International Labour Office

Geneva

# Independent Evaluation of the ILO's Country Programme to the **Philippines: 2000-2005**

EVALUATION UNIT

# Independent Evaluation of the ILO's Country Programme to the Philippines: 2000-2005

**International Labour Office**

**September 2006**

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## Preface

This evaluation report provides the background documentation and analysis for the basis of the findings, conclusions and recommendations set out in the summary report GB.297/PFA/2/3, "Country programme evaluation: The Philippines", presented by the Office to the Governing Body at its 297th Session in November 2006.

The report was prepared by independent consultants with no previous involvement in the ILO's country programme for the Philippines. Responsibility for the content and presentation of findings and recommendations rests with the evaluation team. As such, the views and opinions expressed in the report do not necessarily correspond to the views of the ILO, its members, or implementing partners.

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## List of Abbreviations

| | |
|---|---|
| ADB | Asian Development Bank |
| APEC | Asia–Pacific Economic Cooperation |
| APIS | Annual Poverty Indicators Survey |
| APL | Alliance of Progressive Labour |
| ARMM | Autonomous Region of Muslim Mindanao |
| CCA | Common Country Assessment |
| CIDA | Canadian International Development Agency |
| CL | Child Labour |
| CPO | Country Programme Outcome |
| DAR | Department of Agrarian Reform |
| DepED | Department of Education |
| DOLE | Department of Labour and Employment |
| DOMWORK | Mobilizing Action for the Protection of Domestic Workers from Forced Labour and Trafficking |
| DSW | Department of Social Welfare |
| DWCP | Decent Work Country Programme |
| DWPP | Decent Work Pilot Programme |
| ECOP | Employers Confederation of the Philippines |
| EVAL | Evaluation Unit |
| FAO | Food and Agriculture Organization |
| FFW | Federation of Free Workers |
| GAD | Gender and Development |
| GB | Governing Body |
| GDP | Gross Domestic Product |
| GO | Government Organisation |
| HDR | Human Development Report |
| HMIS | Health Micro-Insurance Scheme |
| ICFTU | International Confederation of Free Trade Unions |

| | |
|---|---|
| ILC | International Labour Conference |
| ILO | International Labour Organisation / International Labour Office |
| INDISCO | Interregional Programme to Support Self-Reliance of Indigenous and Tribal Peoples through Cooperatives and Self-Help Organizations |
| IPEC | International Programme on the Elimination of Child Labour |
| IYB | Improve Your Business |
| KAB | Know About Business |
| LED | Local Economic Development |
| LFS | Labour Force Survey |
| LGU | Local Government Unit |
| MDG | Millennium Development Goals |
| MNLF | Moro National Liberation Front |
| MOU | Memorandum of Understanding |
| MTPDP | The Medium-Term Philippine Development Plan |
| NCIP | National Commission of Indigenous Peoples |
| NEDA | National Economic Development Authority |
| NGO | Non Governmental Organisation |
| NPACL | National Plan Against Child Labour |
| NPADW | National Plan of Action for Decent Work |
| OFWs | Overseas Filipino Workers |
| OSH | Occupational Safety and Health |
| P&B | Programme and Budget (ILO) |
| PPGD | Philippine Plan for Gender-Responsive Development |
| PROCEED | Project Community Enterprise and Entrepreneurship Development |
| PYEN | Philippine Youth Employment Network |
| RBTC | Regular Budget Technical Cooperation |
| RETA | Regional Technical Assistance |
| RO | Regional Office |
| SIYB | Start and Improve Your Business |
| SME | Small and Medium Enterprises |
| SO | Strategic Objective |

| | |
|---|---|
| SPPD | Support for Policy and Programme Development |
| SRO | Subregional Office (ILO) |
| STEP | Strategies and Tools against social Exclusion and Poverty |
| TBP | Time-Bound Programme |
| TC | Technical Cooperation |
| TCF | Textile, clothing and footwear |
| TESDA | Technical Education and Skills Development Authority |
| TIPC | Tripartite Industrial Peace Council |
| TREE | Training for Rural Economic Empowerment |
| TUCP | Trade Union Congress of the Philippines |
| TVET | Technical-vocational Education and Training |
| UN | United Nations |
| UNCT | United Nations Country Team |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNICEF | United Nations International Children's Emergency Fund |
| WCL | World Confederation of Labour |
| WFCL | Worst Forms of Child Labour |
| WIND | Work Improvement in Neighbourhood Development |

# Executive Summary

The International Labour Organisation (ILO) has evaluated its country programme of support to the Philippines.[1] The Philippines was selected in part due to its long history of tripartism and the fact that it was one of the first Member states to explicitly adopt "decent work and productive employment" as a development objective in its national development plan. The plan features decent work as a central instrument of poverty reduction.

The purpose of the Philippines country programme evaluation is to provide an independent assessment of approaches taken and progress being made, and to identify lessons learned to inform further strategy development. The evaluation, which focuses on ILO's programming approach and activities, is forward-looking and includes recommendations to help focus priorities, strengthen strategies, and improve organizational effectiveness.

Because this country programme evaluation is the first to be conducted under the ILO's new evaluation policy, the methodology emphasized documenting experiences from the Philippines case to apply elsewhere. Key aspects covered were:

- The role and relevance of ILO in the Philippines, its niche and comparative advantage, and United Nations (UN) partnership experience;
- Tripartite participation and partnership;
- The focus and coherence of the programme's design and strategies;
- Evidence of the direct and indirect results of ILO's contributions; and
- The efficiency and adequacy of organizational arrangements

### Role and relevance of the ILO in the Philippines

The Philippines continues to face major development challenges, including chronic rural poverty and a growing population of urban poor. Resolving labour market issues and ensuring decent work to attain adequate incomes are central to the government's development agenda. The ILO has worked closely with the tripartite constituents to address policy frameworks for employment and competitiveness, local economic development, and interventions to improve the situation within the informal economy.

[1] This is a summary of the full evaluation report, which can be read at www.ilo.org/eval.

The Philippines has a long history of social dialogue and the institutions created have evolved into legitimate mechanisms for resolving complex labour market issues. The ILO has contributed substantively and continues to actively support efforts to strengthen tripartite dialogue, particularly to address a wider economic and social spectrum to better encompass women, small businesses and people active in the informal economy.

The ILO's contribution is also an integral part of a larger UN effort which aims to respond to key underlying causes of poverty and exclusion, including inequitable economic growth and ownership of assets, weak governance, and unequal access to opportunities and basic social services.

Overall, the ILO's programme and associated interventions demonstrate a good "fit" with national priorities within the decent work agenda. In addition, the ILO has focused its work on priority areas where standards, rights and social dialogue are integral.

### Appropriateness of the ILO's evolving programming framework

The ILO is positioned through the United Nations Development Assistance Framework (UNDAF) and the tripartite constituents' joint national plan of action for decent work (NPADW) to link decent work and tripartite voice and action to the broader UN framework and, by implication, the national development framework.

The Office has spearheaded two major programming progressions; one involving national constituents and a second involving the UN country team (UNCT), with little in the way of a road map to provide guidance to the Manila Sub Regional Office (SRO) and constituents. One consequence was a certain ambiguity about such issues as (i) the linkages and complementarities among programming frameworks; and (ii) accountabilities of the Office vis-à-vis the ILO's programming framework, national tripartite common agenda, and UNDAF. There also now appears to be some evidence of too high a level of effort to support the two agendas (i.e., the UNDAF and the NPADW). Nevertheless, given the fact that this was an unprecedented exercise in the Philippines, the process should be considered successful. Key actors were deeply engaged in the process, and the social partners themselves now take pride in the fact they reached common ground on several contentious issues. This five-year period has been, in effect, a steep learning curve for all concerned.

The Office has modified its programming to progressively reflect feasibility considerations revolving around available resources and technical capacities. However,

interviews with ILO staff and the constituents suggest that the Office has not done an optimal job of clearly defining to constituents and UN partners its vision at country level. While the Decent Work agenda provides an overarching framework, it is not in and of itself sufficient to provide that vision (i.e., it is a general set of concepts not necessarily customized to the Philippine country and labour market context). This makes it difficult for the Office to set clear priorities that both link back to a clearly articulated strategy and that are supported by realistic budgets and timeframes.

### Focus and effectiveness of ILO technical support in the Philippines

ILO interventions have been many and generally dispersed across the four decent work strategic areas. The calibre of work was found to be high and was generally considered very effective. Work supported through technical cooperation resources has aimed to (i) protect domestic workers; (ii) eliminate child labour within targeted sectors and implement a comprehensive, time-bound programme (TBP) to address the worst forms of child labour (WFCL); (iii) enhance infrastructure linked to rural income and productivity; (iv) facilitate youth employment and vocational skills development; (v) promote gender equality and indigenous peoples' rights; (vi) help mainstream decent work at national, regional, and community levels; and (vii) help employers' and workers' organizations to keep building and improving their technical capacity in the strategic areas of the Decent Work Agenda.

The initiatives have been integrated with regular budget technical assistance to collectively support a rights- and standards-based approach to decent work. SRO expertise has been deployed in support of ratification and implementation of ILO standards, including tripartite review of constraints to ratifying remaining ILO Core Conventions, as well as Priority Conventions on labour inspections and maritime standards. Also cross-cutting has been gender equality, integration of the social partners through increased capacity building initiatives and direct participation in project planning and implementation.

### Organizational Performance

Improving ILO's effectiveness requires attention to the internal policies and practices that shape its operational environment. Key aspects to address:

**Managing for results.** Analysis of interview data and observations of office workflow suggest that there is uneven familiarity and "know-how" of staff and constituents about strategic planning and implementation in general and the decent work country programme (DWCP) modality in particular.

The SRO management is broadening the vision of the Office and more explicitly identifying direct and indirect linkages between the DWCP and broader issues of poverty reduction and achieving the millennium development goals (MDGs). A clear programme logic is emerging, with high-level strategies cascading to semi-structured levels of actions and outputs. Outcomes with associated progress indicators and targets as well as systems for monitoring and review are not yet in place, although steady progress is being made in this area. The SRO would now benefit from mapping out programme cycle management processes, assigning responsibility for specific tasks, and setting firm deadlines for completion.

**Internal accountability and decision-making.** The SRO has been innovative in its recent efforts to reorganize internal systems and practices to better support a strategic approach to country-level programming. The creation of five core task teams to backstop key technical and administrative initiatives is introducing flexibility and improved responsiveness to strategy-related opportunities and challenges. The SRO is adding to this regular exchange to ensure integrated activity and resource planning that support key outcomes of the DWCP.

**Resource mobilization.** In developing and implementing its programme of support to the Philippines, the Office operates within a constrained budget envelope, with nearly all initiatives dependent upon the availability of external financial resources. Within evolving aid modalities, the Office recognizes the need for more innovative approaches to developing its programme and is taking steps to identify alternatives for extra-budgetary support.

**Knowledge management systems and performance.** The ILO's Philippines' strategy for supporting decent work recognizes the need to generate knowledge through research, assessment, tool development, and customization of technical products for local application. All technical cooperation initiatives reviewed had well-defined knowledge components as integrated parts of multi-pronged interventions.

However, the Office's actual practices in the areas of knowledge sharing and knowledge management have been less consistent. Access to many key documents is not centralized and institutional memory of past work is poor. The SRO is also characterized by less-than-strategic communications but it is already taking steps to overhaul its communications strategy, including upgrading the web site, constructing an electronic filing system, introducing electronic newsletters, and exploring new ways to communicate with stakeholders.

**Monitoring and review for assessing performance.** In the Philippines, neither the DWCP, nor NPADW nor UNDAF have in place a full fledged results-based programme that identifies outcomes, achievable indicators, and mechanisms for monitoring, verification and evaluation. Initial steps are being taken to put these elements in place. The SRO has been further constrained by current ambiguity over how the various levels of "results" are to be configured.

## Recommendations

The ILO's country programme of support to the Philippines has been responsive to constituent priorities, consistent with national development frameworks, and well positioned through collaboration with UN and other partners. Interventions have been technically sound and effective. The primary challenges for the next phase relate to the need for greater focus, efficiency and accountability.

**For the Office:**

Issue better guidance on governance and accountabilities related to the ILO's Strategic Policy Framework, UNDAF and National Tripartite Steering Committee.

Focus technical support on further building the capacities of the social partners for strategic planning and results-based management, including incorporation of regular, joint risk assessment into planning, implementation and review. This can include involving constituents in development of technical cooperation and in training on project cycle management.

**For the SRO and national constituents:**

The Tripartite Decent Work Advisory Committee should be more effectively utilized to help consolidate and implement the NPADW. Particularly important is to integrate a resource perspective into the planning process and to regularly assess the cost-effectiveness of interventions.

Negotiate within UNCT a more formal agreement across agencies on division of programming specialization and related responsibilities. Clarity is also needed among UN partners on such issues as joint programmes and how the visibility of the UN partnership is to be understood, handled, and promoted.

Pay more attention to joint efforts in the areas of advocacy, raising public awareness, and mobilizing resources and actions to achieve the decent work agenda.

Conduct a simple review of recent pilot projects to track and report their status several years after implementation. Such an exercise could help identify more effective direct

action to be considered by the ILO, partners, and donors, as well as reinforce continued dialogue on initiatives for which extra budgetary resources are no longer available.

Within a highly devolved system of governance, local development remains an important entry point for the ILO. The SRO can further strengthen implementing frameworks and networks at local level, particularly through more effective engagement of the constituents.

**For the Asia Regional Office (RO) and SRO:**

Complete within six months the results matrix for the DWCP and put in place base line information. Establish monitoring and evaluation practices that build on coherence between UNDAF, project activities, and ILO Programme and Budget (P&B) results frameworks.

Consider setting time-bound resource mobilization goals by DWCP priority area and developing strategies to meet those goals.

Target support to constituents to develop indicators for the NPADW and regularize information sharing and discussion on work plans and progress monitoring.

Share lessons learned at country level more widely across the Office.

Philippines
International boundary
National capital
Railroad
Road
Pan-Philippine Highway
0 50 100 150 Kilometers
0 50 100 150 Miles
Lambert Conformal Conic Projection, SP 7N/18N
Taiwan
Basco
BATAN ISLANDS
Luzon Strait
Philippine Sea
BABUYAN ISLANDS
Claveria
Aparri
Laoag
Bangued
Tuao
Tuguegarao
Vigan
Tabuk
Bontoc
Ilagan
Planan
Lagawe
San Fernando
La Trinidad
Cabarroguis
Bolinao
Bayombong
Baguio
Casiguran
Lingayen
Dagupan
San Carlos
San Jose
Baler
Luzon
Tarlac
Palayan
Cabanatuan
Iba
Angeles
POLILLO ISLANDS
Polillo
Manila
see inset
South China Sea
Larap
Daet
Catanduanes Island
Sipocot
Plandel
Naga
Virac
Calapan
Boac
Pili
Iriga
Mamburao
San Pascual
Legaspi
Sorsogon
Bongabong
Romblon
Mindoro
Matnog
ferry
Samar
Catarman
San Jose
Masbate
Busuanga Island
Calbayog
CALAMIAN GROUP
Danao
Catbalogan
Kalibo
Roxas
Borongan
Culasi
Panay
VISAYAN
Tacloban
Ormoc
Leyte
Cadiz
San Carlos
San Jose
Iloilo
Silay
Bacolod
ISLANDS
Bago
Danao
Toledo
Mandaue
La Carlota
Canlaon
Cebu
Lapu-Lapu
Anilao
Dinagat
Palawan
Dumaran
Maasin
Pilar
Negros
Cebu
Bohol
ferry
Surigao
Puerto Princesa
Bais
Tagbilaran
Cortes
Dumaguete
Siquijor
Mambajao
Tandag
Butuan
Mindanao Sea
Cagayan de Oro
Gingoog
Prosperidad
Dipolog
Dapitan
Oroquieta
Iligan
Sulu Sea
Mindanao
Ozamis
Marawi
Malaybalay
Bislig
Tangub
Pagadian
Tubud
Balabac
Lake Lanao
Tagum
Olutanga
Cotabato
Davao
Mati
Kudat
Zamboanga
Moro Gulf
Maganoy
Kidapawan
Digos
Governor Generoso
Isabella
Basilan Island
Isulan
Koronadal
Kota Belud
TURTLE ISLANDS
Jolo Island
Jolo
General Santos
Kota Kinabalu
Sandakan
SULU ARCHIPELAGO
Jose Abad Santos
Bandar Seri Begawan
Tawitawi Island
Celebes Sea
MALAYSIA
Balimbing
BRUNEI
Bangar
Kunak Kampong
INDONESIA
INDONESIA
San Fernando
Malalos
Olongapo
Luzon
Caloocan
Quezon
Balanga
Manila
Pasig
Cavite
Pasay
Laguna de Bay
Trece Martires
Santa Cruz
Tagaytay
San Pablo
Lipa
Lucena
Batangas
0 30 Kilometers
0 30 Miles

# 1 Introduction

## 1.1 Context: ILO's Country Programme Evaluations

In November 2005, the ILO Governing Body (GB) adopted a new ILO policy and strategy on evaluation (GB.294/PFA/8/4), which called for the ILO to conduct independent evaluations of ILO support to selected member country's programmes to promote decent work. Initially, at least one such evaluation is to be conducted annually, with the goal of providing an independent assessment of progress made and lessons learned. Outputs of the evaluation are to help identify good practices in DWCPs.

