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# MANAGING MIGRATION IN THE PHILIPPINES: LESSONS FOR INDIA

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The following is the list of organisations which contributed to this research in terms of sharing their views and perceptions on the issue:

Scalabrini Migration Center - (www.smc.org.ph)

OWWA (Overseas Workers Welfare Agency) – <u>www.owwa.gov.ph</u> POEA (Philippines Overseas Employment Administration) – <u>www.poea.gov.ph</u>

DAWN (Development Action for Women Network)-<u>www.dawnphil.org</u> Scalabrini Centre for People on the MOVE - <u>www.scalabrini.asn.au/</u> <u>philscpm.htm</u>

Apostleship of the Sea – Manila - <u>www.scalabrini.asn.au/philaos.htm</u> Commission on Filipinos Overseas – <u>www.cfo.gov.ph</u>

### ABSTRACT

This paper highlights the significance of international migration in the Philippines economy and society, discusses the supportive and regulatory role that the government of the Philippines plays in promoting it and draws the lessons that India might learn from the Philippines experience. Temporary labour migration to foreign countries is a policy priority of the Government of the Philippines which restricts official access to markets through recruitment by licensed agencies or the government itself. The Government retains a regulatory role, though most of the responsibility for recruiting workers is entrusted with the private sector with a view to protecting workers from abuse and discouraging illegal recruitment. International migrants receive several benefits- pre migration training, life insurance, pensions and loan facilities. Remittances are encouraged and investment programmes are offered. Filipinos abroad are given psychological counselling to maintain Filipino values and offered rights to vote in national elections. The Philippines government also lends its support to return migrants through tax-free shopping facilities, investment loans and subsidised scholarships.

The efforts of the government have yielded substantial results even though short comings and failures do remain. The gains of government policies however far outweigh their inadequencies.

India has several lessons to draw from the Philippines experiment in order to organise systematic flows of emigrants from India, namely, to take care of their working and living conditions abroad, to channel emigrants' savings into productive uses, to promote welfare funds of emigrant workers, to protect the interests of workers abroad during their sojourn and after return, to offer intending emigrants pre-departure orientation courses, to prevent all practices of breach of contract on the part of recruitment agencies and foreign employers and to increase the investment of Indian embassies in the affairs of Indian emigrants.

Key words: Migration, Remittances, Employment, The Philippines

JEL Classification: J21, J23

Few countries have as many of their citizens living abroad as the Republic of the Philippines, or depend so greatly on migration for their economic vitality. According to the government, more than 7.3 million Filipinos, or eight percent of the country's population, currently reside abroad. From 1990 to 2001, official recorded remittances alone averaged 20.3 percent of the country's export earnings and 5.2 percent of GNP, providing a lifeline for many families in a poor country that saw little economic growth in several of those years.

With those impressive figures, it understates the role that migration plays in Filipino national culture and public policy. For more than 25 years, export of temporary labour has been an explicit response to doubledigit unemployment rates. The government has developed a sophisticated policy regime to promote and regulate labour emigration. Migrants, and migration, are valued: Each year, the president celebrates Migrant Workers Day by awarding the "Baygong Bayani" (modern-day hero) award to 20 outstanding migrant workers who have demonstrated moral fortitude, hard work, and a track record of sending money home.

### **Recent History**

Although Filipinos have a longstanding tradition of migration to the United States and elsewhere, government activism to promote labour migration from the Philippines began in the mid-1970s, when rising oil prices caused a boom in contract migrant labour in the Middle East. The dictator government headed by Ferdinand Marcos, from the mid-1960s to the mid-1980s, saw an opportunity to export young men left unemployed by the stagnant economy and established a system to regulate and encourage labour outflows.

This system, which continues today, has both a private and a public component. On the private side, licences were issued to Philippinesbased agencies to recruit labour for employers in Saudi Arabia, Kuwait, and other destinations. On the public side, the government established the agency that would later become the Philippines Overseas Employment Administration (POEA), in order to provide contract labour directly to foreign employers, maritime agencies, and governments. The changes had the effect of bringing the work of Filipinos abroad under the authority of the Philippine government. Whether recruited privately or by the government agency, workers and recruiters enter into a contract that is enforceable under the Philippine law.

The establishment of democracy in 1986 reversed neither the Philippines' poor economic fortunes nor its outflow of migrants. Public policy towards migration changed only incrementally, despite increasing criticism from civil society and the Roman Catholic Church. In 1987, the government directed the POEA to be more active in the protection of migrant workers' rights and welfare.

