of an initiative of the DOLE and ILO under the auspices of the UN Expanded Task Force on Response to Global Economic to prompt more coherent national programmes for job-rich recovery under the framework of the Global Jobs Pact. Various government departments in the Philippines, the UN and academe have collaborated in the preparation of this Forum.

The Global Jobs Pact was adopted by the international community as a key component of the response to the global crisis seeks to promote a job-intensive recovery from the crisis. Designed by the ILO tripartite

constituents government, workers, employers – it serves as a guiding framework for national and international policies aimed at stimulating economic recovery, generating jobs and providing protection to working people and their families.

The Pact is the first global policy instrument that aims to address the impact of the crisis. It is built around the principles of the ILO's Decent Work Agenda. It looks at issues of employment generation and sustainable enterprises. It emphasizes the need for a basic social protection floor. It calls attention to the importance of protecting and promoting rights at work in a crisis situation. It encourages the practice of social dialogue and collective bargaining as critical tools to identify priorities and assist in policy design and implementation. It calls for implementing measures quickly in a coordinated manner, and for integrating gender concerns throughout.

The Global Jobs Pact sets out principles for cooperation in responding to the crisis as well as a portfolio of crisis-response measures that countries can adapt to their specific needs and situation. It recommends governments and multilateral agencies to consider – among others – options such as effective, properly targeted active labour market policies, investment in public and community infrastructure and “green” production and services, skills development and training programmes, broadening of social protection and provision and enforcement of minimum wages, and targeted initiatives and public employment schemes to support the most vulnerable. The Pact also calls for enhancing the competence and increasing the resources available to public employment services and labour administration to ensure that quality services are provided and rights respected.

In the wake of the crisis, there has emerged a vigorous debate on the cyclical policies and the structural reforms needed to set the Philippines on a path to sustainable, inclusive and balanced growth. Strategies for employment intensive growth and social protection are critical components of such a roadmap. And these need to be increasingly crafted and implemented in the context of climate change, conflict situations and natural disasters as we have witnessed with the terrible typhoons and floods last year and the El Nino dry spell of this year.

In this forum, we look forward to your very active participation. We need you to share your experiences in promoting employment, livelihood and social protection programmes and specifically, we are looking at vital lessons that we can draw from these experiences which we can use in the development of new and coherent policies and programmes.

And because we want to make sure that everyone really participates, we will be utilizing highly participatory techniques in this forum such as the fishbowl method, world café that you just experienced and open space dialogues. These techniques have been extensively used in international forums and have been proved to be effective. These are not the usual classroom type sessions or a series of long presentations as we know the human mind has a relatively short attention span! We have tried, at least for the most part, to design the sessions in an informal manner to maximize interaction between resource persons and participants.

My best wishes to all of you for a stimulating two days and successful and clear ideas coming out to guide us all towards more inclusive and equitable growth patterns where no –one is left behind!  
*Mabuhay!*

## **Appendix 2: Message by Honorable Marianito Roque, Secretary of Labor**

Message by Honorable Marianito Roque  
Secretary, Department of Labor and Employment (DOLE)  
Manila

Coherence is the answer. We were quick and steadfast in saying so when the global economic crisis was looming on our horizon during the second half of 2008. With the task that the government can do to mitigate the effect of an impending economic shock it is easy to get lost in the options and the priorities. Businesses were about to fold up, jobs were bound to be lost, and we needed to talk with other government offices, leaders in the business community and worker's groups. Some would say ... I would say it was multiparty and multilateral at that time. We also needed to extend programs to those affected fast and issue policies that will enable industries to continue their ... and services, retaining their skilled workers. In order to be effective, the government organization -- its policies and programs -- needed to make sense. Back then it was clear to us in the DOLE that the crisis potentially holds great threats to the economy, the workplaces and most especially the Filipino workers.

We have to come up with a resiliency plan that meant spending more on things that were important like infrastructure and locally-led development initiatives. It also meant government deciding to forego revenues on taxes and contributions that would have been desirable for the government account that was thought to be most helpful to be used by capital instead.