Consistent with this global policy, the ILO has independently evaluated its country programme of support to the Philippines. The Philippines was selected in part due to its long history of tripartism and the fact that it was one of the first Member countries to explicitly adopt "decent work and productive employment" as a development objective in its national development plan. The plan features decent work as a central instrument of poverty reduction.

## 1.2 Purpose of the Evaluation

The purpose of the Philippines country programme evaluation is to provide an independent assessment of progress towards expected results and to identify lessons learned to inform further strategy development.[2] Also, because the country programme evaluation is the first to be conducted under the ILO's new evaluation policy, the methodology emphasizes sharing experiences from the Philippines case to apply elsewhere. Finally, the evaluation is conducted on a programme that is still very much evolving, and knowing that some of the important prerequisites for an evaluation are only now being developed. The evaluation, which focuses on ILO's programming approach and activities, is forward looking and includes recommendations to help focus priorities, strengthen strategies and improve organizational effectiveness. It also considers the extent to which the ILO's collaboration with constituents has been effective in supporting implementation of the NPADW.[3]

[2] See Annex 2 for Terms of Reference.

[3] An initial NPADW was developed in 2002. The SRO supported the social partners as they substantially revamped that document into the current NPADW: **Promoting Decent Work in the Philippines: A Common Agenda (Philippine National Plan of Action for Decent Work 2005-2007)**.

The evaluation was managed by the Evaluation Unit (EVAL) in close coordination with the ILO Asia RO and the ILO SRO in Manila. The evaluation team consisted of three persons: an external evaluator (Clarence Henderson) and two ILO evaluation officers (Carla Henry and Pamornrat Pringsulaka). The evaluation also benefited from the regular involvement of the national tripartite constituents, particularly in deciding the scope and process to be followed.

## 1.3 Scope of the Evaluation

The evaluation reviews strategic frameworks, goals, partnerships, and activities of the Philippines' programme over time. The evaluation focuses on three main programmatic perspectives: (i) national priorities and inter-agency agendas as they intersect with decent work; (ii) the composition, implementation and evolution of the Office's strategies of support to the country level as they relate to the decent work agenda; and (iii) Office management and organizational effectiveness. Because the country programme evaluation is the first to be conducted under the ILO's new evaluation policy, the methodology emphasized documenting experiences from the Philippines case to apply elsewhere. Specific parameters considered were:

- The role and relevance of ILO in the Philippines, its niche and comparative advantage, and UN partnership experience
- Tripartite participation and partnership
- The focus and coherence of programme's design and strategies
- Evidence of the direct and indirect results of ILO's contributions
- The efficiency and adequacy of organizational arrangements

The evaluation covers the period since 2000, the year during which the Philippines first Decent Work agenda was conceptualized.[4] This timeframe also coincides with the first three biennia of strategic budgeting at the ILO and the introduction of national action plan approaches for decent work in Asia. The evaluation involves significant inputs from the constituents, including formally from tripartite national advisory group input and less formally through interviews and focus group discussions with the constituents and other stakeholders, including the UN partners.

[4] The formal evaluation period is 2000-2005, which generally coincides with the ILO's launching of country-level decent work strategies aimed at national levels.

## 1.4 Methods

The evaluation methodology was developed based on guidance from the ILO Evaluation Unit and evolving international good practice for evaluations of country programmes.[5] Cross-cutting issues of gender, poverty reduction and social inclusion were taken into account in the evaluation.

The evaluation began in April 2006 with a field visit from EVAL to Manila to consult with Office staff and constituents about the scope of the evaluation, identify indicative methods, conduct preliminary interviews, and develop the terms of reference.

Desk research involved a portfolio review and analysis of project documents, previous evaluations, ILO and Government publications, and other documentation. Site visits to project areas were conducted in Manila and in Mindanao. Persons interviewed included SRO staff and management, the government and social partners in Manila, heads of other UN agencies, project coordinators, project staff, and beneficiaries. Interviews were semi-structured fashion using general guide questions that were customized depending on the expertise and experience of informants.

A "strategic mapping" exercise was also carried out to assess the logical, results-based linkages between Philippines' development planning, UNDAF, NPADW, and key performance criteria and indicators. Of particular importance was to assess the effectiveness of implementation for major DWCP components, including community and beneficiary perceptions of progress, significant achievements, and areas for improvement.

The core of the evaluation involved analysis of ILO's implementation of the country programme vis-à-vis the NPADW/Common Agenda, which contained a rudimentary work plan. Evaluation criteria used for overall assessment were (i) evidence of effectiveness and notable achievements, and (ii) constraints and issues to address. "Evidence of effectiveness" included, for example:

- Upstream effectiveness such as influencing policy decisions, raising awareness for the Decent Work agenda, and having an impact on decision-making processes.
- Meso-level effectiveness such as addressing organizational and capacity issues and developing sustainable approaches.
- Micro-level effectiveness such as demonstrated feasibility at ground level, successful pilot interventions, and "success stories" that have been expanded or replicated.

[5] Independent Evaluations of ILO Decent Work Country Programmes: Guidance. April 2006.

- Evidence of contributions to poverty reduction and protecting vulnerable groups (including gender issues)
- Knowledge generation, management and sharing

**Criteria for constraints and issues included:**

- External constraints beyond the control of the Office and its partners
- National factors related to ILO partners, expected or unexpected, that adversely affected Office interventions
- Evidence of poorly designed and/or executed action on the part of the Office

## 1.5 Limitations of the Study

The ILO's programme in the Philippines is diverse and complex, so that not all levels of ILO action could be assessed. The evaluation has focused heavily on higher-level issues and approaches. For the detailed actions, the evaluation has relied on documentation, including evaluations, at project level. As with most evaluations, resources and the time frame did not permit application of more rigorous methods to compile evidence of the longer term impact of ILO activities. Being the first evaluation, the time needed for adequate consultation and feedback was a bit underestimated. Given the importance of national ownership of the process more time should be given to the process. In addition, field visits to project sites were very insightful; more should be incorporated into future assessments.

## 1.6 Dissemination of Findings

Preliminary findings related to organizational effectiveness were shared with ILO staff in an internal workshop. They were presented with key findings, including those that challenged them to self-evaluate and provide critical feedback. The draft report was also shared with the Office and constituents for comment and feedback. Inputs from the workshop and stakeholder consultation are incorporated in this final report, which will be circulated and discussed among the Tripartite Technical Working Group. In addition, a summary of evaluation findings is presented to the November 2006 Governing Body, along with a written response from the Office.

# 2 Country Context: Major Challenges to Decent Work

## 2.1 Development Issues[6]

### 2.1.1 Overall Context

The Philippines has a population of over 86 million people, with nearly 57 percent below the age of 24 years of age. Just under half of the population lives in rural areas. With a rapidly growing and youthful labour force, the Philippines has put employment at the top of its agenda. The Philippines is seeking to build a diversified and productive economy while at the same time fostering democratic, social and economic institutions. It faces considerable challenges, including a growing population, entrenched unemployment and political unrest.

### 2.1.2 Poverty Situation

The proportion of Filipino families living below the poverty line has been on the increase in recent years. Forty-six percent of the country's population lives on two US$ per day or less, and income distribution remains highly inequitable. The Philippines' efforts to accelerate development are jeopardized by a high population growth rate, destructive exploitation of natural resources, and the current political unrest. Although poverty is more pronounced and predominant in rural areas, there is also a growing population of urban poor people, largely unemployed or surviving in the informal economy. According to the 2005 Human Development Report (HDR), the Philippines ranked 85th out of 175 nations on the human development index. Within the country as a whole, economic and social conditions are worst in Mindanao, especially in the Autonomous Region of Muslim Mindanao (ARMM). In the ARMM, life expectancy is 55 years (national average of 69.5 years), 63 infants die for every 1,000 born (national average of 31), and 71 percent of the people live in poverty (national average of 40 percent)

### 2.1.3 The Economy

There are bright spots in the Philippines' economy: the stock market is doing well, remittances from overseas Filipino workers (OFWs) are at record levels - accounting for more than US$ 10 billion in 2005, and the budget deficit is slowly improving. The Philippines' economic performance over the last three years, which has been moderate compared to regional trends, has not been accompanied by a sufficient number or jobs

[6] A Common View, A Common Journey: A Common Country Assessment of the Philippines, 2004.

created to keep pace with population growth. Of those jobs created many tended to be in the informal economy or of poor quality. The Common Country Assessment (CCA) for the Philippines identified three underlying causes of poverty and exclusion: (i) inequitable economic growth and ownership of assets; (ii) severely unequal access to opportunities and social services; and (iii) inability of key change agents, particularly women, to play an active role in improving their own lives and the lives of others.

### 2.1.4 Key development issues facing the Philippines today include

**Rapid Population Growth.** The Philippines population continues to grow at about 2.36 percent annually; if left unchecked, the Philippines' population will double by 2030 to 190 million.

**Inadequate Government Revenue Generation.** Although the Philippine government is now focused on improving revenue generation and some progress is being made, the government's tax and customs collection rates remain among the lowest in the world.

**Education System.** The Philippines education system, once among the best in Asia, has deteriorated in terms of both quality and access. There are large numbers of out-of-school youths and unemployed or underemployed Filipinos, many of whom lack the right skills for available jobs. The problem is magnified by a skills mismatch between available vocational and technical training and what is being demanded in the job market.

**Unattractive investment environment.** Foreign investors continue to see political and macroeconomic instability, as well as inadequate government budget resources for infrastructure investment and essential public services, as deterrents to investing in the Philippines.

**Human rights.** Over the past two years there has been an increase in violations of trade unions and human rights in the Philippines, with hundreds of cases of murder and abductions, including those of arrest and detention of union leaders. In addition, the situation for indigenous persons, constituting 18 percent of the population, remains unresolved.

**Increasing inequality.** Inequality seems to be growing, with the income ratio of the richest quintile to the poorest at 16 to 1 in 2000, compared to 13 to 1 in 1990.

**Political conflict.** Conflict involving communist insurgents is currently country-wide and Muslim separatists continue to affect the country's southern regions. The government has recently prohibited the death penalty and stepped up action to suppress insurgency as well as address extrajudicial killings perpetrated by a complex array of actors.

**Devolution and the importance of Local Government Units.** The Philippines committed to the devolution of many government functions to Local Government Units (LGUs) in 1991. The LGUs, including about 80 provinces, 90 cities, 1500 local municipalities, and 45,000 barangays, have increased the complexity for implementing policies at local level.

## 2.2 Philippine Labour Market Issues and Social Dialogue

### 2.2.1 Underlying Issues

The Philippines experienced a major economic crisis and balance of payments deficits in the 1960s. During the 1970s, policies based on industrial import substitution were abandoned in favour of an export-oriented industrial development strategy. The latter strategy, which remains intact today, has had a major impact on labour market structures and dynamics in the Philippines. While intended to improve the Philippines' international competitiveness through labour market policies emphasizing employment flexibility and controlling labour costs, the net effect has been to undermine industrial relations institutions and policies. During the early years, this took the form of overt repression of unions and restrictions workers' rights to organize and collective bargaining. At the same time, employers' influence over employment issues was substantially enhanced.

**Unemployment and underemployment.** The primary labour market challenge in the Philippines is creating jobs for the large and growing number of unemployed and underemployed people. Millions of Filipino workers live in or near poverty while trying to support their families in subsistence agriculture and the informal economy. Many of these persons remain trapped into low skill, low productivity activities. The number of precarious jobs is growing. According to the ILO, between 1999 and 2003, roughly 300,000 were lost in the formal sector compared to an increase of almost two million in the informal sector.

**Youth unemployment.** The Philippines is a very young nation, with about 1.6 million youth between 15 and 24 years of age unemployed, accounting for over 45 percent of the unemployed. Since 1998, unemployment rates among youth have been on average about three times higher than adult unemployment rates, while young females consistently

posted higher unemployment rates than their male counterparts. However, many more youth endure underemployment or inadequate employment, where they are exposed to low earnings, poor working conditions, and uncertain protection. These unemployment rates reflect the challenges faced by Filipino youth in finding employment due to poor qualifications and relatively short work experience.

Young driver's assistant on a "jeepney"

**Impact of globalization.** Even among those who have jobs, insecurity has mounted in the context of intensified global competition and flexible work arrangements. Unfortunately, however, social protection remains largely absent for this large number of workers who rely exclusively on the informal economy for their livelihoods. Current trends include labour subcontracting, flexible and changing work hours, and hiring of casual, part-time, temporary, and contract workers.

The changing Philippine labour market reflects the context of globalization and major trends over the last decade. While the net impact of increasing international trade and globalization may be positive, creating employment-generating growth requires significant financial sector and labour law reforms. In practice, there is now major competition among developing countries.

**Gender inequality and overseas work.** The Philippine government has made some notable efforts to advance gender equality and promote the women's role in development[7]. However, women have limited and unequal access to employment opportunities, economic assets, credits and social services, making them more vulnerable to poverty. Women account for 70 percent of informal economy workers. The number and rate of women seeking a living as OFWs has steadily increased over the past years. On the one hand remittances from OFWs have been an important development factor (8.1 percent of the GDP in 2000); on the other hand OFWs, especially women, are particularly vulnerable to exploitation and trafficking.

**Low levels of unionization.** Only around 10 percent of the Philippine workforce is organized. This is in part due to procedural barriers for registering unions and from restrictions on workers in some categories from protection under labour legislation. Within organized labour, the Philippine labour movement is characterized by a multiplicity of organizations and fragmentation of positions on various economic and social issues. Divisions in the labour movement appear to have created competition among unions and undermined worker representation, in the process weakening their voice and bargaining position.

## 2.3 Tripartism in the Philippines

### 2.3.1 Overview

The Philippines has a long history of social dialogue dating back to the 1970s. While original support for tripartism was intended in large part to lend legitimacy to policies of the government administration at that time, the institutions created have evolved into legitimate mechanisms for resolving complex labour market issues. Indeed, for the last two decades, tripartite consultation has played a key role in addressing labour, development, and socio-economic issues in the Philippines.

Tripartite dialogue between government, workers and employers is comparatively well-established in the Philippines. It is promoted by the state and there are well-functioning tripartite institutions at national, regional and sectoral levels. In 2004, this commitment to

[7] The Philippines have instituted a 30-year perspective plan (1995-2025), the Philippine Plan for Gender-Responsive Development (PPGD). A time slice of the PPGD, the Framework Plan for Women has guided the gender-related policy of the administration of President Arroyo (2001-2004). Each government agency is held to draw up a Gender and Development (GAD) Plan that details how it implements the PPGD. Further the Philippines have a GAD Budget Policy and a policy to track GAD indicators that include indicators on female employment. The Philippines have recently passed a number of laws and rules on gender concerns, including on the protection of OFWs and trafficking of women.

social dialogue resulted in a 'Social Accord for Industrial Peace and Stability' signed by government, employers and a number of key trade unions. This called on the tripartite partners to intensify and broaden dialogue on key issues for the country including productivity, competitiveness, industrial peace and improving and complying with labour and social standards.

However, there also exist challenges to tripartism. In a rapidly changing environment brought on by globalization, changes in donor priorities, requirements for more accountability in implementing the ILO decent work agenda, this can make adaptation and innovation of strategies more complex for the social partners. The Philippines tripartite system is also faces issues related to equal representation of tripartite partners, representativeness of workers' and employers' representatives, and capacity of representatives in making effective contributions to policy discussions and decision making.

In recent years there has been a significant decrease in the level of industrial strikes which the tripartite parties hail as positive progress in achieving industrial peace. Despite this progress, some labour unions remain critical of perceived infringements on the right to strike. The tripartite dialogue has led to an innovative labour inspection scheme, with tripartite agreement on a labour law enforcement framework. The SRO has close relationships with the social partners.

Ongoing efforts to strengthen tripartite dialogue aim at expanding its influence to address a wider economic and social spectrum to better encompass women, small businesses and people active in the informal economy. As of early 2006, the Philippines had ratified 31 ILO Conventions; including the eight core Conventions covering fundamental principles and rights. Prominent among the still to be ratified Conventions under consideration and consultation are those addressing workers' representatives, migrant workers, seafarers and merchant shipping, indigenous peoples and health and safety.

### 2.3.2 The National Constituents

**Employers' Organizations.** The Employers Confederation of the Philippines (ECOP) is an umbrella organization established in 1975 to represent the interests of employers within the context of the trilateral partnership with labour and government. During that same period, the Labour Code was being written with an orientation towards tripartite cooperation. ECOP draws its membership almost exclusively from large and medium-

sized firms[8] which collectively employ about 2.5 million workers, constituting the base of organized labour in the country. ECOP also represents major industrial associations, including the Philippine Chamber of Commerce and Industry, the Philippine Exporters Confederation, Inc., the Federation of Filipino-Chinese Chambers, the American Chamber of Commerce of the Philippines, European Chamber of Commerce of the Philippines, and the Japanese Chamber of Commerce and Industry of the Philippines on labour and social policy issues.