In 1995, the trial and execution of Filipina migrant worker Flor Contemplacion in Singapore turned the protection of migrants' rights into a burning political issue. The incident prompted the government to temporarily withdraw its ambassador to Singapore, to hasten its ratification of the UN convention of the rights of migrant workers, and to reiterate the POEA's mandate to focus on migrant welfare and rights — measures that failed to satisfy many of the government's critics in civil society.

The changes enacted in 1995 also expanded the POEA's mission to include the promotion of return and reintegration of migrants. However, this emphasis on return never dismantled the overall strategy of facilitating labor migration. As recently as 2001 the national Economic Development Plan stated that overseas employment is a "legitimate option for the country's workforce" and outlined a four-point strategy for promoting the employment of Filipinos abroad.

Meanwhile, the character of the labour migration has changed. Male migrants have been joined and are now almost outnumbered by women. The "tiger economies" of Asia now rival the Middle East as the major destination for temporary workers, while migrants who go to North America and Oceania are most likely to stay on as permanent immigrants. The occupations of migrants have diversified to include professionals, factory workers, and domestic workers, while the tradition of Filipino construction workers, sailors, and nurses remains strong.

### **Government Policy**

The Philippine government's goals have been remarkably clear and consistent: Migration should be promoted, but only for temporary work via regulated channels. The results have been mixed. The Philippines supplies an enormous amount of labour through regulated channels: 2.9 million "Overseas Foreign Workers" were abroad under official arrangements in 2000. However, these official, temporary flows coexist with other types of migration: The government estimated that another 1.8 million Filipinos were abroad irregularly in 2000 and that 2.5 million of its citizens had left for permanent residency elsewhere.

In theory, labour migration from the Philippines should be a smooth process, with the government playing a supportive and regulatory role throughout. The process begins with securing access to foreign labour markets. The government makes temporary labour migration a foreign policy priority in both bilateral and regional trade negotiations. This is an employment-driven strategy—securing the rights of its citizens to settle permanently abroad has never been a priority for the Philippine government. Host countries that have specific labour shortages but that discourage permanent immigration, such as many Middle Eastern countries, have been particularly good partners in this strategy.

At the same time that the government seeks to open official access to foreign labor markets, it also tries to prevent its citizens from using unregulated channels to migrate. In order to leave the country to work, Filipinos must be recruited by either a licensed recruiter or a government agency, or must have their contract approved by the POEA and enrol in the official benefits programme. In 2000, 25,062 workers went abroad on these "independent" contracts. The government prohibits its citizens from overstaying a visa in a host country and maintains a list of workers banned from future contracts, in part to support its efforts to market Filipinos abroad as a high-quality "brand name" of migrant labour.

### **Protection of Migrants**

Although the Philippine government has turned over most of the responsibility for recruiting workers to the private sector, it retains a regulatory role, with the stated purpose of protecting workers from abuse and discouraging illegal recruitment. In order to be licensed, a recruitment agency must be Filipino-owned, meet capitalization and bonding requirements, and not charge workers more than one month's salary as placement fee. A Philippine consulate verifies the terms of each worker's contract with the foreign employers concerned. Should the employer violate the terms of the contract, the Philippines-based recruiter is held responsible through an adjudication process after the return of the migrant.

Outside of the contractual relationship, the government has attempted to hold entire countries responsible for the protection of its workers. In 2003, for example, the Philippines, along with Indonesia, temporarily suspended new deployments of domestic workers to Hong Kong after repeated cases of abuse. The Philippine government eventually resumed sending workers, but continued to support lawsuits brought by migrants in Hong Kong's courts.

### **Support to Migrants**

With time, the government has discovered that carrot is more effective than stick as a device for encouraging migrants to use official migration channels, to send money home, and to eventually return at the end of their contract. By migrating officially, migrants receive a number of subsidized benefits: pre-migration training on social and work conditions abroad, life insurance and pension plans, medical insurance and tuition assistance for the migrants and their families, and eligibility for pre-departure and emergency loans. Registration for these benefits, which are administered by the Overseas Workers Welfare Administration (OWWA), is compulsory and costs less than \$200 per year. This is paid by the recruitment agency, presumably out of the worker's wages, or directly by the migrant, in the case of independent migrants and those whose contracts are administered by the POEA.

Remittances are a critical source of foreign exchange, and the government actively encourages migrants to send money home. For example, the OWWA issues an identification card each to all official workers with also a Visa card that can be linked to dollar or pesodenominated savings accounts in a consortium of banks. The card enables remittances to be sent at \$3 or less per transaction.