We made sure that we had the plan that saved both jobs and businesses. We wanted to make sure that government interventions were enabling, that the resources were readily available for those who need help most, that the table for dialogue was open, and as I encouraged colleagues in the DOLE, we must provides services with more efficiency because it's not business as usual. And for good reasons too.

During the height of the crisis from October 2008 to April 2009 there were about 832 establishments both big and small that were said to be affected. In turn those establishments went into coping strategies to somehow affect 154,966 workers. The actual effect of both government policies and practices by establishments range from simply being put on a flexible work arrangement such as transferring the day when a worker can avail of a holiday or flexiholiday or having to be separated from work temporarily. Out of a total number of affected workers a good third or 54,000 workers availed of flexible work arrangements that were offered by their firms. During the same period 40,000 workers were already recalled to work, about 18,000 temporary layoffs and 59,000 awaiting either recall or permanent displacement. That was the situation in those crises months. In a period of seven months we were profiling giving spending assistance to an average of 422 workers a day. Workers provided assistance during the same period totaled 41,137 mostly through the 362 projects at the local level consisting of our tupad or tulong pangkabuhayan para sa displaced worker, our isla program or integrated services for livelihood advancement for the fisherfolks (these are the shoreline communities), the workers' income augmentation program or ... we term in the dept as winap for organized workers and the Filipino expatriate livelihood support fund or felsf among affected overseas Filipino workers. Within the DOLE family ... alone we mobilized a total of 175,320,000 pesos. The 102,000,000 million of that amount were direct livelihood grant to some 20,600 workers. I repeat, we did not lend money, we gave grants to the affected workers. Aside from the mobilization of resources at that time when they are most needed, it was

also an opportunity for us to work ever more closely with our social partners as we consulted them on how to bring and help the affected workers ... in job pacts and social accords that maintain harmony in what would have been an atmosphere ripe for labor protests and disputes. More importantly we were able to launch initiatives that are more responsive to labor market needs, which has the potential to outline other emergency measures that were born during the crisis.

The NARS program or nurses assigned to rural service was initially implemented in pilot municipalities in the country providing for temporary employment and training for 5,000 newly board passed nurses for every cycle for every semester. It is a platform for nurses who just passed the licensure exam to render public service in the process receiving decent allowances and at the same time earning their much needed experience. We were paying them 8,000 pesos a month for they were undergoing training and getting that experience. NARS was received with overwhelming support and participation by the licensed nurses and is now on its second phase rolling outward to even some of the smallest local government health facilities nationwide. The recipients of the NARS program actually are the 1,000 poorest municipalities here in the Philippines.

We're at the point where as holders of public trust we must be assessed of the efforts that we exerted during the crisis. I believe we will have some of these expert assessments from our resource persons in this forum. Such assessments will be very helpful for us in sustaining or adjusting our course towards bringing more steps forward then back to (pre) crisis level conditions. We see this forum as a welcome opportunity for transition into other activities or improve our services further. For even if we feel that we were coherent within the DOLE organization there is much want for coherence in the wider sphere of governance, policy making and implementation of initiatives, crisis or no crisis. Again we have achieved an overarching framework that really connects what each public servant to a corresponding result in the improvement of the workers condition. Our work towards coherence remains. This is one of the continuing efforts that my leadership in DOLE which I would very much hopefully realize in this forum and beyond times of crisis.

And again we are facing this crisis, this power crisis in Mindanao that may again lead to threats on job stability, and of course the possible job losses owing to the tuna fishing ban in the western Pacific which we are facing right now. I guess in our own time and in our own way we will have the time to shine and develop policy coherence among the players in the jobs and employment sector and these challenges come to us from time to time. And so I thank our collaborator the ILO for partnering with us on this important event. I also thank all of you for coming over and sitting down to work with us. Your contributions will be discussed and today and tomorrow will surely influence the way forward for us in speeding up our recovery. In this forum let me continue the rebuilding and recovery process through information and knowledge that are useful guides to policy makers and action people like us. Again thank you, magandang umaga po sa inyong lahat.