**Workers' Organizations.** There are almost 700 national trade unions and/or industrial federations registered in the country. The ILO works primarily with three umbrella workers' groups: the Trade Union Congress of the Philippines (TUCP), the Federation of Free Workers (FFW) and the Alliance of Progressive Labour (APL). TUCP has approximately 600,000 to 800,000 members and is the largest worker's organization in the Philippines. Membership is drawn from over 30 affiliated trade unions and workers' organizations representing almost all economic and social sectors. TUCP is affiliated with the International Confederation of Free Trade Unions (ICFTU). FFW is a national trade union centre with membership of around 200,000. The FFW is affiliated with the World Confederation of Labour (WCL) and considers itself to be a "trade union social movement", aiming to expand its scope for representing larger groups of workers. APL is an alliance of various social actors with a group of trade unions placed at the centre of its movement. Its membership is much smaller than TUCP and FFW.

All three workers' organizations groups are actively involved in international trade union programmes and activities, including participation in international conferences, meetings and programmes organized by the ILO, ICFTU, WCL and other organizations.

**Government.** The Department of Labour and Employment (DOLE) has lead responsibility for policy making and implementation in the labour sector. Their strategy emphasizes promoting employment, workers' protection and welfare, and promoting harmonious labour relations. In addition to such traditional functions as ensuring the independence and functioning of workers' and employers' organizations, collective bargaining, and peaceful relations in the workplace, the Department has supervised tripartite consultative processes since the 1970s. DOLE also supervises agencies responsible for policy initiatives in such areas as minimum wages and dispute resolution in both organized and non-organized sectors. The Department also plays a key role in creating, facilitating, and sustaining a suitable environment for social dialogue. DOLE

[8] In the Philippines, such firms number about 81,000 or 9 percent of registered businesses and enterprises in the country.

also maintains programmes to support and protect the nearly one million Filipino workers who go overseas each year.

The objective of the Technical Education and Skills Development Authority (TESDA), established by Republic Act No. 7796 ("Technical Education and Skills Development Act of 1994"), is to mobilize industry, labour, LGUs, and technical-vocational institutions to develop the Philippine's human resources. TESDA provides direction at the national level for the country's technical-vocational education and training (TVET) system. TESDA's mandate includes promoting and strengthening technical education and skills development programmes and focusing technical education and skills development to meet changing demands for quality middle-level labour. TESDA is also charged with approving skills standards and tests, developing an accreditation system for institutions involved in middle-level manpower development, and funding programs and projects for technical education and skills development.

The ILO also works with other Philippine Government agencies as required to implement its projects. Particularly important are the Department of Social Welfare (DSW), the Department of Education (DepED), the National Economic Development Authority (NEDA), the Cooperative Authority and the Department of Trade and Industry. The Office also works with law enforcement agencies on child rescue initiatives that remove children from the worst forms of child labour[9], and with the National Commission of Indigenous Peoples (NCIP), the agency in charged with addressing concerns of indigenous peoples.

In addition to working with government agencies at national level, the ILO also builds relationships at devolved levels. For example, several of the ILO's flagship projects serve beneficiaries in Muslim Mindanao, in areas that have been significantly affected by conflict and in which levels of poverty are the highest in the country. Some of this work occurs under the jurisdiction of ARMM[10]. To manage these projects, the ILO must work with government agencies at national, regional[11], and sometimes local levels. For example, with regard to DOLE, the ILO simultaneously works with DOLE-National, DOLE-Regions (1, 6, 7, 11, and 12) and DOLE-ARMM.

[9] See description of IPEC Projects in the Philippines in Chapter V.

[10] The ARMM was established after the peace settlement between the government and the Moro National Liberation Front (MNLF) in the late 1990s; it consists of six provinces that are ruled autonomously.

[11] The Philippines has 12 geographic planning regions numbered Region I to Region XII, in addition to the ARMM. Most government agencies have regional offices with primary responsibility for interfacing with externally-financed development projects.

### 2.3.3 Policy Issues Being Debated in the Tripartite Structure

**Outdated labour code.** The Philippines Labour Code was developed largely with reference to the formal sector and to situations in which employers and workers engaged in dialogue about work and compensation issues. The Code also contains provisions that are not in conformity with the Conventions ratified by the country, in part the right to organize, bargain collectively and strike. The Philippine economy and labour market have changed significantly over the last two decades and only 18 to 21 percent of the Philippines' total workforce is estimated to work in the formal sector. Thus, the Labour Code has become increasingly outdated; for example, it does not provide guidance for labour contracting or employing casual workers, domestic workers, part-time workers, or commission-paid workers.

Among the policy issues that will need to be resolved to achieve an up-to-date Labour Code are employment relations, security of tenure, minimum wages, right to association, collective bargaining, outsourcing, assumption of jurisdiction, and the eight-hour labour law. While numerous revisions to sections of the Code have been adopted and several alternative pieces of legislation are pending, it is not clear when an updated Philippine Labour Code might be enacted and implemented. The seriousness of the situation is compounded by clogged labour courts where, with a backlog of over 6,000 cases, many do not see movement towards resolution.

**Minimum wages.** As a middle-income developing country with a significant proportion of the population living in poverty, the Philippines has large labour surpluses and compensation in most sectors and levels is well below international norms. Minimum wages, which are set by regional wage boards and vary from area to area, have been an area of intense tripartite dialogue. Whenever increases in minimum wages are discussed in the legislature, the social partners are actively involved in providing position papers, expert testimony, and so forth.

**Contractual labour and restrictions on shift work for women workers.** As the labour surplus in the Philippines has grown, employers have gradually won concessions to increase "labour market flexibility." For example, there is an ongoing dialogue about labour market laws that impact the call centre industry (one of the few rapidly growing or "sunshine" sectors in the Philippine economy)[12]. Among the issues most often debated are restrictions on use of contractual labour and relaxing constraints on women call centre agents working late night shifts (a necessary practice for call centres given the time zone

[12] Global call centres, which provide customer service to consumers in North America and Europe, have been setting up operations in the Philippines. This happened at a rapid rate due to its good telecommunications infrastructure and English language skills of its labour force.

differences between the Philippines and the markets served), given that the Philippines is still bound by the Night Work Convention (C 89) prohibiting night work for women.

### 2.3.4 Concluding remarks

The ILO's support to the decent work agenda in the Philippines is highly relevant to current development needs and in particular for addressing issues facing the labour market and supporting institutions.

# 3 ILO's Programming Framework in the Philippines (2000-2005)

## 3.1 Overview of Evolving Framework

The ILO's programming framework has undergone major reform in recent years. For the evaluators, to establish a point of reference for the evaluation, it was necessary to reconstruct the programming framework over the past six years to understand the dynamic process during which programming priorities and accountabilities evolved. The information presented in this section represents the results of this enquiry.

In 1999, strategic budgeting was introduced in the ILO and initial calls were made for results-based programming within a country framework[13]. The adoption of the Millennium Development Goals in 2000 created momentum to consolidate the international development agenda around a finite set of core objectives. Calls for harmonization among UN agencies led to the establishment of UNDAF. As indicated in the World Summit Outcome document and other UN General Assembly decisions, the UNDAF was to provide a consolidated programming framework at country-level, with an emphasis on aligning each country's UNDAF with government-owned and defined development priorities. The Philippines was one of the initial pilot countries selected for UNDAF. In 1998, the country's first UNDAF was signed by the ILO and nine other UN agencies. Among the important elements of ILO's work encapsulated in this initial framework were eradicating child labour, empowering indigenous peoples, and protecting vulnerable groups (including migrant workers).

This process was reinforced when international agencies endorsed the 2005 Paris Declaration[14], which pledged agencies to implement the principles of country ownership, alignment, harmonization, managing for results, and mutual accountability. The ILO's approach to measuring, monitoring, and reporting on results is largely consistent with these principles and agreements.

Against this broader context, the ILO's own programming approach and processes underwent considerable reform. In 2001, at the Asia Regional Meeting, the ILO committed to working with national constituents to address decent work at national level

[13] Before 1999, the ILO prepared country objectives documents, which emphasized activities to take place during the biennium. However, with the introduction of strategic budgeting, more attention was to be given to accountability for results and linking of resources to strategic outcomes.

[14] Paris Declaration on Aid Effectiveness: Ownership, Harmonization, Alignment, Results and Mutual Accountability. High-Level Forum on Aid Effectiveness. 2 March 2005.

by building consensus among the social partners and capturing that consensus in a common agenda. That common agenda would then help focus and prioritize ILO support to the partners as they moved on with implementation. To the extent possible, ILO Offices in the Asia-Pacific region were to join UN Country Teams and participate in UN country-level assessment and programming frameworks.

The ILO's Decent Work Country Programme for the Philippines, first drafted in 2005, represents the end-product of a five-year process involving; (i) two generations of the tripartite NPADW (ii) a new Philippine development plan for 2005-2010 (Medium-Term Philippine Development Plan (MTPDP)); and (iii) two generations of UN CCAs and two versions of the UNDAF based on those CCAs. Table 1 clarifies the chronology of these processes and provides the "road map" for understanding the current programming context.

**Table 1: The "Road Map" Leading to the DWCP in the Philippines**

| Activity | Time frame | Successful aspects | Unresolved issues |
|---|---|---|---|
| ILO active in UNDAF I through UNCT | 1998-2003 | UNDAF linked ILO activities to UN priority areas of cooperation | UNDAF loosely defined, with only vague guidance for setting expectations and managing the processes through which agencies contribute |
| Drafting of NPADW | 2001 | Major step towards achieving tripartite consensus around a limited number of agreed priorities | The ILO programme of work remained fragmented and its support was still spread across too many areas of work |
| Initial design of a Decent Work Pilot Programme | 2002-3 | Four priority areas of work focused ILO efforts, including emphasis on resource mobilization. | The ILO programme of work remained fragmented and there was continued need for activities falling outside priority areas. |
| Creation of Decent Work Tripartite Advisory Committee | 2002 | Provided regular forum for discussion of issues and strategies; enhanced exchange and dialogue; solidified agenda for collaboration to address prioritized issues | Governance unclear, in terms of membership, decision-making, and roles and responsibilities;<br>Underdeveloped results-based approach to integrated planning |
| Preparation of Common Country Assessment for drafting UNDAF II | 2003-2004 | Decent Work issues integrated into the CCA and UNDAF ; ILO programmes supported four of the five UNDAF outcomes | Little attention to the collective results agencies strive to attain; UN-wide poor understanding of how CCA and UNDAF will work, misalignments between UN and ILO programming |
| Dialogue related to MTPDP | 2004 | Government called for labour policies to be guided by principles of decent and productive work | No specific changes to programmes and budgetary allocations |
| Development of the Common Agenda: 2005-07 | 2004 | Consolidated and reconfirmed the priority areas of tripartite focus and collaboration in relation to new MTPDP 2005-09 | Lack of indicators to focus the expected results and time frames;<br>Wide coverage of areas makes implementation difficult;<br>No dedicated resources linked to plan |
| Drafting of DWCP | 2005 | Streamlined major components under two main priority areas. Delivered implementation plan for outputs and outcomes. | No results matrix as of yet. Mapping of links to UNDAF and national tripartite common agenda still incomplete. |

## 3.2 Developing a National Agenda for Decent Work

### 3.2.1 Overview

Beginning in 2001, tripartite constituents in the Philippines worked closely with the ILO to reach consensus on a joint NPADW. The NPADW, which was to be aligned with the country's medium-term development plan, would support the initiatives of all actors in an integrated manner: the social partners, national and local institutions, and the ILO would all contribute to achieving the twin national priorities of reducing poverty and promoting decent and productive employment. The first Philippines' NPADW, launched in May 2002, provided a policy and programme framework built around core decent work objectives. The NPADW was also valuable in fostering policy dialogue and awareness-raising about issues of decent work among constituents. In 2002, the Tripartite Decent Work Advisory Committee was constituted to provide a forum for discussion and decision-making related to joint initiatives; this represented a new mechanism for reaching consensus on priorities and consolidating programming approaches. Through the Advisory Committee, and based on the NPADW, the ILO drafted its programme of support in the form of a Decent Work Pilot Programme.

The Committee, now in its fifth year of operation, has met regularly (at least several times a year), with meetings based on a defined agenda and with designated issues for moving forward identified. Based on a review of actions and feedback from participants the Tripartite Committee was a major facilitator for creating the eventual follow-up to the first NPADW, which was also referred to as the "Common Agenda" (NPADW 2005-07), and the ILO's now-evolving DWCP for the Philippines.

### 3.2.2 The Common Agenda: A Response to the MTPDP and UNDAF II

*Government Priorities: The Medium-Term Philippine Development Plan (MTPDP) and the Government's 10-Point Action Plan to Achieve Peace, Unity and Economic Prosperity*

The Government's development agenda centres on the MTPDP, which is prepared every six years parallel to Presidential terms of office. The current plan (2005-2010) identifies four priorities:

- Macroeconomic stability and equitable growth based on free enterprise;
- Agriculture and fisheries modernization with social equity;
- Comprehensive human development and protection of the vulnerable; and
- Good governance and rule of law.

The MTPDP calls for "labour policies to be guided by the principles of providing decent and productive employment." The government sees its role as helping workers attain adequate income and rights at work through employment generation, employment preservation, employment facilitation, and employment enhancement. The MTPDP points out that the Philippines requires coordinated strategies to promote "full, decent and productive employment" in both the formal and informal economy in order to alleviate poverty. In this context, the Government is committed to providing an enabling policy framework to help the private sector perform its key role as the primary source of employment generation. However, while the MTPDP provides a sound conceptual framework for Philippines' development strategies, it does not clearly identify priorities or link medium-term planning to budgetary allocations.

Also relevant is the government's 10-point agenda, which President Arroyo announced in 2005. The first point of the agenda is "the creation of six million jobs in six years via more opportunities given to entrepreneurs, tripling of the amount of loans for lending to small and medium enterprises and the development of one to two million hectares of land for agricultural business."[15]

Formulation of the "Common Agenda" involved diverse stakeholders, including government, workers, employers, non governmental organisations (NGOs), and the ILO. The process was similar to the UNDAF II in that it was consensus-driven and each group of stakeholders had its own priorities and concerns. While all parties agreed that the development priorities of the MTPDP provided an important reference point, that document itself was less than optimally selective in that it does not link budgetary allocations to desired results/outcomes. In the end, the original work plan of the "Common Agenda" constituted a lengthy list of activities reflecting the diverse perspectives and interests of stakeholders. In the absence of clear accountabilities, time frames, and resource allocations, it required additional refinement to be made actionable. For purposes of this evaluation, the Common Agenda is used as a point of reference for ILO's commitment of support to the Philippines. Table 2 summarizes areas with the Common Agenda's work plan in which the ILO was designated to contribute.

[15] Other key elements include improving infrastructure for education, balancing of the budget, using modern transportation networks to link the islands, providing electricity and water supply to barangays nationwide, decongesting Metro Manila, developing the old American bases, automating the electoral process, reaching a just peace agreement, and closing divisiveness among the interest groups.

**Table 2: The Common Agenda for the Philippines 2005-2007**

| | |
|---|---|
| **Rights at Work** | Ratification of ILO Conventions<br>Promotion for better application of ratified ILO Conventions and recommendations<br>Elimination of the worst forms of child labour<br>Protection for domestic workers |
| **Employment** | Employment creation in micro-enterprises as well as small and medium enterprises (SMEs), and promotion of entrepreneurship and workers' enterprises<br>Lifelong skills development and training<br>Local employment promotion<br>Competitiveness, productivity, gain sharing, and social restructuring<br>Participation in the labour market, particularly the youth, women, displaced workers, and returning OFWs |
| **Social protection** | Review of social security policies and schemes (social insurance, social assistance, and social safety nets)<br>Expand coverage of social security and health insurance for the informal sector and overseas workers<br>Social protection for migrant workers<br>Promotion of safety and health at the workplace, and addressing psychosocial problems<br>Prevention of sexual harassment in the workplace<br>Development and implementation of workplace policies and programs on HIV/AIDS<br>Monitoring labour standards in the workplace through inspections and self-assessment |
| **Social dialogue** | Implementation and monitoring of the 2004 Social Accord<br>Promote decent work in agriculture by strengthening tripartite representation for rural workers<br>Capacity building for social partners<br>Improving tripartite institutions and processes, labour law reform, and disputes settlement<br>Expand employers' and workers' membership and representation in SMEs, women, and informal sector groups<br>Focusing attention on the potentials of Corporate Social Responsibility in promoting the goals of decent work<br>Ensuring decent work response to privatization and reorganization of government agencies and offices |

Source: Box 1 of Promoting Decent Work in the Philippines: A Common Agenda for 2005-2007

### 3.2.3 ILO's Decent Work Country Programme[16] (2006-09)

As the National Plan of Action evolved, the ILO began to organize its activities through its Decent Work Pilot Programme (DWPP). The pilot programme aimed at developing integrated responses through a project on the urban informal sector, development of Philippine-specific decent work indicators, development of a model on the effects of trade liberalization on employment. ILO work under the Common Agenda continued on integrated local development, decent work indicators and the Philippine labour index, and a second phase of the analytical study of the effects of trade liberalization on employment.