Innovations such as the Visa card are the product of a slow learning process on remittances—as late as 1985, the government, desperate for foreign exchange, was attempting to force workers to send remittances via a mandatory remittance quota. The Philippines' history of overvalued exchange rates had created serious deterrents to remittances through official channels and the quota failed miserably. Since then, the government's policies have been more reasonable: it has maintained a market-based exchange rate, worked to make remittances via private banks cheap and easy, and even offered tax-free investment programmes aimed at overseas workers.

Many of the support services of the government are also intended to promote continued ties of migrants with the homeland. The government sponsors tours of Philippine entertainers and supports schools overseas in areas of high concentrations of migrants. Psychological counselling services that emphasize maintenance of "Filipino values" are offered through a network of offices abroad. Recently, the government decided to allow overseas workers to vote in national elections, with voting theoretically conditional upon return within two years, and committed a significant amount of money to overseas balloting.

Since 1995, the government has also made support of the return of migrant workers part of its policy priorities. Recognizing the propensity for migrants to return with substantial amounts of foreign goods, the government started profitable duty-free shops for returned migrants. Other privileges granted to returning migrants include tax-free shopping for one year, loans for business capital at preferential rates, and eligibility for subsidized scholarships.

#### Assessing Success

From a human and social rights perspective, it is difficult to say whether the Philippine government's policies have accomplished their goals of protecting workers' rights, encouraging return migration, and stimulating economic growth. Compared to other nations in the region that export labour on a large scale, such as Indonesia, the Philippines has produced an orderly and well-protected flow of migrants, and overseas employment has undeniably raised the incomes of many Filipinos.

Advocates for migrants accuse that the government's efforts to protect official migrants have been inadequate and that the government has ignored the abuse and trafficking of irregular migrants. Further, some social commentators charge that the government's activist stance on migration has not converted irregular migration into regular migration, but rather increased migration of both the types. Even by official estimates, undocumented workers constitute a large percentage of Filipinos abroad and most of them work in extremely vulnerable sectors, such as domestic work. A significant number of female migrants become victims of traffickers and are forced into the sex industry, a testament to the human rights problems that Filipino migrants continue to face.

Critics also charge that the economic benefits offered by overseas work have not brought about sustainable change and come with grave social costs. They lament the growth of a culture in which work abroad is viewed as the only way up, and they worry that the best-educated young Filipinos are often found working abroad. Equally seriously, critics claim that the extended absence of migrant parents has deprived Filipino children of parental support and guidance. Also, although temporary emigration has increased more quickly than permanent emigration, many returned migrants do not put their skills to work at home, but merely bide their time for re-deployment abroad. The poorest Filipinos are rarely able to migrate and studies show that migration aggravates income inequality in the Philippines. Migration has raised the incomes of some, say critics, but done little to create jobs at home.

Migration and remittances are, however, powerful economic forces in the Philippines that cannot be easily dismissed. Migration has unambiguously raised the income of millions of Filipino workers and their families. It has encouraged investment in education and training in a country where per capita gross national income was a meager \$1,030 in 2001 and unemployment rates are high for both skilled and unskilled workers alike. Filipinos overseas sent home more than six billion dollars, or about 8.4 percent of the national GDP, via formal channels in 2001. Migration makes a critical difference for many families: According to household surveys, about 17 percent of Filipino households receive remittances from workers abroad and these recipient households represent 25 percent of the total household spending, figures that would rise if remittances from those who have emigrated permanently were also included.

As more and more countries look to migration and remittances to drive their economic development, they will likely examine the Philippines' longstanding strategy of encouraging temporary labour migration as a potential model. The clearest lesson of the Filipino experience might be drawn from observing its evolution, centered on the need for realism and flexibility in migration policy. The Philippine government has been unable to eliminate unwanted forms of emigration and its coercive policies toward migrants, have by and large failed. Where it has understood the behaviour of migrants, worked with that behaviour, and given them positive incentives and support, its policies have fared much better.

#### Philippines Overseas Employment Administration

POEA is an agency setting regulatory requirements governing overseas employment. It is claimed to be a 'globally-sensitive and customer-driven organization and an advocate of excellence in governance'. POEA primarily facilitates the generation of, and the preservation of decent and quality overseas employment for, Filipinos in partnership with all stakeholders.

POEA connects itself to the world and in, partnership with all stakeholders, creates and provides annually a million decent jobs overseas and helps transform the Filipino worker as world number '1'. They have nine priority programmes to fulfill this strategic intent.