### **Appendix 3: Message by Aurelio Parisotto, ILO Geneva**

Message by Mr Aurelio Parisotto  
Senior Economist, Policy Integration Department  
ILO-Geneva

Secretary Roque,  
Director Linda Wirth,  
Colleagues and friends,  
Distinguished participants

About one year ago, the ILO in partnership with the Department of Labour and Employment and the Asian Development Bank brought together—in this same venue—representatives and experts from governments, business, labour, international organizations and the academy from all of Asia. The purpose was to confront the implications of the global economic and financial turmoil. That meeting contributed to shape a strong regional and international response, a response that was critical to contain the damage on our economies and our societies.

One year later we are meeting to address the prospects for recovery in the Philippines and shape a sustainable, pro-job and pro-poor way out of the crisis. The policy challenge we confront is perhaps less dramatic but sure it is not less urgent.

I would like to share a few remarks on the broad international background to this forum and then give you some detail about the intentions and the structure of the programme.

There is a passionate economic debate on whether global recovery is just around the corner, or it will be slow and shallow, or double dipped or else. There is a feeling that the worst is behind us. But the best which is to come is yet to be seen. IMF forecasts suggest a multispeed recovery, led by a few large developing economies of Asia that could be growing by over 8 per cent in 2010. Growth should remain sluggish in the advanced economies and in Central and Eastern Europe, at around 2 per cent. Forecasts for the Philippines point to growth of around 3-4 percent, in line with the global average.

Economics has much to be humble about, as we know now, but these forecasts are especially tentative. Overall, growth remains largely dependent on government stimulus measures, and there is growing concern that deficit spending limits might be reached before the private sector takes up the running in sustaining the recovery.

But whatever shape the recovery takes, the reality is that job recovery will lag behind. The world economy will grow this year at a rate that is likely to be insufficient to cope with a ruthless and prolonged jobs crisis, fraught with social and political dangers.

Our estimates tell that the total number of the unemployed in the world may have reached well over 200 million, with a sharp increase in 2009. A similar number of workers are at risk of falling below the poverty line. The global recession first affected workers in urban, formal settings but as it unraveled it reached out to the vulnerable and the poor. Harsh pressures on wages, shrinking working hours, deeper informality and reverse migration are affecting the earnings of poor households in both urban and rural setting.

Looking ahead, unemployment is likely to increase in 2010, particularly in the developed economies, in spite of the signs of recovery. Of particular concern is the increase in youth unemployment. Job creation measures that target the 45 million young women and men who every join the world labour force for the first time, are a global priority.

Distinguished participants,

The ILO is working with its constituents, the United Nations System and international partners to identify solutions. At the request of the Leaders of the G20 we have conducted an inventory of the measures adopted in about 50 developed and developing countries in the employment and social protection field. We have an idea of what is common practice in crisis response. We are now starting to look at what is good practice. We are learning a few lessons.

First, policy does make a difference. Countercyclical discretionary measures were critical to weather the global economic storm. In our report to the Summit in Pittsburgh, we estimated that those measures helped generate up to 11 million jobs, buffering social distress and helping restore some degree of economic confidence. In several developing countries, in particular in Asia, prompt monetary and fiscal responses, together with sound economic frameworks and the resilience of domestic markets, helped contain output contraction—a positive feature of this crisis compared with earlier ones.

This unprecedented convergence of macroeconomic interventions shows the power of international coordination and policy coherence in stimulating growth and employment.

Second, the content of policy makes a difference. Investment in infrastructure that clinches to labour-intensive methods has significant job creation effects. Coupled with green elements, it contributes to foster innovation and the emergence of new industries and new jobs. Policies and institutions helped countries to sustain their labour markets even in the case of sharp contractions of output—through employment retention measures, shorter working time, unemployment insurance and measures for training and reskilling that equip enterprises and workers for a quick restart. Social dialogue played a role in crafting suitable arrangements. There are many examples from both developed and developing countries.

The point is that the toolbox for policy development is broader than anticipated. Pro-active employment policies, tax measures, sectoral interventions, SME support and unconventional monetary measures are no longer taboo. They do provide a new flexibility to policy-makers that would not have been tenable as little as 18 months ago. Some talk of a new development paradigm. For sure there is a rethinking of the policies of the past two decades.