This was followed in 2005 by a DWCP – the ILO's operational plan to support constituents in implementing their action plan to create and sustain productive, quality employment that generates adequate income in order to reduce poverty in the Philippines. The cross-cutting issues of gender, poverty reduction, and social inclusion were to be integrated into the DWCP. The DWCP was developed with specific reference to the Philippines's poverty reduction strategy[17] and UNDAF II.

The evolving DWCP is now being reconceptualized from the traditional four Strategic Objectives to a more multidisciplinary approach featuring two priority decent work areas. This revision is being accompanied by significant organizational work within the office; including redefining lines of reporting and accountability. The current structure and activities of the current draft of the DWCP is shown in Table 3.

[16] DWCPs provide a mechanism through which Offices outline priorities as agreed between the ILO and constituents/partners within a broader national, UN and international development context. The DWCP identifies priorities and operational strategies and contains an actionable resource and implementation plan that complements and supports partners' efforts to achieve their national decent work priorities. The expected results of a DWCP should be understood and accepted by the ILO's partners and stakeholders. Ideally, they complement what national partners themselves have committed to in their own strategies.

[17] As described in the MTPDP.

**Table 3: ILO's Decent Work Country Programme**

| Priority Areas | Country Programme Outcomes (CPOs) |
|---|---|
| **PRIORITY 1: Employment promotion through local approaches** | **CPO 1.** Strengthened provision by local institutions and partners of employment and entrepreneurship services by young men and women that can lead to more effective policies for youth employment |
| | **CPO 2.** ILO constituents and key partners apply local development strategies to enhance economic and social opportunities for women and men in selected locations, including Mindanao and other conflict-affected areas |
| **PRIORITY 2: Improved social protection and labour market governance** | **CPO 1.** The capacities of the tripartite constituents are strengthened to deliver better and more efficient services and labour market governance is improved through a process of social dialogue. |
| | **CPO 2.** In line with the National Program Against Child Labour and the Philippine Time Bound Programme, children are progressively withdrawn and prevented from the worst forms of child labour. |
| | **CPO 3.** Social protection is improved for specific sectors, including indigenous peoples, seafarers, migrant and domestic workers and workers in the informal economy. |
| | **CPO 4.** Social protection coverage is expanded and a mechanism is developed to provide overseas migrant workers with access to social security coverage. |

### 3.2.4 United Nations and UNDAF in the Philippines

For some eight years the ILO has engaged in policy dialogue and specific planning for the UNDAF with the UNCT and other international agencies, with the overall emphasis being on achieving the Millennium Development Goals. Officers from the SRO represented the ILO on specific thematic committees/working groups. Feedback from involved informants suggests that the ILO was effective in integrating the decent work agenda, especially employment issues, into the UNDAF II.

**UNDAF I (1998-2004).** According to interviews with UN and ILO participants, during UNDAF I, the UNCT met every month and was effective early on in reaching out to main stakeholders of the various UN agencies. At the time, this was considered innovative and provided a best practice for global UNDAF promoters. The ILO was involved in seven of the twelve themes groups and chaired two of these.

**Common Country Assessment**.[18] The CCA supporting the design of UNDAF II was developed through a consultative process involving the United Nations agencies, development partners (both government and civil society), and other donor agencies. The ILO's involvement was at the Director and Deputy level, with additional specialists and programme officers participating in thematic groups. Early in the assessment process, the UNCT expanded participation to include core national partners of each UN agency. The ILO responded by including representatives from the tripartite constituents in planning meetings, although participation by the social partners was less than optimal due to the time commitments required. The final CCA highlighted issues related to urban unemployment and rural livelihoods, child labour (including Convention 182), indigenous persons, overseas workers, gender inequities, infrastructure, and trade liberalization.

**UNDAF II 2005-09.** The UNDAF process was managed by a multisectoral group chaired by the Director General of the NEDA and co-chaired by the United Nations Resident Coordinator. The UNDAF was designed to respond to key underlying causes of poverty and exclusion, which include inequitable economic growth and ownership of assets, severely unequal access to opportunities and basic social services, and inability of key change agents, particularly women, to play an active role in their lives and those of others. Based on a review of UNDAF I, the problems identified - too many outcomes and absence of agency-specific performance indicators, were to be addressed through a more focused strategy and operational results matrix linking to agency-level outputs.

[18] The main objective of the CCA exercise is to generate a common understanding within the United Nations System of the causes of development problems, as well as the needs and priorities of a country.

The Philippines' UNDAF 2005-09 emphasizes a rights-based approach, within which there are five priority areas of cooperation; four of these are supported by ILO technical programmes as reported by them in June 2006 (see Table 4).

**Table 4: Linkages of UNDAF to ILO Programme (preliminary as of June 2006)**

| UNDAF Priority areas of cooperation | ILO technical programme link* |
|---|---|
| Macroeconomic stability and broad-based, equitable development | Employment-focused research/studies influence policy debate; Philippine labour index at provincial level; Textile, clothing and footwear (TCF) Action Programmes; Southern Leyte post-crisis response; ECOP's EBESE programme |
| Basic social services | Youth employment policy strategy and action programmes; Know About Business (KAB) mainstreamed into national curriculum; strengthened employment services; Start and Improve your Business (SIYB) activities |
| Good governance | Local Development for Decent Work tool kit disseminated; case studies on LGU role in employment promotion; value chain analysis and local development; local GC network operational |
| Environmental sustainability | Disaster response - recovery of livelihoods, as appropriate<br>INDISCO[19] integrated approach includes preservation and rehabilitation of environment |
| Conflict prevention and peace-building | Training for Rural Economic Empowerment (TREE) successfully implemented in ARMM; local economic development (LED) programming in conflict areas; |

** Links still being developed; initial draft for illustrative purposes only.*

The ILO was actively engaged in the dialogue leading to UNDAF II, with a particular emphasis on advocating for the Decent Work agenda. Other UN agencies were equally effective in advocating for their own development agendas. These dynamics should be seen in the context of the differing roles and scopes of the specialized agencies and the ex-com agencies. While the UN Development Programme (UNDP) and the UN International Children's Emergency Fund (UNICEF) have broad programmes that span a range of development issues, specialized agencies necessarily work within a narrower frame of reference. Further, when they develop their country programmes, they do so

[19] Interregional Programme to Support Self-Reliance of Indigenous and Tribal Peoples through Cooperatives and Self-Help Organizations

within the constraints of global priorities of their particular UN agencies and national partners as well as the parameters laid out in the UNDAF[20].

Thus, UNDAF II ended up covering the range of development issues identified in the CCA. However, given the consensus-driven nature of the process, the final document lacked clarity with regard to the UN's operational priorities in the Philippines and the linkages between budgetary allocations and outcomes.

Although the process was less strategic and results-focused than optimal, UNDAF II provided a sound development framework within which to situate the ILO's evolving work programme (see Table 2). With regard to UNDAF priority area 1 (macroeconomic stability and broad-based, equitable development), many ILO activities and projects aim to create greater opportunities for women and men to secure decent work. An important objective of several ILO projects has been to create employment in a sustainable fashion for Filipinos who are extremely poor, including women, unemployed youth, and other marginalized groups[21]. With regard to UNDAF priority area 3 (good governance), all ILO activities emphasize transparency and accountability. In addition to ensuring transparency in its own programme management and project implementation, NGOs and other organizations receiving funding to implement projects are expected to exhibit good governance. The ILO facilitates this process through capacity building and technical assistance. And with regard to UNDAF priority area 5 (conflict prevention and peace-building), many of ILO's projects are designed to create employment opportunities for poor persons living in conflict-affected areas. Many beneficiaries in Muslim Mindanao live in communities long dominated by separatist conflict, and many of the Muslim women who have benefited from livelihood interventions are married to combatants and ex-combatants.

[20] For example, the Food and Agriculture Organization (FAO) advocated for agricultural development and food security, UNICEF advocated for reproductive health and child mortality, and UNDP ensured that the UNDAF as a whole reflected the UN's commitment to poverty reduction.

[21] The ILO programme as a whole may be seen as having a significant poverty reduction element.

### 3.2.5 Concluding remarks: Successes and Observations

As described above, the ILO's programming framework in the Philippines has evolved over the last five years as part of an ongoing dialogue with other UN agencies, government and the social partners. The information collected for this evaluation suggests that different actors perceived the process of moving from UNDAF I through the NPADW/Common Agenda and on to the DWCP differently. Table 5 summarizes the evaluators' analysis of how the UN agencies on the one hand and the constituents on the other perceived the successes and failures of the overall process.

**Table 5: Successes and Outstanding Issues From UN and Social Partner Perspectives**

| | Successes | Observations |
|---|---|---|
| **UN System Perspective** | • The Philippines was a pioneer and represents a global best practice for implementing the UNDAF process (2001-2006)<br>• The SRO was actively involved and effectively advocated for decent work from an ILO perspective<br>• The process provided a good example of conceptual alignment of UN planning with country-defined poverty reduction objectives | • Insufficient focus on resources—identified priorities not linked to resources<br>• The process was resource intensive and had an excessive timeframe<br>• The role of the social partners is still not clearly defined<br>• Tripartism may be underappreciated as a development process by the United Nations |
| **Social Partner Perspective** | • The process led to an unprecedented consensus and fuelled an ongoing dialogue around a common set of priorities<br>• The composition and processes of the tripartite committee have proven functional<br>• Common agenda provides a point of reference for action and decision-making | • Consensus building is a painstaking process that takes a lot of time and effort<br>• The membership, role and authority of the tripartite committee is still unresolved<br>• The process still needs refining, especially to integrate informal sector issues and bring in new types of partners<br>• The agenda setting and implementation process is not yet focused on results and mutual accountability |

The progression from the UNDAF I through UNDAF II, the first and second NPADW, and the DWCP was not as smooth as it could have been. However, given the unprecedented levels of cooperation required and the lack of a "road map", a great deal of progress was made over a five-year period. UNDAF II was an improvement over UNDAF I, while the Common Agenda was an improvement over the first NPADW. The

ILO played an important role and ensured that the Decent Work agenda was taken into consideration in the evolving UNDAF.

The challenge, however, was that the other United Nations agencies were also actively engaged, as were Government agencies and a range of stakeholders. Given the consensus-driven nature of the dialogue, and the mutual desire to agree on a document that would accurately reflect Philippine development realities while taking into account each agency's unique mandates, this made it difficult to be realistic and set meaningful priorities. Particularly challenging was determining resource allocations - selecting some activities as high priority and allocating resources to them, while identifying other activities as being of lower priority and not allocating resources to them.[22] In fact, the NPADW has remained a plan without resources earmarked for its implementation.

Young woman at a vocational training centre

[22] This same dynamic was operative during the consultative process leading to the development of the Common Agenda. In this case, the actors included the ILO, government agencies at various levels, the social partners, and other stakeholders.

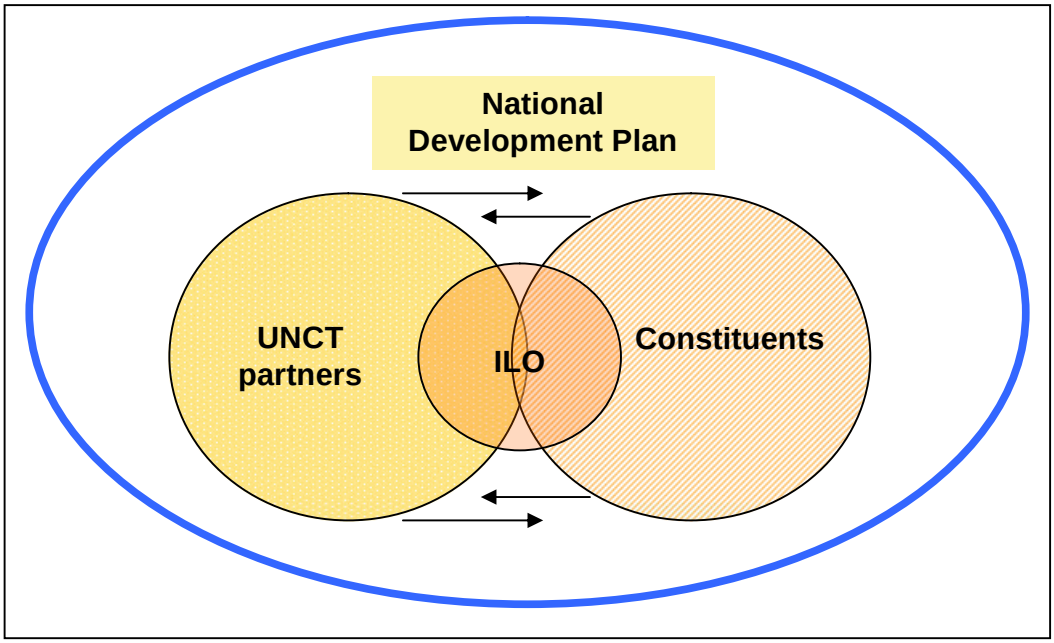
# 4 Role of ILO's Partnerships in supporting Decent Work in the Philippines

## 4.1 How does governance & accountabilities link to Programming Frameworks?

Given the rather complex process through which the NPADW and the DWCP evolved from 2001 through the present, the evaluators reviewed available documents and data to map the relationships among the various agencies and stakeholders involved. In Figure 1, the ILO is in an intermediate position with regard to the other UN agencies on the one hand and the government and social partners on the other, with an ongoing web of relationships with each cluster.

As the figure suggests, despite all partners working within the broad national development framework, there is little 'partnership' or collaboration between the UN partners and national constituents. Though some joint initiatives can be noted, the interlinking of players has been very limited. This is in part due to the fairly limited influence of the ILO within UNDAF, which in turn is based largely on its limited scale of operations and its specialized agency agenda.

**Figure 1: Current Configuration of Partners in relation to Frameworks**



The ILO is positioned through UNDAF and the NPADW to link decent work and tripartite voice and action to the broader UN framework and, by implication, the national development framework. Up to now, however, there is still little operational overlap between the two sets of partner networks; this is unfortunate given that many of the issues and the nature of the work are consistent across frameworks.

It remains an unresolved issue for the evaluators to adequately conceptualize the "real world" and "ideal" links across frameworks. Key unanswered questions include:

- How will the constituents participate in the UNDAF process as consolidation and UN harmonization proceeds at country level?
- How is the relationship between UNDAF and the broader national development framework to be understood?
- To whom is the Office accountable and how is this acted upon?

For national constituents, there are clear accountabilities for the national development framework, whereas for the ILO, its support is more and more to be channelled through a consolidated UN programme.

## 4.2 How strategic are relationships with the Social Partners and Government?

As noted in earlier sections, there is a long history of tripartism in the Philippines and most of the key players have known one another, and debated one another, for decades. The history of the constituents in the country is intertwined with that of the ILO, and historically the constituents have in some respects depended on the ILO - as a ready source of direct support for meetings, projects, or other initiatives. However, since 2001, the ILO has changed its own approach to engaging with constituents in the form of the NPADW and has placed a heavier emphasis on capacity building for strategic planning and management. This represents a long-term endeavour, with investments in capacity requiring time to pay off. The current period appears to be one of transition, with the ILO as a whole undergoing significant reform and the constituents being asked to carry more of the load.

There are inevitable trade-offs between long-term management capacity building and more immediate, direct issue-focused support. The social partners seem to have a shared perception that the ILO may be more reluctant to provide direct assistance to social partners based on ad hoc requests now than it has been historically, instead preferring to build long-term capacity in a limited number of agreed areas. This creates a "chicken-

and-egg" situation - the payoffs for investments in capacity building may be a long time coming.

The development of the NPADW represented an important breakthrough, in that constituents and the Office (for the first time) found common ground on some issues that had in the past been contentious. In reality, many of these issues remain contentious - but the environment within which they are debated has changed and continues to change rapidly. The social partners are now attentive to the fundamental development challenges faced by the country and the labour market dynamics that challenge their organizations to adapt.

Given the complex and long-term nature of the Office's relationships with constituents in the Philippines, the social partners appear to hold somewhat contradictory perceptions of the ILO. On the one hand, informants made comments like "ILO needs to take more of a lead in tripartite meetings" and "ILO needs to help partners learn to use ILO tools more effectively." Yet, at the same time, they also noted that "the ILO is too strong in always setting the agenda" (while acknowledging that "we don't really have good strategic planning or a coherent agenda"); or "ILO should not dictate what we do…"

### 4.3 How are relationships with other UN Agencies progressing?

As described in Chapter 3, the ILO was actively engaged in the development and drafting of the CCA and the UNDAF. The ILO continues to participate in regular UNCT meetings and informal and formal consultation with other UN agencies.