### Market Development and Management Programme

This programme is designed to strengthen POEA's foothold on friendly markets and tap new ones that will provide decent and productive jobs to Overseas Filipino workers (OFWs) for the next three years.

### Agency Education Programme

This programme aims to establish a venue for discussion of policies, programmes, and recruitment procedures on overseas employment as well as conduct training programmes designed to improve licensed recruitment agencies' technical capability to manage and operate the recruitment business and ensure the deployment of the secured and the gainfully employed OFWs.

#### Agency Performance Evaluation Programme

This programme aims to develop in partnership with the recruitment industry, standards and instruments that measure individual performance which result in enhanced professionalism in the overseas recruitment industry.

#### Comprehensive case management programme

This programme covers the systematic handling of OFW cases brought to POEA involving recruitment violation and disciplinary matters, appeals, requests for conciliation, and repatriations and enforcement of decisions, applying time-management principles.

#### Management and staff development programme

This involves holistic human resource development from a clear understanding and efficient application of POEA programmes for building and enhancing the capability of both the management and the staff to meet challenges in pursuance of the direction during the next ten years.

#### Performance Management and reward System

As strategic learning process, this programme aims to develop the full potential of the employees to reach high levels of productivity and quality performance. It includes also the development and application of an appropriate performance instrument that will monitor, and evaluate in consonance with POEA's strategic and organizational framework.

### Technology-based interactive service delivery

The programme aims to promote e-governance by developing and enhancing an efficient and convenient technology-based and interactive service delivery system to overseas Filipino workers, recruitment agencies, foreign employers, POEA regional offices, Philippine Overseas labour offices, embassies and other stakeholders.

#### **Global OFW Mapping and Profiling**

This programme aims at providing data on OFW global presence by destination countries, profiles by skills, gender, age and education attainment of local labour supply chains to serve as vital inputs to the development and implementation of the Agency's comprehensive marketing plans.

These nine priority programmes are designed to foster and sustain the overseas employment initiative in which POEA plays a vital role. There exist a variety of areas on which POEA focuses, namely, Employment facilitation, promotion, marketing strategy, licensing and regulation services, adjudication services, workers assistance, support services, etc.

Employment facilitation is a prime concern of POEA, which becomes easy due to its regulatory role in providing clearance to each emigrant worker. Promotion and facilitation of employment is the principal task of the pre-employment service office (PSO), the office entrusted with the task to under take the formulation of comprehensive market programmes, industry service projects, continuous market research and development of overseas standards in order to generate overseas employment opportunities and improve the condition of employment of Overseas Filipino workers. It provides accreditation and processing services to facilitate the documentation of qualified Filipino workers hired through private agencies/entities and workers returning to worksites resume contractual employment with foreign employers. The licensing and regulation office has the responsibility of developing and maintaining a licensing and supervision system for participants in the overseas employment programme from the private sector and of developing policies and programmes to enhance its capability as service providers of overseas jobs.

The Adjudication Office advises top management on legal matters affecting the administration, interpretation and enforcement of rules and regulation affecting Filipinos who work, or desire to work overseas. Specifically, it hears, arbitrates and adjudicates cases or complaints for disciplinary action, as well as cases involving recruitment violations, dockets and records cases filed with the administration and serves notices and orders to the concerned parties.

The Welfare and employment office (WEO) develops and implements policies and programmes of the administration to promote the interest and welfare of Overseas Filipino workers and their families. Specifically, WEO is responsible for the maintenance of the registry of workers for placement purposes; it develops and signs recruitment agreements with foreign govts./employers and their instrumentalities; provides comprehensive facilities for handling all phases of recruitment of Filipino workers hired on Govt-to-Govt arrangements; and develops and implements preemployment orientation programmes to inform applicant workers on migration realities and employment conditions in host countries.

The general administrative and support services (GASS) assists the administration in the formulation and implementation of the policies, programmes and functions of the agency in the areas of policy development, planning, finance, general administration of human resource development and management information. It provides efficient and responsive support services to the operating units of administration.

The regional and overseas coordinating office (ROCO) has the task of coordinating the operation and activities of the POEA regional

centres and units and satellite offices and attends to the requirements of the Philippine Overseas Labor Offices (POLOs) for Organisation of Eastern Caribbean States (OECs).