Third, preparedness and timeliness make a difference. Countries with established systems of social protection or where safety net schemes were in place and could be scaled up rapidly have been able to better cushion the effects on the vulnerable groups. The examples include transfer programmes in Brazil, Colombia and Mexico as well as India and Bangladesh. In this latter country, for instance, the programmes that were put in place to counter the food crisis facilitated a swift response once the recession arrived.

In other words, those programmes worked as automatic stabilizers. In some cases, they restrained rural-urban migration by means of supporting earnings in the rural sector, where the majority of the poor live. In the short-term, they had a positive macroeconomic impact, as the propensity of the poor to spend is pretty high. In the long-term, they helped poor households not to undercut their investment in education, safety, health and other assets that are critical to sustainable prosperity. By this token, social investment led to tangible economic returns.

In a paper presented by the IMF at the HLCP of the UN system it is said that "there is now much greater willingness to consider strong systems of social protection on their own merit, rather than as ideological preferences."

Distinguished participants,

There will be no economic recovery without a jobs recovery. There is a broad international consensus on this matter too. The problems of unemployment and underemployment are at the forefront of the political debate in all countries.

I mentioned the Global Jobs Pact. The Pact was adopted by the leaders of governments, business and labour at the International Labour Conference last June. It was endorsed by many quarters.

The Pact spells out key principles and a set of concrete measures. It is a tool to facilitate a stronger convergence of public policies and private investment in a concerted effort to put decent jobs at the heart of recovery as it was pledged by the G20 Leaders in the Statement at Pittsburgh last September.

Many of the policies advocated in the Global Jobs Pact are already in place. Some of them, I mentioned above. Public and private productive investment, support to sustainable enterprises, wages and productivity, a basic social floor, social dialogue, gender equality and respects for workers' rights. Those policies need strengthening. The challenge is twofold: to package measures in ways that fit national needs and circumstances, and at the same time, to forge a global response.

This forum is part of the effort of the ILO and the UN system to promote policies that are aligned with the goals of the Global Jobs Pact. It is part of a series the ILO is organizing in selected developing countries with the support of international donors. Our purpose is twofold. To prompt more coherent national programmes for job-rich recovery and at the same time to distill lessons to share internationally. In the Philippines, we hope this will provide suggestions and food for thought to preparation of ILO Decent Work Country Programme, the UNDAF and the country's MTDP.

How this is going to work in practice? The Forum has four main steps. First, we need to sharpen our understanding of the potential and the vulnerabilities of the labour market. The first panel will look at these issues. The papers prepared for this panel warn that we should look beyond the aggregate numbers of the employed.

Second, another expert panel will look at the macroeconomic scenarios and brainstorm on the core elements of a simple realistic agenda for sustainable recovery, immediate action and longer-term policy reform.

The programme for the recovery does not need to start from scratch. There is much that is going on. The third set of sessions—the breakout groups—will provide an opportunity for an in-depth discussion on concrete entry point initiatives. We propose to share insights on the experience with employment and livelihood programmes to cope with emergencies and we want to explore the potential of LGUs in promoting dynamic local economies and enterprises. Tomorrow we will look at mechanism and instruments to ensure greater protection to workers and their families in the formal and informal sectors, respectively. The purpose of these breakout groups is to improve coherence and coordination across government agencies and international agencies that are working on the ground on those issues.

Of course there are many topics that are relevant. This is why we organized the fourth session as an Open Space where everybody will be able to raise critical issues, special concerns, new approaches, opportunities, in a very flexible and informal manner.

I warn you this is an unconventional forum. This is the time for new thinking and experimentation. We aim for a highly interactive and informal exchange. We paid attention to the facilitation techniques and we mobilize the best available experts. Each one of you in this room, we do not want any of you leave the forum without having been able to express views.