Feedback from four UNCT member agencies confirmed the ILO's activities and progress made in raising awareness and advocating their positions within the UNDAF process. The ILO has supported joint programmes with other UN partners, which recently have been most concentrated in Mindanao. However, this experience has uncovered ongoing challenges to multi-agency programmes in the form of operational inefficiencies, inconsistencies in building national ownership and accountabilities, to which the ILO has also contributed.

The ILO has faced challenges in the UNDAF process as a specialized agency, and in particular establishing itself in the plans and operations as the agency best placed to address labour and employment issues, and linking to resource mobilization efforts. The UN Resident Representative is well informed of the ILO's programme and has indicated her vision of UNCT as a more inclusive network that will incorporate the focused mandates and expertise of specialized agencies.

The ILO is recognized for its role in advocating issues related to social policy and acting on sensitive issues on which national institutions face difficulty. The ILO is a small agency within a relatively small UN system, when measured against other multilateral and bilateral aid for the country. It therefore has an uphill battle in influencing the development process though its regular participation in the Philippine Development Forum has potential to shift attention more to standards and employment, primarily through links to the MDGs. In early 2006, together with the World Bank, the SRO succeeded in setting up an MDG subgroup to deal with employment and social protection.

As for the UN system, the Office is updating its approaches to technical cooperation and resource mobilization to be consistent with new aid instruments. The SRO also is moving to involve national counterparts more directly in planning, implementation and follow up of technical cooperation interventions based on ILO approaches.

### 4.4 What partnerships are there with other Development Institutions?

Strategic development partnerships in support of country-owned development objectives are effective in achieving results and leveraging on each agency's comparative advantage. The ILO has historically engaged in such partnerships, including partnering with bilateral donors and international financial institutions. However, it is important that the Office become more active in seeking out appropriate partnerships and identifying ways in which resources can be leveraged. Much more could be done in terms of "positioning" ILO as a viable partner on a country-by-country basis. The ILO's history, mandate, and structure (and of course its unique tripartite structure) distinguish it from other development assistance agencies.

One good example of the ILO's approach to partnership is the Memorandum of Understanding (MOU) signed in May 2002 between the ILO and the Asian Development Bank (ADB). The stated purpose of the MOU was to enter into and capitalize on the comparative advantages of the respective institutions and create a framework for ongoing collaboration. The MOU opened the possibility for ILO to expand its activities as a partner/executing agency for ADB-financed activities. Since the signing of the MOU, the two institutions have exchanged invitations to their Annual Meetings, completed joint work on a regional technical assistance (RETA) project leading to the Handbook on Labour Standards in ADB Activities, and collaborated on projects involving labour and employment issues. In order to strengthen their partnership, the ILO and the ADB convened a Consultation meeting in April 2006 to discuss issues of joint strategic importance, review cooperation to date, and agree on productive areas for future

collaboration. The meeting led to the eventual signing of a new MOU related to collaboration in the Philippines and elsewhere.

## 4.5 What is the scope of involvement for NGOs and Community Groups?

Consistent with the emphasis on supporting Decent Work in the informal economy and at local levels, the ILO has been systematically broadening the scope of its engagement with community groups and NGOs. There are numerous influential NGOs in the country, whose networks are particularly active in vulnerable areas and with vulnerable groups. The Office also engages in ongoing dialogue with the social partners about reaching out more effectively to the community groups that support workers in the rural areas and the informal economy. The Office works closely with a range of implementing partners in its projects, including contracting qualified community organizations to manage projects on the ground and recruiting community workers to reach out to marginalized workers in the informal sector.

## 4.6 Concluding remarks

Employers' and workers' organizations, along with government, are working more closely together than ever before. There is a growing awareness of the major challenges for Philippine development. The tripartite process is robust, although driven by consensus decision-making that creates challenges for prioritization and maintaining a focus on results. Overall, the SRO is deeply engaged with the constituents and works hard to empower them; organizational and operational capacity gaps, however, remain.

Considering its size and programme load the ILO is very reasonably positioned, visible and active within UN and multi-donor networks. Its effectiveness in these circles, however, will continue to depend on how substantively it can engage major development partners to champion key issues and themes.

# 5 Implementation of ILO's support to Decent Work in the Philippines

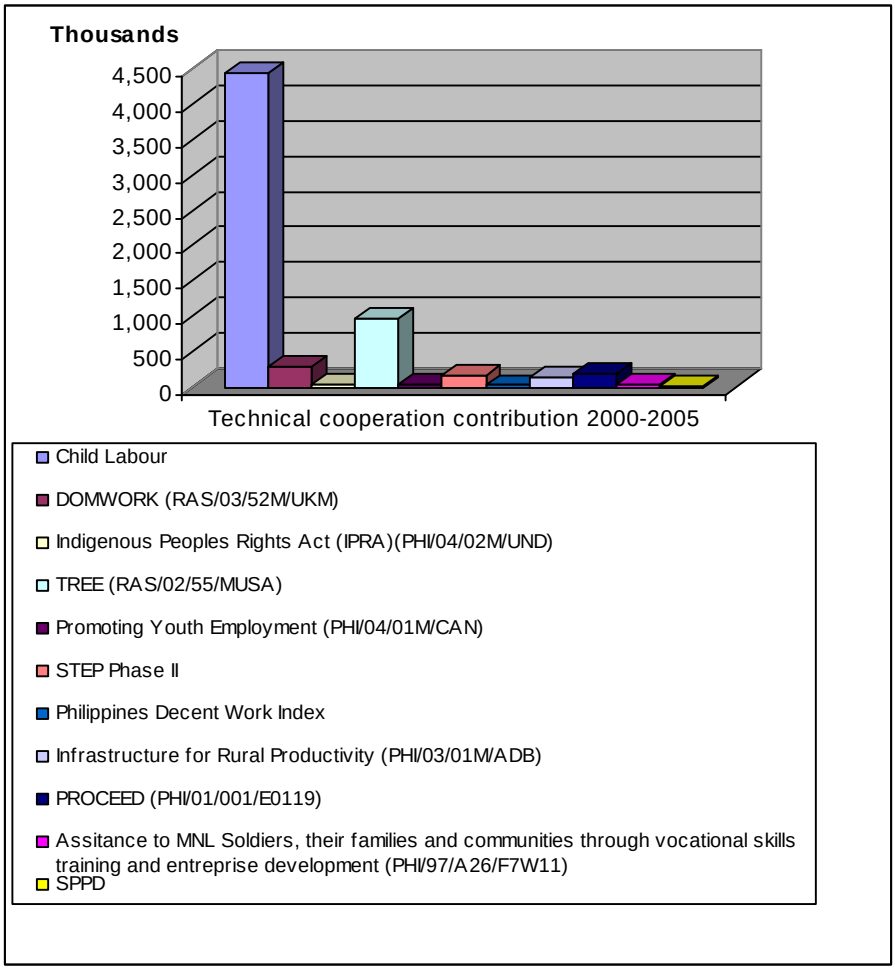
## 5.1 What have been the inputs for ILO's support?

The ILO's support to the Philippines is directly managed by the Manila SRO, with additional technical backstopping by the Bangkok RO and Geneva headquarters. Since 2001, the SRO's technical cooperation programme has been implemented using over US$ 10,000,000 in extra budgetary resources. These resources complement the SRO annual regular budget resources of nearly US$ 1.5 million, of which approximately a quarter to half support ILO's work in the Philippines.

Interventions through technical cooperation projects have aimed to (i) protect domestic workers; (ii) eliminate child labour within targeted sectors and implement a comprehensive TBP to address the WFCL; (iii) enhance employment in infrastructure linked to rural productivity; (iv) facilitate youth employment and vocational skills development; (v) promote gender equality and indigenous peoples' rights; (vi) help mainstream decent work at national, regional, and community levels, and (vii) help employers' and workers' organizations to keep building and improving their technical capacity in the strategic areas of the Decent Work Agenda. A breakdown of project resources expended as of end 2005 is provided in the figure 1 below.

These initiatives have been complemented with regular budget technical assistance that supports a rights- and standards-based approach to decent work. SRO expertise has been deployed in support of ratification and implementation of ILO standards, including tripartite review of constraints to ratifying remaining ILO Core Conventions, as well as Priority Conventions on labour inspections and maritime standards.

**Figure 2: Breakdown of extra budgetary technical cooperation by project**



## 5.2 How effective was ILO support within decent work priority areas?

Given the complexity of the process through which the NPADW and the DWCP evolved, it was important for the evaluators to define the programme framework and criteria for assessment. Given the timeframe of the evaluation (2001-2005), the four priority areas identified in the NPADW represented the best logical organizing framework (rights at work, employment, social protection, social dialogue). The following assessment is focused on only the ILO's commitment to support the broader NPADW plan.

In this section, the text is organized around the four major priority areas of the NPADW for implementing the Decent Work agenda in the Philippines. Following this outline, the discussion focuses on those technical areas in which the Office committed to major support.

### 5.2.1 Strategic Objective One: Promote and realize standards, fundamental principles, and rights at work

*In the NPADW, the ILO and the social partners committed to support ratification of prioritized Conventions and to strengthen the application in practice of certain ratified ILO Conventions. In addition, there was joint commitment to extend standards to men and women in the informal economy, address the incidence of hazardous and worst forms of child labour, and improve legal and social protection for overseas workers.*

#### A. Ratification and promotion for better application of ratified Conventions and recommendations.

**What have been the main ILO actions?**

The ILO has supported the promotion of ratification and application of Conventions dealing with migration, forced labour, maritime workers, indigenous peoples, and other important issues through technical advice, training programs, and formal and informal guidance to partners. The ILO has also supported the social partners, particularly government, in strengthening implementation of ratified Conventions. While much progress has been made, there remain several legislative bottlenecks, and implementation of some Conventions has been incomplete and ineffective to date.

**What evidence is there of major contributions made over the past five years?**

**Migration**. Support for ratification of C.97 and C.143 of the migration Conventions resulted in Congressional recommendation for ratification. Following final consideration of certain declarations regarding selected provisions, ratification is imminent.

**Forced Labour**. Ratification of C.29 in July 2005 on forced labour was the last of the eight core Conventions ratified. The ILO's support was timely for the government, which was eager to avoid international pressure and potential trade implications in the absence of ratification.

**Maritime Convention.** In 2006-07, work is focusing on reviewing last steps for ratification of the Maritime Convention (C.185). Earlier support included a feasibility study. For both C.185 and the Maritime Convention, the SRO supported constituents to prepare for the ILC debate. Support for early ratification is expected to continue.

Dockers unloading cargo in Manila harbour

**Convention on Indigenous Persons (C.169).** Though not yet ratified, the government has put in place protective legislation and is implementing many provisions that compare favourably with components of the Convention. Given that 16 to 20 percent of the Filipino population are minority indigenous peoples, ILO interventions have aimed to promote fundamental rights, reduce poverty, protect the environment, and support gender equality in marginalized communities. Ratification of C.169 would help to strengthen implementation of the existing protective law for indigenous persons, particularly regarding the observance of procedures of prior and informed consultation and consent of indigenous communities concerning development in ancestral domains.

**Project support for indigenous peoples.** Since 2001, Finnish funding has supported pilot indigenous peoples' community development projects under the umbrella programme of INDISCO. The INDISCO project has consistently focused its efforts at the community level. Interventions have stressed community-driven, participatory approaches, and capacity building to help indigenous men and women take a lead role in their own development processes. The emphasis is on using sustainable, indigenous knowledge systems and practices to the greatest extent possible. The programme has supported installation and management of common production facilities and basic community services (e.g. potable water systems), and has also funded community savings and credit facilities to support micro and small enterprises and cooperatives that create jobs and income opportunities. Capacity building activities have also helped indigenous peoples address child labour problems in their own communities.

ILO support also contributed to the development of the medium term Philippine Development Plan for Indigenous Peoples covering 2004-08. In 2004, with funding from New Zealand (US$ 144,000 for ILO component), the ILO and UNDP, a project was launched in part to promote the ILO Policy on Indigenous and Tribal Peoples. The ILO has also collaborated with UNDP on developing roughly 24 empirical case studies to test innovative approaches and guide policies related to local governance, law and administration, among many others. The approach sought to strengthen the applicability of the policies.

**Issues and Constraints:**

The considerable number of bills pending in the Senate has slowed down the progress in standards-related initiatives. Further, implementation of some ratified Conventions remains a major challenge. The ILO Committee of Experts has drawn attention to shortcomings and non-compliance in the Philippines, particularly with regard to implementation of such Conventions as C.87 (Freedom of Association) and C.98 (Collective Bargaining). In June 2006 at the International Labour Conference (ILC), the Philippines slow progress in implementing C.182 (Child Labour) was selected as a focus

for discussion at ILC. The discussions noted that the Government of the Philippines has not responded optimally to requests for specific measures and actions, and that the time-bound targets specified are not likely to be met given current constraints.

The Office works with NCIP in addition to DOLE to promote ratification of C.169 but there are difficulties to harmonize the government's position on this.

Although the ILO has demonstrated innovation through its pilot work to support indigenous populations, the progression to larger-scale projects has not yet been possible. In part, this reflects the difficulties to date to operationalize expansion by mobilizing national or donor funds.

### B. Elimination of the worst forms of child labour

**What have been the main ILO actions?**

The ILO has provided technical assistance to the Philippines to combat child labour since the adoption of the Philippines-ILO Indicative Framework for Action in 1994. The Government of the Philippines ratified the C.138 and C.182 in 1998 and 2000, respectively. With the ratification of C.182, the Philippines committed to put in place effective, time-bound measures to eliminate the WFCL through tripartite dialogue, which led to a new enactment in 2004 (RA 9231).

During 2000-2005, the ILO's support for combating child labour has taken three forms. First, in the context of the country programme itself, funding from core German funds lasted until 2002. Second, the TBP, amounting to approximately US$ 5 million, which began in September 2002, replaced the earlier country programme. The TBP include integrated projects to support the national development of targeted interventions against the WFCL, while also building a sustainable environment for continued national policy coordination and action.[23] Third, during the same period, the ILO implemented several sector-specific interventions, some of which were also part of sub-regional, inter-regional and global programmes/projects. Sectoral coverage included child labour in (i) small-scale mining in Camarines Norte, (ii) fishing and footwear industries, (iii) the production, sale, and trafficking of drugs, (iv) domestic labour[24], and (v) armed conflict.

[23] The current TBP support project will end in Aug. 2007 (currently active) (US$ 5,199,198)

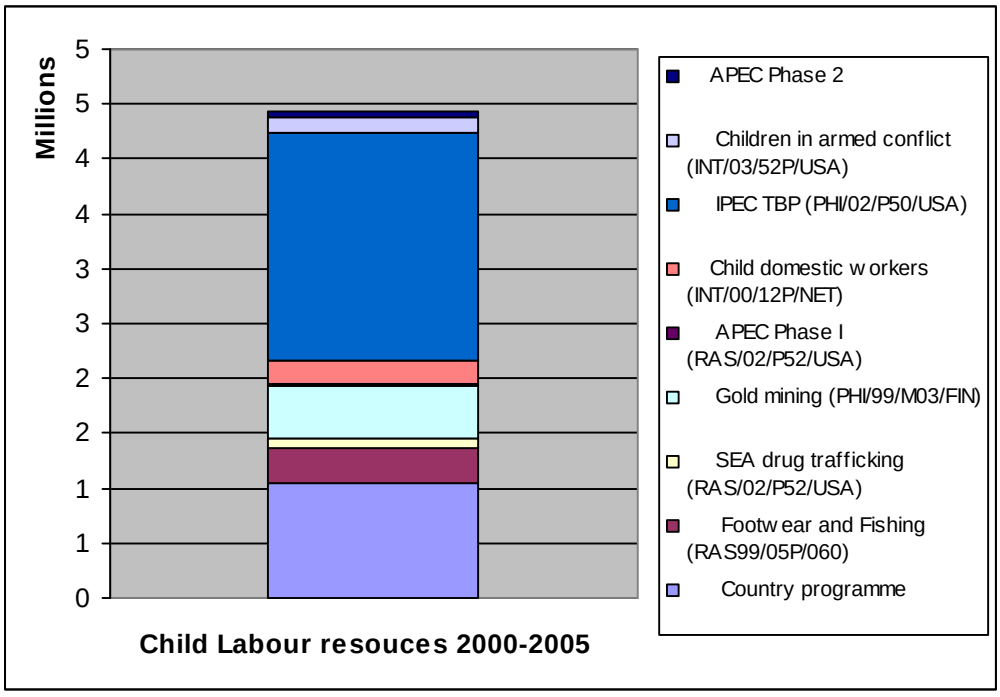
[24] Part of a global programme

The focus of the TBP has been on children engaged in the most hazardous and exploitative work in six priority sectors: deep sea fishing, mining and quarrying, pyrotechnics production, commercial sexual exploitation (prostitution), sugar cane plantations, and domestic work. The ILO in the Philippines is implementing a project to support the TBP in eight regions.