#### Commission on Filipino Overseas (CFO)

The Government of Philippines has multiple agencies catering to the Filipino migrants. These agencies have several divisions in terms of their attending to the need of a variety of migrants. The department of foreign affairs has the obligation to engage in addressing the issues of all Filipino migrants. However the migrants broadly divided in terms of Overseas Filipino workers and Emigrants are attended to both by the POEA and OWWA and the Commission on Filipinos Overseas respectively. The CFO is an agency directly under the aegis of the President's office, which attends to the affairs of Emigrants. This particular agency came into force with legislations of 1980 along with its strengthening and widening of roles in 1981, 1996 and 2004. CFO focuses on different category of emigrants. The first among them is the Filipino emigrants and permanent residents abroad. The other groups include Filipino nationals who leave the country as spouses or other partners of foreign nationals, Filipino overseas who have become citizens of other countries, descendants of Filipinos overseas, Filipino youths abroad as well as exchange visitor programme participants. It manages four programmes:

### (i) Migrant Social and Economic Integration

As regard social and economic integration, the commission ensures that all Filipinos migrating to other countries are adequately prepared to meet the practical and psychological challenges relating to international migration. Filipino emigrants around the world are distributed with a substantial domination in the United States of America (68.83 per cent) followed by Canada, Australia, United Kingdom, Japan and Germany. The activities undertaken to ensure their social and economic integration include pre-departure orientation seminars for emigrants the relevance of which is noted with the registered figure of 82,968 registration during the year 2006 amounting to 333 registration a day for such seminars. Along with this peer counselling is also done with an average of 34 candidates a day, which amounted to 8623 peer counselees in 2006. The other programme like guidance and counselling for spouses and other partners of foreign nationals is also carried out by the CFO. Apart form these activities of promotion of social and economic integration of emigrants, public information and community education, and assistanceto-national activities, also form part of their activities. As regards public information and community education, programmes are held in cooperation with schools, NGOs, national and local govt agencies as well as churchbased organizations. Similarly support is rendered to inter-marriage and family-related cases such as abandonment or request for support, domestic violence, trafficking in the guise of marriage, irregularities in requisites of marriage, and death by undetermined causes as well as location of whereabouts. The two broad categories of cases that receive support are immigration-related cases as well as labour/employment-related ones. Such assistance is provided to Filipino nationals who face llegal recruitment, fraudulent documentation, misrepresentation, illegal entry/stay etc. The labour-employment-related cases that receive attention are employment contract violation/substitution, maltreatment by foreign employers as well as discrimination in the work place.

### (ii) Filipino Education and Heritage

One measure adopted towards this initiative is in terms of promoting Filipino education programmes overseas, and providing younger generations of overseas Filipinos with opportunities to learn the Philippines history, culture, language and institutions. As part of this initiative, 20,000 school children are enrolled in 41 Philippine schools overseas. Three of these schools are accredited in 9 countries. Also, annual conferences are held for teachers and administrators of these schools regarding their management and operation to foster this initiative. Apart from having schools, there exist study visit programmes for secondgeneration Filipino immigrants, with focus on the Philippines culture, history and language.

#### (iii) Filipino Unity and National Development

Attempts are made at fostering cohesion and sense of purpose among various overseas Filipino organizations for the promotion of their own interests within a broader community of Filipinos. Apart from a steady increase in remittances from Filipinos overseas through formal banking channels, substantial donations and assistance for development are also provided by them. During the period 1990-2006 2.04 billion pesos were received as assistance, which benefited about 14.13 million native Filipinos. The sectoral distribution of these donations and assistance reveals that a major chunk (i.e. 70 percent) was for health related/medical missions followed by relief/calamity assistance, which accounted for about 14 per cent of the total. Besides, this fund also gets used for small-scale infrastructure, livelihood programmes as well as education/scholarships. Such encouraging involvement of Filipinos in their national development is rewarded with national recognition such as the presidential awards for persons and institutions who contribute to national development; till date such award has been conferred on 235 Filipinos and private organizations in 36 countries.

#### (iv) Policy Development and Data Banking

Significant emphasis is laid on reviewing the economic, social, legal and administrative environment that has bearing on the status of Overseas Filipinos. As regard policy development, a crisis management and security manual has been prepared. Several acts like the Joint Capacity Role in Development of Migrant Workers Act of 1995, Antitrafficking in Person's Act of 2003, Overseas Absentee voting Act of 2003, Citizenship Retention and Reacquisition Act of 2003 and Magna Carta for Seafarers, assume prominence.

As regard data banking, annual stock estimation of Filipinos overseas are made along with maintenance of data bases of Filipino

emigrants, spouses/other partners of foreign nationals, Filipino organisations and other support networks overseas.