Let me conclude. This is a critical moment. In the wake of the worst global economic downturn in decades, countries including the Philippines have to manage complex policy trade-offs. They are confronted with difficult choices as it concerns their financial and fiscal policies and the composition and level of social spending. The decisions they take now have implications for the future. Those decisions should be based on knowledge, a balanced view of the economy, and a shared vision of where society should go.

I trust that participants at this forum will be able to make a critical contribution to chart the right direction.

Thank you.

## **Appendix 4: Message by Renaud Meyer, UNDP Philippines**

Closing Remarks by Mr Renaud Meyer  
Country Director, United Nations Development Programme

Our colleagues from ILO, Linda, Aurelio, Amy, participants from government, the labor sector, academe, private sector and civil society;

I can see, that judging from the wide range of participation in this policy coherence forum organized by ILO in partnership with UNDP, NEDA and DOLE, and the active participation in all the discussions that transpired yesterday and today, that the objectives of this forum have been fully met.

The timing for this forum has taken place at a most opportune time. Early this week, the government's own presidential adviser said that 34 quarters of uninterrupted expansion in the past nine years did little to reduce poverty and the number of poor people; adding that the current government had achieved an average growth of 4% per annum including a 7.2% growth in 2007 that was the highest in 30 years.

Since yesterday, discussions have revolved around the promotion of a job-led---L-E-D growth as opposed to a jobless growth, and what it takes to achieve a job-led growth; what policy responses are needed to achieve a job-led growth during the recovery phase following the global economic crisis.

In late 2008, the government put in place an Economic Resiliency Plan (ERP) in response to the global economic crisis by unveiling a P330 billion package. In 2009, the government exited with deficit of P298.5 billion and a 0.8 economic growth. Yesterday, we tried to put a rating into the achievements of the economic resiliency plan.

In a post-crisis recovery scenario, the government announced during the recent year end economic briefing that it would go into fiscal consolidation because of the deficit and that it has therefore scrapped its planned stimulus package for this year, with the hope that spending for the rehabilitation of typhoon-damaged infrastructure would be sufficient to spur economic growth.

The question that we had asked ourselves therefore since yesterday was----what priorities and recommendations for policy reform would be needed to support sustainable, inclusive and job-rich rich growth. The rich discussion and recommendations emanating from this forum will thus go a long way in influencing the achievement of growth with jobs especially in the rural areas where it is needed most, where three out of four poor families live and where the challenge of job creation is more difficult in view of the lack of conditions to motivate investments. Social protection, investment in infrastructure, and education-job mismatch were recurring topics.

One thing is certain about what has been an important highlight of this forum---that policy responses to achieve sustained and inclusive growth must address both short and long-term issues. While there is a need to create jobs in the short-term in a time of crisis and recovery, it must not be forgotten that the long term realities in a life cycle of risks and vulnerabilities require coherent policies that support the building of institutions, social protection, quality education and sound investments.

We have all taken this important step yesterday to contribute to this discussion and I am confident that these well thought-of recommendations will find their way in the evolution of these coherent policies that will bring about sustained, job-led and inclusive growth.

Thank you and good afternoon.

## Appendix 5: Closing Remarks by Keiko Niimi, ILO Manila

Closing Remarks by Ms Keiko Niimi  
Deputy Director, ILO-Manila

Magandang hapon po sa inyot lahat. Good afternoon.

We have had a taste of a global café. We have been ants and butterflies and bees, and have had fun. We were fish in our fishbowls. And we discussed the resiliency of the nation, its vulnerabilities and strengths, and how we make growth employment rich. We have looked at job creation and social protection, and ways forward.

I hope that you found the forum constructive. I trust that it has been helpful for us to question our course, to understand what we hope is a V-shaped global recovery – or is it W-shaped? - and to see that policy makes a difference in keeping people in jobs.

We often hear how the characters for crisis in Chinese are those for an opportunity. Germany and the UK, following the Industrial Revolution and turmoil caused to workers, built their foundations for social protection. The US, surviving the Depression, passed its Social Security Law. Japan, during WWII, enacted its Workers Pension Insurance Law. Others, not only OECD countries, have followed suit. Why did they do this? When things go bad, pressure for change grows. Can we do the same in the Philippines, pushing to establish higher levels of protection?