The ILO has provided both technical and financial support to combat the WFCL in the Philippines. Technical support includes both "upstream" activities (e.g., support for policy formulation and legislative review) and "downstream" activities (e.g., working directly and with partners to support children and their families to prevent entry into child labour, protect victims and those at risk, and support children who escaped exploitative situations). The ILO also supports capacity building of government agencies, workers' and employers organizations, civil society, and community organizations.

Technical cooperation support on child labour has been significant, accounting for about US$ 7.8 million (as of Dec 2005). This amount is equivalent to 70 percent of the total technical cooperation (TC) budget provided to the Philippines during the period under review (see Figure 3).

**Figure 3: Allocation of Child Labour Resources, 2000-2005**



**What evidence is there of major contributions made over the past five years?**

The child labour programme has made a major contribution to achieving national efforts to combat child labour. Among the benefits of the programme have been:

(i) an improved knowledge base and more available and accessible data on WFCL;

(ii) increased awareness and understanding of child labour in the context of a growing and broad-based social partnership of government, employers, trade unions, civil society, and community organizations;

(iii) enhanced institutional capacities to combat child labour in relevant government agencies, employers' and workers' organizations, civil society and communities to combat child labour;

(iv) more effective national and local mechanisms and networks;

(v) mainstreaming of child labour issues into national policies and institutional strategies and capacities;

(vi) direct and substantial benefits and opportunities for ex-child labourers, children at risk and their families.

Table 6 summarizes the main child labour milestones in the Philippines during 2000 to 2005.

**Table 6: Major Achievements in Combating Child Labour (CL), 2000-2005**

- Child labourers have been included as target beneficiaries of formal education under the Education For All National Plan of Action;
- CL has been sustainably mainstreamed into the Labour Force Survey (LFS) and the Annual Poverty Indicators Survey (APIS);
- Sufficiently strong and comprehensive legislative framework at national level and significant progress at local level
- The enactment of Republic Act 9231 (An Act Providing for the elimination of WFCL and affording stronger protection for the working children)
- Legislation against CL and trafficking and legislation on domestic work ("Magna Carta" for Household Helpers at national level)
- The National Plan Against Child Labour (NPACL) has been developed and implemented. The NPACL has set a goal of reducing the WFCL by 75 percent by 2015.
- Both the national and local contexts are conducive for further emphasis on child labour issues in legislation and administrative action. National and local structures have been put in place to combat the WFCL
- Strong partnerships and networks have been established among government organizations, the social partners, NGOs, civil society, and communities;
- Level of knowledge and awareness on CL is high among relevant government agencies, social partners, NGOs, and civil society.

**Issues and Constraints:**

**Translating strategy into action.** The inclusion of CL in national development policies and/or frameworks does not ensure that those strategies will be reflected in resource and programming decisions in national agencies other than DOLE. Although an interagency committee including the social partners is active, improved inter-agency collaboration will be required for effective action to further combat CL. The role of stakeholders (NGOs, government organisations (GOs), employers, workers, educators, local government, etc.) also needs to be clarified to ensure focused action.

**Project/programme design and implementation.** There is a need for a more integrated and innovative approach to project design. For example, the CL programme has not yet been adequately linked to other, complementary programmes/projects under ILO or other UN agency auspices (UNICEF). Strategic linkages to related issues such as youth employment, HIV/AIDS, Occupational Safety and Health (OSH), Corporate Social Responsibility, micro-finance, skills training, indigenous people, informal economy, and responses to crisis have also not been thoroughly explored. More broadly, the ILO could do more to capitalize on certain strengths of the child labour programme in the Philippines; doing so could allow the child labour programme to provide entry points to introduce work in other ILO priority areas.

**Integrating child labour into broader strategic and development concerns.** The ILO and its partners need to explore ways to pool available knowledge in an integrated fashion to support poverty reduction and achieving the MDGs. Child labour has significant implications for these global priorities. The challenge is to educate all actors about the importance of CL issues in broader development context; doing so is essential if CL issues are to be integrated into coherent plans that all development partners in a country subscribe to and support.

**Moving from agency accomplishments to a results-based programme framework.** The action programmes have often built on work already completed by implementing agencies to mainstream child labour sustainably into their operations. While this approach is consistent with the strategy of the International Programme on the Elimination of Child Labour (IPEC) for direct action, it is not easy to document and aggregate such agency-specific accomplishments into a results-based programme framework.

Grass carrier, Manila

**Elevating child labour in social and policy dialogue.** In a country with high rates of poverty and rapid population growth, interventions (i) rescue individual children from dangerous workplaces; (ii) help identify livelihood alternatives; and (iii) raise awareness at community, institutional, and family levels. In general, the tripartite partners are now working together on the issue of child labour. During the 4th World Day Against Child Labour (June 2005), ECOP and ILO signed an agreement calling for the execution of an Action Program by ECOP to protect working children and to combat and eliminate child labour. ILO's tripartite constituents and social partners also signed a "Call to Action" reflecting a shared commitment to eliminating child labour in small-scale mining and quarrying in a "time-bound" manner by 2015. During a side event at the 2005 ILC, the Philippines joined 11 other country delegations to present their respective signed accords to the ILO Director General.

**Sustaining existing networks.** Government, social partners, NGOs, and civil society are now working together to monitor CL in the workplace, advocating for additional legislation, and developing strategies to further combat the WFCL. However, given capacity constraints, further resources will be required to sustain these efforts. The ILO should work with its partners to institutionalize existing networks, including resource

mobilization to support sustainability when current extra-budgetary support runs its course.

**Developing non-client "mindsets."** Although the benefits of direct action pilot programmes have been demonstrated, expanding those programmes for broader effectiveness remains a major challenge. Many ILO implementing partners/communities are still characterized by a "client culture" in which the norm is to implement funded projects/programmes and then wait for external assistance from Government or donor agencies. While deeply entrenched, it is important that ILO find ways to discourage this mindset and work with partners/communities to become more self-reliant in solving their own problems.

**Sustaining support for education for at-risk children and ex-child labourers.** There are many cases of children who were not totally removed from child labour, yet who have shifted from full-time to part-time work and were enrolled in non formal education. As a result, they work fewer hours and spend at least a few hours each day on education. However, it is unclear what will happen to them after IPEC interventions are completed.

**Extracting best practices.** In order for the lessons of demonstration projects to be fully shared, evaluating outcomes and impact, identified lessons learned, and sharing good practices will need to be accelerated. Using commonly agreed and applied indicators of achievement is helpful, but ensuring longer-term benefits from accumulated experience remains a challenge.

**Capacity constraints.** The social partners have limited organizational capacities and are often affected by competing priorities. Thus, there is a need for continued capacity building, particularly in the area of policy engagement.

### 5.2.2 Strategic Objective Two: Create greater opportunities for women and men to secure decent employment and incomes

*There are significant employment and income-related deficits in the Philippines and job creation is among the highest priorities of the government. The social partners agreed that creating more decent employment opportunities is an important and necessary complement to the government's macroeconomic policies. Also of concern has been the need to address tensions around raising incomes and 'conservation' of jobs due to low productivity and mismatch of college graduates and school leavers not having the right skill sets for new job opportunities. The ILO's support for this objective has involved an emphasis on the poor, women, youth and other disadvantaged groups. The ILO has also supported employment creation in micro-enterprises and SMEs, promoted local employment and entrepreneurship, and supported youth employment.*

#### A. Lifelong skills development and training

**What have been the main ILO actions?**

The ILO works through its partners (government agencies, the social partners and local organizations) to implement community-based skills development and enterprise development projects and programmes. Target communities and vulnerable groups such as youth, women, indigenous peoples, and peoples with disabilities are given immediately usable and relevant skills, entrepreneurial capacity, and access to credit.

An ongoing research study to improve and validate core work competencies was conducted in collaboration with the TESDA. The research led to clear definitions of the competencies crucial in securing a job, retaining employment, and adapting to changing labour market circumstances. Other competencies cut across occupational sectors, and include problem solving, communication skills, and initiative. A second study on lifelong learning, involving workers and employers, helped to identify gaps in institutions' offerings for training and skills development.

The TREE project[25], funded by the United States Department of Labour, Bureau of International Affairs (US$ 975,000), focuses on ARMM. The objective is to initiate target groups (very poor Muslim communities) into entrepreneurship through hands-on experience. TREE combines community-based training, entrepreneurship development,

[25] "Expanding Economic Opportunity and Income Security Through Workforce Education, Skills Training, Employment Creation, and Local Economic Development in Pakistan and the Philippines"

and support for post-training services including support measures to assist target beneficiaries to organize themselves into credit and savings groups.

**What evidence is there of major contributions made over the past five years?**

The ILO has done a good job of addressing the core issues of poverty, unemployment, security and peace via skills training and local institutional capacity building. ILO projects are well-targeted and appropriately limited in scope, with an emphasis on both marketable skills and entrepreneurial basics.

**Promoting lifelong skills development and entrepreneurship**. The TREE pilot project has provided an alternative model for income generation and employment creation for the most marginalized groups. In addition to its training activities, TREE helped build capacity in national and local institutions in planning, designing, and implementing community-based training and support programmes.

**Providing culturally appropriate micro-finance support.** The basic economic structure through which TREE operates - the Community Enterprise System - has demonstrated how poor individuals can organize and provide training on the economic principles, concepts, and strategies of the TREE methodology. In combination with a micro-finance initiative based on sharia principles (i.e., no interest charged), financing to beneficiaries has spurred investments in small businesses, training in basic accounting skills and business concepts such as strategic time frames, markets, product, financing, and operations management. This represents an effective anti-poverty intervention.

**Contributions and empowerment of community workers.** The TREE project has reached out to marginalize groups in around 70 villages and the "poorest of the poor," groups that have not generally been targeted by skills training or other economic development projects, as well as expansion within existing sites. The project has empowered beneficiaries with the skills and confidence to set up small businesses in their own communities. TREE relies on the local NGOs, including, the Federation of Bangsamoro Women, as a source of volunteer and community workers. These groups are able to work directly with beneficiaries in conflict-affected areas that are off-limits to ILO staff due to UN security restrictions. When working in dangerous areas, the community workers continue to receive guidance from project coordinators via text message. They take great pride in being able to identify them as "the face of ILO" and to help extremely poor women in the community. Many of the beneficiaries are married to combatants or ex-combatants; informants report that most such men are generally supportive of their spouse's entrepreneurial activities. There has been a strong "demonstration effect" and there is now substantial demand for skills training in poor

communities not yet reached. The small enterprises should, as they mature, have a cumulative positive effect on local economic development.

Small scale guitar manufacturing, Mactan Island, Cebu

**Issues and Constraints:**

**Security issues.** Some of the ILO's project activities are in conflict-affected areas and ILO staff experience real threats to their security. However, per UN regulations, ILO staff is not allowed to have armed bodyguards or carry their own weapons. This can create challenges given project-related interactions with combatant groups and women beneficiaries who are spouses of armed combatants. Field workers in the ILO's Mindanao projects are sometimes constrained by the UN security clearance process. Requests to go to conflict-affected areas must go through UN Security Office, which typically takes about three days to process. ILO employees (including project staff and coordinators) are not allowed to go to such areas until clearance is obtained. Yet they often receive urgent requests where in-person intervention is required.

**Summary.** Building a skilled, employable, and adaptable workforce in the Philippines requires building a strong skills foundation. As pointed out in the Common Agenda, the

forces of globalization and the rapidly evolving labour market require “individuals to pursue lifelong learning approaches where the government would provide the framework, employers provide learning and training opportunities, and workers commit to improving themselves.” The TREE project has been effective in helping put in place micro-scale community enterprises in some of the poorest areas of the Philippines.

## B. Employment creation in micro-enterprises and SMEs, promotion of local employment and entrepreneurship, and supporting youth employment

### What have been the main ILO actions?

Consistent with Recommendations 189 (Job Creation in SMEs (1998)), the ILO has actively supported social dialogue around issues of employment creation at the micro-enterprise and SME level. The ILO introduced and adapted to the Philippines the SIYB programme to contribute to economic growth in general and to create more and better jobs in micro- and small enterprises in particular.

The ILO provided technical assistance to ECOP in conducting a 2003 survey of 1,000 SMEs across eight regions of the country. The survey identified specific support services SMEs needed and suggested linkages with business organizations and government agencies. Findings were presented to President Arroyo as part of the Philippines “Business Road Map.”

The ILO has supported production of toolkits, training, and promotional materials to support decent work at LGU level. The ILO supported preparation of a “resource kit” of practical, easy-to-use tools to add value to local planning frameworks and implementation processes and strategies. This involved a consultative process with social partners and other national and regional partners. In early 2003, an inventory of Philippine and ILO tools and resources were carried out and technical inputs for the resource kit were collected. Validation workshops were conducted and the draft tools revised accordingly. The final resource kit included (i) information tools, (ii) assessment tools, (iii) action tools, (iv) case studies, and (v) resources.

In 2005, the ILO, with a grant fund of US$ 990,000 from the Canadian International Development Agency (CIDA), initiated the project "Promoting Youth Employment in the Philippines: Policy and Action." The project was designed to support the efforts of national and local governments, business, labour unions, youth organizations, and other development partners to formulate and implement an integrated national programme for youth employment.

Young woman welder working in a tool factory

**What evidence is there of major contributions made over the past five years?**

**Supporting SMEs and entrepreneurship.** The ILO adapted the Improve Your Business (IYB) programme to the Philippine context, with a "train-the-trainer" component to support training programmes in various regions of the country in collaboration with the Employers' Confederation of the Philippines. Special emphasis has been given to youth employment, including through policy analysis, advocacy and support to youth networks and business foundations, as well as to empowering women to start and sustain their own businesses.

**Promoting public awareness through tripartite action.** With significant support from ILO, policy dialogue now emphasizes the importance of addressing the needs of workers in micro-enterprises and SMEs to an unprecedented extent.

**The Philippine Youth Employment Network.** The ILO supported the Philippine Youth Employment Network (PYEN) beginning in 2003. The NGO's stated vision is to create

and sustain "a strong, nationwide, youth-led network of local, national and international organizations, both GOs and NGOs, working towards the provision of sustainable, community based livelihood for Filipino youth." PYEN's activities have included conducting community-level trainings to assist youth in setting up and maintaining micro-enterprises; engaging in policy dialogue about youth employment; and entering into partnerships with major stakeholders on the issue of youth employment, entrepreneurship, and youth development.

**Issues and Constraints:**

The informal sector in the Philippines continues to grow at a rapid pace, and unemployment and underemployment remain major development constraints. In this context, the ILO's support for micro-enterprises, SMEs, and entrepreneurship represents a logical but necessarily small-scale strategy and will not have a measurable impact on employment at aggregate level. More important is for the ILO in the long term may be ILO's effective advocacy for the interests of SMEs as part of the policy dialogue.

### 5.2.3 Strategic Objective Three: Enhancing the coverage and effectiveness of social protection for all.

*The common agenda emphasized the limited coverage that exists with respect to all aspects of social security, and prioritized the extension of social security and health insurance coverage to excluded populations. Also identified as important was expanded coverage for migrant workers, including domestic workers, returning overseas Filipino workers, and other vulnerable workers. Finally, the agenda emphasized the need to promote safety and health and labour conditions in the work place. In this context, the ILO's support was concentrated in protection of domestic workers and extending social protection to vulnerable women, mainly through health insurance schemes.*

#### A. Extending social protection through health micro-insurance schemes for women in the informal economy.

**What have been the main ILO actions?**

Since late 2000, the ILO has worked with national and local government agencies to demonstrate and promote community-based health micro-insurance schemes (HMIS) targeting workers unable to afford existing health care services. This work has been primarily supported by project funds from the Government of Norway (US$ 270,000; also for Nepal).

ILO interventions over a four-year period included mapping current practices in the Philippines and developing case studies and guidance materials to build awareness and expertise for managing HMIS. The ILO also worked to improve collaboration between government agencies, trade unions, the private sector and civil society. During a second phase, the project worked with nine community-based organizations to strengthen HMIS through improved capacity and local government support. As follow-up, the ILO is reviewing the health insurance coverage and administrative capacity of the Philippines national health insurance scheme. Current plans are to strengthen linkages between national schemes and micro-schemes that target informal economy workers.

**What evidence is there of major contributions made over the past five years?**

The primary targeting of women as beneficiaries is well-justified given (i) the overrepresentation of women workers in the informal sector, (ii) the unmet reproductive health care needs of women, and (iii) the fact that the needs of women workers are often poorly addressed by established health care insurance providers.

The initiative improved the quality of management within targeted, agriculture-based cooperatives and workers' organizations. National agencies such as the Department of Agrarian Reform, NGOs, local government units, and community-based groups increased their understanding of how to effectively respond to gender issues related to HMIS.