### **Overseas Workers Welfare Administration (OWWA)**

The Overseas Workers Welfare Administration (OWWA), an attached agency of the Department of Labor and Employment (DOLE), is the lead government agency entrusted with the task of protecting and promoting the welfare and the well-being of Overseas Filipino Workers (OFWs) and their dependents.

# **OWWA Mandate**

The agency has a two-fold mandate: delivery of welfare services and benefits and ensuring of capital build-up and fund viability.

# **Objectives :**

- a. Protect the interest and promote the welfare of OFWs in recognition of their valuable contribution to the overall development effort;
- Facilitate the implementation of the provisions of the Labor Code concerning the responsibility of the government to promote the well-being of OFWs;
- Provide social and welfare services to OFWs, including insurance, social work assistance, legal assistance, cultural services, and remittance services;
- d. Ensure the efficiency of collection and the viability and sustainability of the fund through sound and judicious investment and fund management policies; and
- e. Undertake studies and researches for the enhancement of their social, economic and cultural well-being.

# **Fund Source**

**OWWA** fund is a single trust fund pooled from the US\$25.00 membership contributions of foreign employers, land-based and seabased workers, investment and interest income, and income from other sources

Programme Areas	Major Accomplishments	Revenues/Cost Incurred & Pax
Revenue Generation	•994,191 OFWs enrolled as members	• Php 1,258,010,854.00
Insurance Benefits	• 1,122 claims paid for Life Insurance and Burial benefits	• Php 154,600,000.00
	• 395 claims paid for Disability & Dismemberment	• Php 9,053,500.00
Loans	•137 Pre-Departure Loan (PDL) applications approved	• Php 4,934,768.00
	• 543 Family Assistance Loan (FAL) Applications approved	• Php 25,383,000.00
Education & Training: a) Scholarship Programme:	• 269 scholars for 4-5 years college program maintained	• Php 16,140,000.00
	<ul> <li>999 scholars for 1-year technical course program availed</li> </ul>	• Php 1,485,097.00
b) Pre-Departure	<ul> <li>982 scholars for 6-months. Vocational course programme availed</li> </ul>	- · ·
Orientation Seminar (PDOS)	• 2,177 scholarship grant for Seafarers' Upgrading Course availed	• Php 19,071,630.00

Programme Areas	Major Accomplishments	Revenues/Cost Incurred & Pax
	•1,240 sessions provided under Pre-Departure Orientation Seminar (PDOS)	• 30,458 participants
	• Inauguration of the Blas F. Ople Development Centre1 for the PDOS Language Training & Culture Familiarization	• November 24, 2006
SocialServices/ Family Welfare I. Reintegration: a) Loan Facilities	• 261 OFW Grocerias established by OFCs/OFW Orgs	<ul><li>Php 10,500,000.00</li><li>Php 34,102,000.00</li></ul>
b) Social Preparations	• 198 projects released under OWWA-NLSF	• 3,730 participants
c) Advocacy & Reintegration Preparedness On-site	<ul> <li>1,524 EDT training sessions conducted nationwide</li> <li>970 Batches of EDT training Sessions nationwide</li> <li>GoNegosyo Forum (Awarding of Outstanding OFW Entrepreneurs)</li> <li>Business Forum in Taiwan (Taipei&amp;Taichung)</li> <li>Aqua-Culture Invesment Opportunities in Al Khobar &amp; Riyadh</li> <li>219 Skills Training classes at worksite abroad</li> </ul>	<ul> <li>14,261 participants</li> <li>7 awardees and 1,500 participants</li> <li>219 participants</li> <li>300 participants</li> <li>21,080 participants</li> </ul>

Programme Areas	Major Accomplishments	Revenues/Cost Incurred & Pax
Social Services/ FamilyWelfare	• 1,030 OFCs/OFW Organizations formed as of Dec. 2006	• 25,233 total active members as of Dec. 2006
II. Family Welfare: a) Community Organizing Program:		
b) Family Social Activities:	• Celebration of OFW Family Day (Dec)	• 19,908 participants nationwide
	<ul> <li>Pamaskong Handog cum Presidential Salubong for vacationing OFWs (Dec)</li> </ul>	• 3,285 participants
	•OWWAish Ko Lang (Dec)	• 17 awardees + 467 participants
	National Seafarers Day (Sept)	• 1,129 participants
	• Migrant Workers Day (June)	• 2,268 participants
Workers Assistance	• Various Assistance at the 24/7 Operations Center both Local & Overseas	• 614,697 were provided with various assistance
	• Airport Assistance at the NAIA	• 11,759 OFWs were accorded with airport assistance
	• 10,834 were repatriated	<ul> <li>Php 169,628,508.00 cost of airfares incurred in the repatriation</li> </ul>

# Performance Highlights for 10 years (1995-2005)

For the period 1995-2005, OWWA extended its programmes, benefits and services to a total of 24.2 million OFWs and their dependents through its regional and overseas field operations. These programme expenses amounted to 3.04 billion pesos.