It is always the individuals that make a difference. Individuals, such as Frances Perkins, the Secretary of Labor and the first female appointed to the US Cabinet – it was Ms. Perkins that influenced President Roosevelt to pass legislation to provide, under three great objectives, security as a right of the home, security of social insurance, and security of livelihood. It took a woman...

Wangari Maathai is another woman, a noble woman, who won the Nobel Peace Prize in 2004. She called on her fellow men and women to be encouraged to “intensify our commitment to our people to reduce conflicts and poverty and improve our quality of life.” She said, “I am confident that we shall rise to the occasion. I have always believed that solutions to our problems must come from us.”

I thought of Ms. Maathai when Tony Asper recounted to us about the possibility of poor families – 700,000 – 3.5 million people - planting trees to raise themselves and their communities out of poverty. Ms. Maathai led a movement in Africa to plant 30 million trees, trees that provided food, shelter and income to support education and household needs. Tree planting improved soils and the watershed, and created employment. Through their involvement, tree planters gained power over their lives, and improved their social and economic position and relevance in their communities.

The Nobel laureate stated that initially the work was hard because her people had believed that as they were poor, they lacked not only capital but also knowledge and skills to address their challenges. They had been conditioned to believe that solutions came from the outside. But in planting trees, they discovered that they were part of the solution. They realized their potential and became empowered, indeed they empowered themselves, to take action. They came to recognize that they were the primary custodians and beneficiaries of the environment that sustained them.

I speak of Ms. Maathai not only because she is an inspiration. She planted the seed of an idea, the idea that through the efforts of individuals great things could be done. She started her Green Belt Movement,

responding to needs identified by the rural poor: the lack of firewood, clean drinking water, balanced diets, shelter and income.

I was tasked to bring our forum to a close. Yesterday and today, we tabled ideas, and debated possibilities.

Allow me now to pass the baton to you. For it is through your action as individuals and in the collective, that great change can be accomplished.

As I conclude, I pose a challenge – where do we begin? Can we plant the seeds of not only trees, but joint discussion – social dialogue, and joint action to correct what we call are structural imbalances that keep people from having jobs, that force too many people to tighten their belts and reduce their spending? Can we use the momentum of overcoming the jobs crisis as impetus to galvanize multi-sectoral discussions, and engage in policy coherence? Do we want to push for the establishment, for example, of a PDEA - a Philippines Domestic Employment Agency - that is as strong and as powerful as our POEA, or endorse the appointment of a champion for work at the highest political level? What can we do to tackle the challenge of domestic jobs growth? Where do we want to take the country, and how do we do this? Can we learn from national response to the crisis, crafted through consultations, with agreement of agendas by key players in the business and non-government, as well as government sectors? One lesson may be that crisis is no reason to postpone tackling long-term problems. Planning for recovery offers an opportunity to take incremental steps to deal with challenges and rethink strategies towards an economy that creates jobs and raises living standards.

I enjoin you to join me. Let us thank our many resource persons, our MCs, our technical working group – DOLE, NEDA, UNDP – and others, including DSWD and DOF, our partners and friends from Unions, Employers and Government offices, my colleagues from the Manila office and from Geneva, and our participants, all of you. We could not have had this forum without you.

*Isang bagsak!*

## Appendix 6: Agenda of the Forum

### POLICY COHERENCE FORUM OVERCOMING THE JOBS CRISIS AND SHAPING AN INCLUSIVE RECOVERY: THE PHILIPPINES IN THE AFTERMATH OF THE GLOBAL ECONOMIC TURMOIL