Information sharing and outreach activities were also conducted, although they were somewhat limited in reach. Nevertheless, awareness was increased, as reflected in the fact that several organizations approached the local government to participate in HMIS. The concept is also referred to in the Philippines national health and poverty plans as an innovative way to extend social protection.

**Issues and Constraints**

**Government priorities and politicized debate.** The ILO's support to extending coverage is dependent on the government's own interest in addressing current needs. At present there has not been a critical build-up of interest for this area. Social security and health care coverage are political issues in the Philippines; policy-level decisions are seldom delinked from the broader political context.

**Impact of devolution.** In the Philippines, health care insurance is decentralized and considerable authority is granted to local governments in determining approaches. This

makes it challenging to build interest and momentum for larger-scale initiatives that would reach a higher proportion of workers.

## B. Addressing working conditions of domestic labour, including migrant workers/OFWs

### What have been the main ILO actions?

In 2003, the ILO launched an initiative to address decent work and social protection issues affecting domestic workers (Kasambahay). This work was largely funded by the United Kingdom (US$ 367,000) from 2004-2006. Interventions directly targeted domestic workers from the Philippines, both in and outside the country. Activities aimed at addressing a range of problems, including abuse and forced labour, all of which stem from the hidden nature of domestic work, the insecure legal status of migrants and the exclusion of domestic labourers from labour protection legislation. The approach also targeted new partners having a mandate or substantive experience in working with domestic workers and their issues.

Through tripartite collaboration, as well as consultations with NGOs, the project tested alternative measures to protect and assist domestic workers both in and outside of the Philippines. Major means of action included awareness-raising and advocacy, direct intervention, and policy and regulatory advisory services. Designed as a pilot initiative, work aimed to identify feasible and cost-effective responses. A fair amount of effort was concentrated on collecting information and developing tools to be used in raising awareness among the rights holders - domestic workers, and the duty bearers - primarily the government.

### What evidence is there of major contributions made over the past five years?

The ILO is credited with having raised awareness of the plight of domestic workers and their need for protection. Action in adopting new legislation has been slow though progress has been made. According to a recent evaluation, the ILO has been effective in (i) advocating for proposed omnibus legislation for domestic workers, (ii) promoting local ordinances, (iii) designing a model employment contract, (iv) strengthening recruitment regulations, (v) developing a worker orientation and skills training programme, and (vi) building capacities of a domestic worker’s organization for sector representation and self-development.

The ILO has also increased understanding among organizations and government agencies previously not familiar, of the role of labour standards and rights as a means of addressing protection issues facing domestic workers.

**Issues and Constraints:**

**Lack of capacity and commitment.** ILO and its partners grappled with how to surmount the unique barriers to organizing domestic workers, which included a lack of receptivity within the justice system. Skill levels and capacity constraints of organizations working with domestic workers, as well as inadequate awareness of the need to provide services to domestic workers, posed challenges to the initiative.

**Employer resistance.** Continued resistance by employers to many of the measures and their rejection of some sections of the proposed Kasambahay bill leaves a continuing need for advocacy and dialogue. In retrospect, more attention could have been given to highlighting and reinforcing good practices of employers while raising awareness of domestic workers' rights.

Interventions to protect domestic workers need to simultaneously empower, taking care to not perpetuate images of vulnerability.

### C. Promoting safety and health in the work place.

**What have been the main ILO actions?**

The ILO has provided mixed interventions to broadly address labour protection in the workplace. Within the area of labour protection, the ILO has collaborated with the Department of Agrarian Reform (DAR) to launch a small-scale initiative to build capacity and awareness of OSH concerns in rice production, using work improvement in neighbourhood development (WIND) methodology.

In 2004, DOLE introduced a new enforcement framework for labour standards designed to use existing inspectors more strategically. This framework identified three components: (a) micro- and small enterprise, which receive technical advisory visits (re: how to improve working conditions); (b) employers with 20-199 workers (regular inspections); and (c) large enterprises (being trained to do self-assessment).

The ILO is working with DOLE to develop a technical advisory visit training module and accompanying manual for use in a “training for trainers” model. A second area has been work on developing a national plan of action for Occupational Safety and Health, for which support is ongoing. A third has been recognition of World Day on Safety and Health at Work.

Finally, the ILO assisted workers with employers’ organizations to develop education materials on workplace policy and programmes on HIV/AIDS, and worked with other UN partners to organize a national tripartite, multi-agency workshop on HIV/AIDS in the work place.

**What evidence is there of major contributions made over the past five years?**

The rice sector work resulted in an OSH manual and a trained network of “champions” to support project monitoring and sharing of experiences a good practices. Expansion of the initiative targets banana and coconut production systems.

The strategy revision for labour inspection has been accepted by the DOLE. However, implementation has been constrained by lack of adequate staff and high rates of turnover.

**Issues and Constraints:**

There are an estimated 800,000 work establishments in the Philippines, and it is impossible to cover them all with the government’s staffing level. There are currently 193 inspectors, but they are spread across the 12 Regions of the Philippines. ECOP, which supports labour inspections, has developed a position paper to identify gaps in coverage. Priorities must therefore be set.

### 5.2.4 Strategic Objective Four: Strengthen tripartism and social dialogue

*The social partners agreed that tripartism and social dialogue are essential means to achieve Decent Work in the Philippines. The tripartite institutions are going through a challenging period, given the decline of the formal sector of the economy and fundamental changes in labour market dynamics. Among the gaps identified by the social partners were lack of access and participation in social dialogue by women. The Common Agenda notes that "tripartite partners need to be engaged in understanding their issues and developing new tools and models in organizing and building the capabilities of non-traditional groups for appropriate sector representation."*

*Priority was also given to improving mechanisms for alternative dispute settlement and the need for more informed debate and dialogue on employment issues.*

**What have been the main ILO actions?**

The ILO was involved in joint advocacy for the implementation and monitoring of the 2004 Social Accord on Industrial Peace and Stability. Key emphases included productivity, competitiveness, social dialogue, and shared responsibility in the workplace.

**Technical Support for the Social Accord.** The ILO has provided technical support in developing and monitoring the Social Accord for Industrial Peace and Stability, which was signed by the tripartite partners in October 2004. The Social Accord committed workers groups to "exercise restraint in declaring or staging strikes, work slowdowns, and other forms of concerted work stoppages, which shall be available only as a last resort." At the same time, it obligated employers' groups to "exercise utmost restraint in the retrenchment of employees, suspension of operations and lockout of businesses, to be availed only as a last resort." The Accord also called for employers to take advantage of all possible alternative measures to preserve jobs. Implementation of the Social Accord has been monitored and managed by the Tripartite Industrial Peace Council (TIPC).

**Capacity building for social partners.** The ILO has worked closed with all the social partners to build capacity. Among the key areas of in which employers' and workers' organizations have been strengthened, in large part through ILO support, have been (i) improved capacity for representation and advocacy; (ii) better communications skills for building relationships with constituents and partners; and (iii) strengthened Secretariat capacities, as for example in such areas as marketing, interpersonal and corporate communications, and project management. The ILO supported a strategic planning retreat

for ECOP in early 2005 intended both to improve strategic planning and build capacity at Board and Secretariat level.

ILO assistance to the trade unions included strengthening union organizing programmes and activities, combating child labour, addressing HIV/AIDS and gender issues, and supporting trade union outreach to the informal sector, including migrant and domestic workers. The ILO has also supported skills development for DOLE staff.

**Focusing attention on Corporate Social Responsibility.** The ILO has provided support to the social partners to raise awareness of social and corporate accountability. ECOP has generally taken the lead in this area, with substantial involvement from the labour sector, government, and civil society organizations.

**What evidence is there of major contributions made over the past five years?**

The ILO has consistently stressed the importance of capacity building for the social partners, with the long term objective of sustainability. The ILO also provided leadership and technical assistance for strengthening of tripartite institutions and processes, sound labour laws, and dispute settlement mechanisms.

Much of ILO support has been realized through project-level involvement of the constituents, which has helped to build internal know-how to better advocate in the areas of child labour, domestic work, among others.

The ILO support to ECOP helped it to identify and prioritize representation and advocacy issues, develop strategies to strengthen relationships with members, and clarify its own approach to Corporate Social Responsibilities and to build links with the Global Compact.

**Issues and Constraints**

The ILO has consistently advocated with the social partners for the inclusion of groups that have traditionally not been part of the social dialogue. As a result, the social partners are now much more aware of the necessity to engage with SMEs, women, and other informal sector groups, however much work remains in building these networks.

## 5.3 General concluding remarks related to ILO's activity-level support

**Relevance of interventions to designated priorities**

Overall, the ILO's programme and associated interventions as outlined above demonstrate a good "fit" with the Common Agenda/NPADW. The activities described under each of the Strategic Objectives above are all laid out in the Common Agenda/NPADW, and ILO has in general done a good job of supporting social partners, providing technical support, and coordinating overall tripartite endeavours. In addition, the ILO has focused its work on priority areas where standards, rights and social dialogue are integral.

Informants from all three constituents, as well as community level informants involved in or benefiting from ILO projects, were clear in their appreciation for ILO's continued engagement in the Philippines. The social partners consider the Office's technical inputs and other support essential to implementing the decent work agenda. In some instances, informants expressed reservations that the ILO "sets the agenda"; yet, at the same time, they recognized the importance of the ILO's unique role in the tripartite process.

**Appropriateness and effectiveness of ILO activities**

The ILO's activities in the Philippines generally support implementation of the Common Agenda, subject to the constraints discussed in earlier sections.

**Promoting standards and rights.** The Philippines was a pioneer in ratifying some Conventions but has lagged behind on others. Implementation of ratified Conventions remains a challenge given lack of capacity and resources in many Government agencies and, in some cases, lack of political will.

**Responsive and appropriate projects.** At community and project beneficiary levels, ILO projects are perceived positively. Based on data collected for this evaluation, ILO projects in the Philippines are perceived as:

- **Community-based.** Most of ILO's projects in strategic objectives (SO) 2 and 3 are community-based, as in the case of the TREE project's participatory processes through which community members discuss alternatives, brainstorm, and assess community need in their own language. ILO projects in the field are managed by local residents who work hard to involve beneficiaries at all stages, including selecting the most appropriate types of training.

- **Demand-driven.** The design phase of ILO projects often begins with participatory processes to identify community needs and elements of project design.

- **Transparent.** In large part due to the participatory approaches employed, ILO projects are seen as being transparent. One frequently cited example is that budgetary information about community-level projects is shared both with local groups and beneficiaries. Group beneficiaries know they will receive a fixed amount of money and that only a finite number of participants can benefit.

**The challenge of integration**

One of the challenges faced by the Office is that it is organized around two streams of work: technical advisory services on the one hand and technical assistance through technical cooperation on the other. As noted below (see Chapter VI), the Office has a long history of projects being managed largely in isolation from one another. As a consequence, there is a lack of integration and linkages among ILO programmes such as youth employment, vocational skills training and targeted interventions to support vulnerable individuals, such as domestic workers and child labourers. This lack of integration also has important implications for resource mobilization.

Overall judgment should be reserved while the major organizational and "mindset" changes now underway play out. In the absence of a well-developed work plan indicating expected outputs, outcomes and performance measurement, it is not possible to empirically assess the overall effectiveness of a broad country programme. Thus, the above findings should be seen as indicative and based on analysis of a great deal of data, much of it qualitative and inevitably subjective.

**Balance between operational and policy/advocacy activities**

The Office is responsible for a broad range of technical cooperation and project activities, with policy/advocacy activities largely being funded by core resources and operational activities being financed through extra-budgetary support. While policy/advocacy activities are time- and resource-intensive in any country, this may be particularly the case in the Philippines given the need to build networks and relationships. Both the Office and the social partners have significant presence in Manila, and it is important for ILO staff to spend the time necessary in social dialogue. Operational activities are quite distinct organizationally, and most of the project staff does not spend any significant

amount of time on policy/advocacy activities. However, overall the Office appears to cover both sets of activities adequately.

**Impact and sustainability**

Given the magnitude of the Philippines' development issues, it is unrealistic to expect a measurable impact on employment and decent work at aggregate level; the effects are contributory and difficult to isolate. However, there is a clear poverty reduction component, and therefore reason to infer that quality of life of beneficiaries has improved as a direct result of ILO interventions.

Integrating a results-orientation into operations, as well as implementing reliable and valid monitoring and evaluation systems at project level, remain very much work-in-progress. In most projects reviewed, outcomes, indicators, with subsequent reporting and means of verification were not well evidenced. However, progress has been made - particularly in terms of raising awareness and making staff familiar with the basic concepts of results-based management.

Sustainability remains a major challenge; many, if not most, of the NGOs and community groups through which ILO works continue to have a "donor-dependent mentality." Without continued external funding, very little is being mainstreamed or scaled up. In addition, frequent staff turnover of national partners greatly challenges efforts to build institutional memory and technical capacities within organizations.

# 6 Organizational Effectiveness

Improving the Office's effectiveness requires attention to the internal policies and practices that shape its operational environment. Thus, as part of the evaluation, key enabling organizational dimensions were considered vis-à-vis standards of performance. The information for this segment of the evaluation came from interviews with constituents, development actors, as well as many within the Office, analysis of office procedures, and experiences of the evaluators themselves. The dimensions considered may be framed as a set of questions and the evaluators' suggestive responses.

### Has the Office provided adequate leadership in defining a mission, vision, overarching goals, and priorities for its operations at country level?

As noted in several sections above, the ILO and national constituents have made progress over the past five years in defining both a common vision and a process for determining overarching goals and priorities. Since 2001, the ILO has taken the lead in refining frameworks to be more focused, coherent and better linked to priority issues. In addition, the Office has modified its programming to progressively reflect feasibility considerations revolving around available resources and technical capacities.

However, interviews with ILO staff and the social partners suggest that the Office has not done an optimal job of clearly defining its mission and vision at country level. While the Decent Work agenda provides an overarching framework, it is not in and of itself sufficient to provide that vision (i.e., it is a general set of concepts not necessarily customized to the Philippine country and labour market context). At the same time, the Office lacks well-developed, results-based management systems to adequately link budgetary allocations to desired outcomes. This constellation of factors makes it difficult for the Office to set clear priorities that both link back to a clearly articulated strategy and that are supported by realistic budgets and timeframes.

That said, the Office has been effective in articulating certain key messages to its partners, e.g.:

(i) The ILO's role is to support a broader decent work national agenda, but given resource constraints its efforts should address a small but strategic portion where it has the greatest potential for influence.

(ii) Accountability for success would be shared by all; and

(iii) The ILO has a mandate to promote ratification and application of international labour standards, and as such is an initiator and voice for setting priorities within this context, even where these touch on politically sensitive issues.

### Has the Office demonstrated competency and commitment to developing and following a clearly defined strategy?

The ILO has not exhibited a great deal of clarity and efficiency in rolling out its country programming, particularly in terms of providing consistent guidance and support to those participating in the UN and constituent planning processes. Those processes appear to have been complex, less than transparent, and time-consuming for both the ILO and constituents. While this reflects a dynamic characteristic of the UN system as a whole, the ILO in a sense replicated the process within the context of the tripartite structure. Various informants who participated in the development of the NPADW noted that they were themselves confused about the exact role or work program of the ILO. Content analysis of Annex A of the 2004 Common Agenda (the ostensible "work plan" for the social partners and ILO as a whole) suggests that the proposed activities within each sector cover a wide range and that priorities are not clear. Further, while responsible organizations are identified, the timeframes, indicators, and targets required for a results-based work plan are not there.

Increasing selectivity and focus remains an ongoing challenge for the ILO in the Philippines. The ILO needs to better focus its efforts and set priorities based on initiatives for which it has comparative advantage and for which national commitment implies good potential for change. The SRO could benefit from mapping out programme cycle management processes, assigning responsibility for specific tasks, and setting firm deadlines for completion.

Analysis of interview data and observations of office workflow suggests that there is uneven familiarity and "know-how" about strategic planning and implementation in general and the DWCP modality in particular. The SRO team would benefit from more direct support and sharing of experience from within the ILO. In addition, support to build Office capacity to design, appraise and revise project documents to better reflect the DWCP strategy would be useful.

A comprehensive review of recent initiatives suggests that the Office has followed through on its strategies to the point of articulating exit strategies, but has not systematized regular review of follow-up by other agencies. The Office has mobilized resources in the form of projects. Though largely donor-determined, the approach still reflects, in part, a project mentality that is not conducive to addressing issues of

sustainability once technical cooperation funding falls off; accountability for taking the initiative forward appears to wane.

The Office is now beginning to address these issues, both with regard to its own internal processes and supporting the constituents in improving their own results-focus. The current development and finalization of a formal DWCP is potentially an important achievement for the Office, particularly if the DWCP can be established as a "living and breathing" work plan that staff take ownership of and that clearly lays out responsibilities, accountabilities, and resources. At the same time, the ILO's consistent support to build the capacities of the constituents in strategic planning and related areas is finally beginning to pay dividends as the social partner organizations begin to make the transition to results-based management methods.