Year	Expenses per year	No. of Availees
1995	97,905,938.12	1,444,803
1996	111,502,880.86	1,530,869
1997	127,950,049.15	1,751,043
1998	135,562,541.61	1,924,962
1999	216,750,500.34	2,284,361
2000	267,363,563.61	2,160,964
2001	346,997,801.79	2,984,929
2002	446,436,205.06	3,543,904
2003	477,902,882.20	1,999,844
2004	535,528,719.80	1,563,547
2005	272,461,820.99	2,982,013
TOTAL	3,036,362,903.53	24,171,239

# Programme Expenses and Availments For CY 1995-2005

# **Financial Highlights**

Since 1995, OWWA's resources steadily grew, from P 2.188 B to P 8.567 B in 2005. The Fund grew by more than 4 times in a period of 11 years.

Year	Total
1995	2,188,304,580.00
1996	2,188,304,580.00
1997	3,055,767,581.00
1998	3,709,806,600.00
1999	4,304,794,719.00
2000	4,774,103,390.00
2001	5,408,982,846.00
2002	6,471,947,491.00
2003	7,337,865,404.00
2004	8,063,073,949.00
2005	8,566,919,809.00

# Fund Balances (in Pesos) For CY 1995-2005

# Vision and Mission

**OWWA** develops and implements responsive programmes and services while ensuring fund viability towards the protection of the interest and promotion of the welfare of its member-OFWs.

**OWWA** is the lead membership welfare institution that serves the interest and welfare of member-Overseas Filipino Workers (OFWs).

**OWWA** commits to a fund stewardship that is transparent, judicious, and responsive to the requirements of the member-OFWs.

# LESSONS FOR INDIA

 Data base for non-resident Indians is virtually non-existent in India though all emigrants have to fill the departure and arrival card at all airports in India. It can be made possible by the Bureau of Emigration in close consultation with the Ministry of Indian Overseas Affairs, Government of India and Centre for Development Studies, to organize and systematize the flow of emigrants from India to various destinations by sex and reason for emigration. This could facilitate generating regular information on employment emigration from India according to destination and type of employment categories. This is the first lesson India should learn from the Philippines as regard planning for the welfare of the emigrants

- 2. Though India has set eight Protector of Emigrants (POE) in various parts of the country with the Protector General of India (PGI) at the Ministry of Indian Overseas Affairs, to address the welfare of emigrants, at the ground level in the destination countries, the interests and the welfare of Indian emigrants are hardly being addressed. It would be apt to locate these organizations in destination countries or a restructuring of the same to take care of the working and living conditions of Indian emigrants.
- 3. Though India has reached the status of the number one country in the world in terms of the volume of remittances received from abroad, no incentive mechanisms are in place to convert remittances to productive investments. By introducing tax-free investment incentives along with additional loan facilities for business with preferential interest rates for returned emigrants or their families, emigrants' savings could be successfully channeled to productive use rather than allowing to lie as idle bank deposits or to get spent on unproductive consumer uses.
- 4. India has so far designed no policy for rehabilitation of return emigrants. Insurance is made compulsory for emigrant workers who go abroad through Protector of Emigrants' office; but none of them lay any claim on insurance benefits from this scheme. Instead of levying an insurance premium, it may be desirable for the government to create an welfare fund based on contribution

by all emigrants and compulsory contribution by recruitment agencies to such fund before departure from India for employment abroad with designs of stable insurance protection to them during their sojourn abroad and payment of the insurance amount or regular pension on return to India, if they are willing to contribute to the fund during their stay abroad.