#### Agenda 11-12 March 2010 INTERCONTINENTAL HOTEL, MAKATI CITY, PHILIPPINES

#### Day 1

Day 1 - THURSDAY 11 MARCH 2010	
8:00- 8:30	<b>Registration</b>
8:30 - 9:30	Philippine National Anthem <b>Opening</b> the conference with café style around key questions (World Café)
9:30 - 10:00	Introduction and welcome by ILO Manila Director Linda Wirth Keynote Address by Philippines Secretary of Labor, Honorable Marianito Roque Conference objectives and programme by Aurelio Parisotto, ILO Policy Integration Department
10:00 - 12:00	<b>Experts Panel 1: From crisis to crisis: resiliency and vulnerabilities of labour market and enterprises in the Philippines (Talk Show)</b> Resource persons: Undersecretary Rosalinda Baldoz (DOLE), Mr. Renato Almeda (Yazaki-Torres), Mr. Antonio Asper (FFW) and Ms. Amelita King-Dejardin (ILO) Moderator: Dr. Cayetano Paderanga, UP School of Economics
12:00 - 13:00	Lunch break
13:30 - 15:30	<b>Experts Panel 2: Coherent Policies for Jobs-led recovery and pro-poor growth (Talk Show)</b> Resource persons: Mr. Dennis Arroyo (NEDA), Dr. Fernando Aldaba, Mr. Virgilio Fulgencio (DTI), Ms. Flor Cabatingan (TUCP) and Mr. Aurelio Parisotto (ILO)

	Moderator: Dr. Winnie Monsod, UP School of Economics	
	<b>Brief introduction to Breakout Groups (BOG) Track 1 - Employment Creation (Fish Bowl)</b>	
	<b>Breakout Group 1</b>	<b>Breakout Group 2</b>
	Coping with recurring emergencies and vulnerabilities through employment, enterprise and livelihood programmes	Optimizing LGU support for local economic development and job creation
15:30-17:30	Resource persons: Honorable Domingo Panganiban (Secretary of NAPC), Undersecretary Lulu Trasmonte (DOLE)	Resource persons: Mr. Jude Esguerra (Institute for Popular Democracy), Mr. Roy Moreno (National Competitiveness Council), Asst. Sec. Gerardo Calderon (DENR and League of Municipalities of the Philippines), Ms. Rita Pilarca (GTZ)
	Facilitator: Exec. Director Ciriaco Lagunsad (DOLE-NCMB)	Facilitator: Mr. Jess Macasil, ILO
17:30-18:00	<b>Reporting Back to Plenary of BOGs</b>	
18:00	<b>Reception hosted by the ILO</b>	

## Day 2

### Day 2 - Friday 12 March 2010

	<b>Brief introduction to Breakout Groups (BOG) Track 2 - Social Protection</b>	
	<b>Breakout Group 3</b>	<b>Breakout Group 4</b>
	Proposal for an Unemployment Insurance Scheme	Towards basic social protection for all
09:00-11:00	Resource persons: Mr. Axel Weber (ILO consultant), Mr. Horacio Templo (Executive Vice President of SSS), Edgardo Lacson (President of ECOP)	Undersecretary Luwalhati Pablo (DSWD), Ms. Camilla Holmemo (ADB), Ms. Celia Reyes (PIDS), Mr. Jehan Arulpragasam (World Bank)
	Facilitator: Dr. Rene Ofreneo, UP SOLAIR	Facilitator: Mr. Aurelio Parisotto (ILO)

11:00 - 11:30	<b>Reporting Back to Plenary of BOGs</b>
11:30 - 12:00	<b>Introduction to Open Space</b>
12:00 - 13:00	<b>Lunch Break</b>
13:00 - 15:00	<b>Open Space</b>
15:00 - 15:30	<b>Wrapping Up of Open Space/Feedback</b>
15:30 - 17:00	<p><b>Ways Forward (Talk Show)</b></p> <p>This session will distil lessons and key points from the discussion, highlight challenges, suggest directions and implementation mechanisms</p> <p>ILO (Aurelio Parisotto), DOLE (Asst. Sec. Teresa Soriano), UN Task Force on the Crisis (Renaud Meyer), Workers (Rafael Mapalo), Employers (Joey Molina), DSWD (Usec. Pablo)</p> <p>Moderator: Rene Ofreneo</p>
17:00	<p><b>Closing Remarks</b> by Renaud Meyer, UNDP Representative and Keiko Niimi, Deputy Director, ILO Manila</p>

## Appendix 7: List of Participants

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11-12 March 2010**

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