- 5. India has been following a policy of neutrality towards emigration for temporary employment abroad. It is only very recently that the embassy has taken some steps towards ensuring protection of the legitimate requirements of the Indian overseas workers in their destination countries. The country lacks even today policies to reinstate and rehabilitate return emigrants. It would be in the country's interest to take a proactive stance to explicitly promote emigration of Indian workers to countries abroad and to protect their interests during their sojourn abroad and after their return to India.
- 6. Emigrants from India go to different parts of the world to take temporary employment particularly in Arab countries of the Middle East and the Far East in Asia. Most of them are unskilled or semiskilled workers with hardly any information on the geographical, historical, socio-political and economic conditions of their destination countries. It is therefore urgent that the prospective migrants are given adequate pre-departure orientation courses on these matters, on the lines of the Philippines experiment.
- 7. There exist numerous cases of cheating of emigrants by recruiting agents and foreign employers in matters of job status, employment conditions, remuneration and living conditions. Instances abound in which recruitments are made for non-existing jobs and fictitious employers, by recruitment agencies in India. In the destination countries, workers are put to miserable conditions of work and living in contravention of the provisions in the work contracts agreed upon. There exists also the practice of taking away from

the emigrants, their passports, work visas and other essential documents, forcibly by their employers in order to deny them their rights of movement and legitimate chances to raise complaints or move the courts. It is therefore essential that all work agreements entered upon by prospective emigrants with foreign employers or their agencies, are properly scrutinized and endorsed by officials authorized for the purposes by MOIA of the government of India. The government should also ensure, through bilateral agreements with destination countries that on no account the foreign employers or their henchmen take away the travel and employment documents of Indian overseas workers.

- 8. The role of the Indian embassy in countries of employment of Indian workers is alleged to be minimal and inefficient as regard the protection of the rights and responsibilities of Indians. In this, the Philippines practice provides ample evidence to show that with greater vigil on the part of the Indian embassies, the travails of Indian workers abroad could be effectively safeguarded. It is high time that India took necessary remedial measures in this regard.
- 9 Currenty, three ministries in India are looking after emigrationrelated issues: the Ministry of External Affairs is responsible for issuance of passports for Indian citizens to travel abroad for any purpose; the Ministry of Home Affairs, through its Bureau of Emigration, maintains data sets on all persons leaving and entering India through legal channels. On the other hand, the Ministry of Overseas Indian Affairs aims to provide protection and welfare for emigrants through helping unskilled and semi-skilled workers for getting emigration clearance for foreign employment. Again, the Ministry of External Affairs, through its Embassies in the countries of destination helps and protects migrant's needs abroad. Unless, the three ministries coordinate their activities, it would be impossible to generate reliable data on emigrants from India.

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Table 1. Al	inual Deployment	of rinpino workers,	1975-2004
Year	Land-based	Sea-based	Total
1975	12,501	23,534	36,035
1976	19,221	28,614	47,835
1977	36,676	33,699	70,375
1978	50,961	37,280	88,241
1979	92,519	44,818	137,337
1980	157,394	57,196	214,590
1981	210,936	55,307	266,243
1982	250,115	64,169	314,284
1983	380,263	53,594	434,207
1984	300,378	50,604	350,982
1985	320,494	52,290	372,784
1986	323,517	54,697	378,214
1987	382,229	67,042	449,271
1988	385,117	85,913	471,030
1989	355,346	103,280	458,626
1990	334,883	111,212	446,095
1991	489,260	125,759	615,019
1992	549,655	136,806	686,461
1993	550,872	145,758	696,030
1994	564,031	154,376	718,407
1995	488,173	165,401	653,574
1996	484,653	175,469	660,122
1997	559,227	188,469	747,696
1998	638,343	193,300	831,643
1999	640,331	196,689	837,020
2000	643,304	198,324	841,628
2001	662,648	204,951	867,599
2002	682,315	209,593	891,908
2003	651,938	216,031	867,969
2004	704,586	229,002	933,588
L	1	1	

Table 1. Annual Deployment of Filipino Workers, 1975-2004\*

Region	Numbers	Percent
Asia	266,609	37.84
Middle East	352,314	50.00
Europe	55,116	7.82
Americas	11,692	1.66
Africa	8,485	1.20
Trust Territories	7,177	1.02
Oceania	3,023	0.43
Others	170	0.02
Total	704,586	100.00

Table 2. Regional Distribution of Land-based Overseas FilipinoWorkers, 2004

Table 5. Overseas rinpino worke	ers Kennitances, 1975-2004
Year	Amount
1975	103.00
1976	111.00
1977	213.00
1978	290.85
1979	364.74
1980	421.30
1981	545.87
1982	810.48
1983	944.45
1984	658.89
1985	687.20
1986	680.44
1987	791.91
1988	856.81
1989	973.02
1990	1181.07
1991	1500.29
1992	2202.38
1993	2229.58
1994	2630.11
1995	4877.51
1996	4306.64
1997	5741.84
1998	7367.99
1999	6794.55
2000	6050.45
2001	6031.27
2002	6886.16
2003	7578.46
2004	8550.37

Table 3. Overseas Filipino Workers' Remittances, 1975-2004

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