### Has there been clarity in roles and responsibilities linked to accountability and decision-making related to the country programme?

The Office has been innovative in its recent efforts to reorganize internal systems and practices to better support a strategic approach to country-level programming. The Office's creation of five core clusters to backstop key technical and administrative initiatives is introducing flexibility and improved responsiveness to strategy-related opportunities and challenges. The Office is adding to this an exercise to regularize the practice of integrated activity and resource planning to support key outcomes of the DWCP.

However, the Office continues to exhibit a somewhat fragmented approach to certain initiatives, in part due to weak communication and coordination between headquarters and other parts of the region regarding broader initiatives with components in the Philippines. These intraregional and interregional approaches are difficult to coordinate and track from a country perspective. It is also difficult to understand and report on how they support country outcomes. In some cases, the Philippines' SRO is not well informed in advance of these initiatives and has difficulty explaining to constituents their integration into the agreed country-level strategy.

The Office has been criticized for relying on initiatives based on a pilot or demonstration approach that does not adequately culminate in a feasibility assessment for replication or expansion. In general, pilot/demonstration projects were found to lack independent assessments or final reports laying out findings and proposed scenarios or contingencies for follow-up action. The ILO seems in some cases to have underestimated the capacity and/or foresight of government, donors, and other partners to take initiatives forward. This was unfortunate, considering that good results were generally demonstrated. This

lack of follow-through suggests more attention in pilot work for raising awareness and advocacy, and raises issues of accountability on the part of donors as well.

### Has there been regular participation and adequate consultative processes to support the programme's design and implementation?

The ILO has demonstrated an ongoing commitment to building a dialogue and consultative process with national constituents. The Office has taken steps to broaden the representative nature of the tripartite steering committee by proposing expanded membership. However, interviews with various partners who have worked closely with the ILO for years indicate mixed feelings about the ILO's role and the depth of consultations. Some informants felt that the ILO proposes more ideas than it solicits and that inputs from the social partners are sometimes given less weight when they do not conform to ILO parameters. Several informants also noted that they were confused about the wide array of activities going on at any one time and unclear about how those activities would, as a whole, contribute to implementing the Common Agenda. However, the social partners also recognize that tripartite consensus building is time- and resource-intensive and that the ILO is the only organization with the mandate and technical resources to maintain momentum and guide the implementation of the agenda.

The good functioning of the tripartite committee creates opportunities that should not be missed by the Office. Generally, there is need to better market the mission, vision, and programme of the decent work agenda; this would allow the unique contributions of tripartite members and processes to be leveraged. Many agencies are insufficiently aware of these comparative strengths.

Some informants expressed concerns that the SRO Manila be visible within multi-donor forums and regularly involved in policy dialogue and raising awareness of ILO's unique role. This area, however, is receiving attention and management has been very proactive in building networks and raising awareness about ILO among international development agencies, as well as drawing out policy implications.

Efforts are also accelerating to increase ILO's visibility at local level, with management visiting project sites and participating in local-level forums. Initial indications suggest that this practice contributes to efforts to consolidate programming, troubleshoot problems, and improve linkages between ILO's direct action with national policy dialogue. This higher profile also has positive effects on motivation and good will among local partners. Many of the community informants in Mindanao went out of their way to comment about how impressive it was that the Director of the Manila office had made a field visit to project sites, including driving cross-country from Davao to Cotabato.

### Has resource mobilization been effectively used to develop programming?

In developing and implementing its programme of support to the Philippines, the Office operates within a constrained budget envelope, with nearly all initiatives dependent upon the availability of external financial resources. During the period 2001-2005, the Office was able to mobilize resources for a range of initiatives that fit well within the Common Agenda. This suggests a favourable impression among donors of the more strategic approach taken by the Office and national constituents.

Within evolving aid modalities, the Office recognizes the need for more innovative approaches to developing its programme and is taking steps to identify alternatives for extra-budgetary support. As part of the new Office organization, one of the cross-cutting clusters addresses resource mobilization. This cluster has been active in arranging meetings with Embassies in Manila, including direct contacts between the Director and Ambassadors and between ILO staff and heads of bilateral assistance programmes. The data collected are being analyzed through a "donor mapping" exercise, with the objective of identifying synergies and areas of mutual interests with specific donors. In addition to identifying promising sources for obtaining extra-budgetary resources, this exercise is also helping build the Office's visibility within the Philippines development community and to make potential development partners aware of the ILO's unique mandate and capabilities.

The SRO is also exploring the possibility of tapping into public-private partnerships or pooling resources from a consortium of several donors. Some major donors are now committed to more decentralized funding modalities; a few are also more open to "win-win" collaborations with specialized agencies such as the ILO, including within a larger UN sectoral or other funding package.

Interview data suggest that the ILO has been somewhat ambiguous about the nature of involvement by tripartite constituents in resource mobilization efforts. This may stem in part from the differences between the partners in the relative importance given to topics and approaches preferred for action. In those areas where tripartite partners indicate a strong interest and commitment to action, the ILO could be more proactive with social partners in sharing information on funding streams and proposal development.

### Is the Office innovating and upgrading its systems and processes to improve performance, including knowledge management?

The ILO's strategy for supporting decent work recognizes the need to generate knowledge through research, assessment, tool development, and customization of technical products for local application. All initiatives reviewed had well-defined knowledge components as integrated parts of multi-pronged interventions.

However, the Office's actual practices in the areas of knowledge sharing and knowledge management have been less consistent. Access to many key documents is not centralized and institutional memory of past work is poor. This situation carries through to the SRO where knowledge management was seen as one of the most important capacities to improve. This observation is supported both by observations made by several international specialists about the difficulties in locating documents and the necessity to sometimes "reinvent the wheel" because particular sources (either soft or hard copy) could not be located. The evaluators also became aware of the weak knowledge management systems when they sought to obtain particular documents or reconstruct, for example, the evolution of the ILO's country programme in the Philippines since the late 1990s. The SRO management, however, understands this issue and is committed to improving the situation.

The SRO is also characterized by less-than-strategic communications. The SRO is already taking steps to overhaul its communications strategy, including upgrading the web site, introducing electronic newsletters, and exploring new ways to communicate with stakeholders. These initiatives should be closely monitored to assess their usefulness. In addition, the Office could more regularly integrate media events and news inserts to increase coverage of ILO activities.

However, in general, many of the communications and information systems at SRO level are part of larger Office networks; guidance and support from Geneva and Asia Regional Office need to be timely and effective in addressing capacity gaps.

### Has monitoring and review been integrated into the system for assessing performance?

As with many agencies undergoing reform, designing and using performance indicators, and establishing practices for monitoring and reviewing progress are often left as a second phase. In the Philippines, neither the Common Agenda nor UNDAF have in place a results-based programme that identifies outcomes, indicators, and means of verification. In both cases, however, initial steps are being taken to put these elements in place.

For UNDAF II, the ILO is leading the monitoring and evaluation component of one of the five areas of cooperation, and it has begun mapping the DWCP outputs across four of the outcomes, with the intention of regularly reporting progress. Efforts to introduce a results matrix to the Common Agenda has been constrained by the difficulties facing social partners in conducting their own results- and resource-based planning.

| **Table 7: Levels of indicators in programming systems** |
| --- |
| **Programme and Budget** (targets for indicators, annual progress reporting for Implementation Report) |
| **UNDAF** (Results matrix/indicators, baseline studies, annual progress reports, regular reviews) |
| **DWCP** (outcome-level indicators, indicator-based progress reports, biennial country programme reviews) |
| **Project** (logical framework with indicators, progress reports, mid-term and final evaluations) |

The Office has been further constrained by current ambiguity over how the various levels of "results" are to be configured. At one level, current DWCP outcomes link to higher-level indicators spelled out in ILO's 2006-07 Programme and Budget - six DWCP outcomes link to 14 different P&B indicators. The same DWCP outcomes build upon performance indicators and monitoring and evaluation plans in eight different technical cooperation projects. Finally, the DWCP will link to the UNDAF and the SRO is to provide performance indicators at the UNDAF output level for those initiatives to which it contributes. It is also currently expected to contribute to baseline studies and monitoring for eight of the outputs. Within this web, it is not clear to anyone how the various levels of indicators link to each other, or how the whole process can be made focused and efficient.

As a next step the Office can develop a resourced DWCP implementation plan, referencing starting conditions and specifying key progress to be made over the planning period. Initial work has started but linking resources by type has only been cursorily done, and plans only vaguely incorporate resources originating from other parts of the Office, or from Regular Budget Technical Cooperation (RBTC). Without this completed, the Office is handicapped in identifying resource gaps and prioritizing areas for resource mobilization.

### Has the Office been cost-effective in delivering support to the Philippines?

It is beyond the scope of this study to assess the appropriateness of the current field structure and budget allocation within the region and sub region, however, these issues cannot be avoided when considering the cost-effectiveness of ILO support to the

Philippines. It is worth keeping in mind that the SRO is staffed with 7-8 international specialists who cover the full spectrum of the decent work agenda in 11 countries, with a combined population of some 400 million.

For reasons that are partly driven by logistical and cost considerations, the Manila SRO estimates that at least a quarter and up to a half of its international and national staff regular budget resources go to supporting work done in the Philippines, although its area of responsibility extends much further to include Pacific Islands, Indonesia and Timor Leste. Using 25-50% as an approximation of the budget portion devoted to the Philippines, from 2000 through 2007 the SRO committed US$ 4-8 million of budget resources to support the Philippines, or roughly US$ 0.5 to US$ 1 million per year.

On a similar note, given the considerable amount of regular budget resources being spent for the Philippines, there is need to link these investments more directly to progress being made through advisory services and other non-project support. Though rudimentary, such information can contribute towards more regular consideration of the cost-effectiveness of various country programmes.

# 7 Conclusion and Recommendations

The ILO's country programme of support to the Philippines has been responsive to constituent priorities, consistent with national development frameworks, and well positioned through collaboration with UN and other partners. Interventions have been technically sound and effective. The primary challenges for the next phase relate to the need for greater focus, efficiency and accountability.

## 7.1 Recommendations

### 7.1.1 Vision, Strategy, and Programme Framework

**For the Office:**

a) Issue better guidance on governance and accountabilities related to the ILO's Strategic Policy Framework, UNDAF and National Tripartite Steering Committee.

b) Focus technical support on further building the capacities of the social partners for strategic planning and results-based management, including incorporation of regular, joint risk assessment into planning, implementation and review. This can include involving constituents in development of technical cooperation and in training on project cycle management.

### 7.1.2 Strategic Partnerships

**For national constituents and the SRO:**

a) The Tripartite Decent Work Advisory Committee should be more effectively utilized to help consolidate and implement the NPADW. Particularly important is to integrate a resource perspective into the planning process and to regularly assess the cost-effectiveness of interventions.

b) Negotiate within UNCT a more formal agreement across agencies on division of programming specialization and related responsibilities. Clarity is also needed among UN partners on such issues as joint programmes and how the visibility of the UN partnership is to be understood, handled, and promoted.

### 7.1.3 Programme Composition and Implementation

**For the SRO:**

a) Pay more attention to joint efforts with constituents in the areas of advocacy, raising public awareness, and mobilizing resources and actions to achieve the decent work agenda.

b) Conduct a simple review of recent pilot projects to track and report their status several years after implementation. Such an exercise could help identify more effective direct action to be considered by the ILO, partners, and donors, as well as reinforce continued dialogue on initiatives for which extra budgetary resources are no longer available.

c) Within a highly devolved system of governance, local development remains an important entry point for the ILO. The SRO can further strengthen implementing frameworks and networks at local level, particularly through more effective engagement of the constituents.

### 7.1.4 Organizational Effectiveness

**For the Asia RO and SRO:**

a) Complete within six months the results matrix for the DWCP and put in place base line information. Establish monitoring and evaluation practices that build on coherence between UNDAF, project activities, and ILO P&B results frameworks.

b) Consider setting time-bound resource mobilization goals by DWCP priority area and developing strategies to meet those goals.

c) Target support to constituents to develop indicators for the NPADW and regularize information sharing and discussion on work plans and progress monitoring.

d) Share lessons learned at country level more widely across the Office.

## 7.2 Comment from the Office on the Evaluation

The Office welcomes this evaluation. As the first effort to assess the effectiveness of overall ILO support to a country, the evaluation represents an important step in improving results-based management and in designing and testing a new approach to evaluation.

The evaluation examines the extent to which a variety of inputs from different ILO activities and funding sources work together to provide coherence and impact. Not

surprisingly, the evaluation finds that many and diverse inputs have not necessarily resulted in clear strategy design and focused outcomes.

The report captures well the evolving programming and social dialogue processes that have taken place over the five-year period involving two generations of the tripartite National Plan of Action for Decent Work, the Medium Term Philippine Development Plan and two generations of CCA/UNDAFs and since 2005 the DWCP. This evolution has been a learning process, making clear that it is critical to have the involvement and "buy in" not only of the tripartite constituents but also a much larger group of strategic partners. The report also underscores the importance of aligning the Decent Work Agenda with national development frameworks.

The many types and dispersed nature of activities referred to in the report illustrate the traditional project approach. The four strategic objectives of the Decent Work Agenda have also often been addressed in separate programmes. Such approaches have not really been geared to an integrated ILO country programming model, let alone a coherent UN country programme. The Office will use these findings to refine Decent Work Country programming and to explore comprehensive extra budgetary support to an integrated Decent Work Country Programme.

The report also highlights the increasingly complex environments in which to influence policies to promote decent work. The Office will give greater attention to capacity building of both constituents and staff, in particular on results based strategies and management, knowledge management, as well as integrated programme design, monitoring and evaluation systems. At the country level, this will need to be done in tandem with the UN system as a whole, which is faced with many of the same issues.

# Annexes

## Annex 1: Ratifications of ILO Conventions

**Table 8: Ratifications of ILO Conventions by the Government of the Philippines, through August 2006**

| Convention | Ratification date | Status |
|---|---|---|
| C143 Migrant Workers (Supplementary Provisions) Convention, 1975 | 2006 | ratified |
| **C29 Forced Labour Convention, 1930** | **2005** | **ratified** |
| C165 Social Security (Seafarers) Convention (Revised), 1987 | 2004 | ratified |
| **C182 Worst Forms of Child Labour Convention, 1999** | **2000** | **ratified** |
| C179 Recruitment and Placement of Seafarers Convention, 1996 | 1998 | ratified |
| C176 Safety and Health in Mines Convention, 1995 | 1998 | ratified |
| **C138 Minimum Age Convention, 1973** | **1998** | **ratified** |
| C19 Equality of Treatment (Accident Compensation) Convention, 1925 | 1994 | ratified |
| C118 Equality of Treatment (Social Security) Convention, 1962 | 1994 | ratified |
| C157 Maintenance of Social Security Rights Convention, 1982 | 1994 | ratified |
| C144 Tripartite Consultation (International Labour Standards) Convention, 1976 | 1991 | ratified |
| C159 Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 | 1991 | ratified |
| C141 Rural Workers' Organisations Convention, 1975 | 1979 | ratified |
| C149 Nursing Personnel Convention, 1977 | 1979 | ratified |
| C122 Employment Policy Convention, 1964 | 1976 | ratified |
| C110 Plantations Convention, 1958 | 1968 | ratified |
| C17 Workmen's Compensation (Accidents) Convention, 1925 | 1960 | ratified |
| C23 Repatriation of Seamen Convention, 1926 | 1960 | ratified |
| C53 Officers' Competency Certificates Convention, 1936 | 1960 | ratified |
| C59 Minimum Age (Industry) Convention (Revised), 1937 | 1960 | denounced on 04.06.1998 |
| C77 Medical Examination of Young Persons (Industry) Convention, 1946 | 1960 | ratified |
| **C105 Abolition of Forced Labour Convention, 1957** | **1960** | **ratified** |
| **C111 Discrimination (Employment and Occupation) Convention, 1958** | **1960** | **ratified** |

| | | |
|---|---|---|
| **C87 Freedom of Association and Protection of the Right to Organise Convention, 1948** | **1953** | **ratified** |
| C88 Employment Service Convention, 1948 | 1953 | ratified |
| C89 Night Work (Women) Convention (Revised), 1948 | 1953 | ratified |
| C90 Night Work of Young Persons (Industry) Convention (Revised), 1948 | 1953 | ratified |
| C93 Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 | 1953 | ratified |
| C94 Labour Clauses (Public Contracts) Convention, 1949 | 1953 | ratified |
| C95 Protection of Wages Convention, 1949 | 1953 | ratified |
| **C98 Right to Organise and Collective Bargaining Convention, 1949** | **1953** | **ratified** |
| C99 Minimum Wage Fixing Machinery (Agriculture) Convention, 1951 | 1953 | ratified |
| **C100 Equal Remuneration Convention, 1951** | **1953** | **ratified** |

*(Conventions marked in bold are ILOs core conventions)*

## Annex 2: Terms of Reference

### Independent evaluation of the ILO's programme of support to the Philippines

### March, 2006

#### Introduction

The ILO is conducting an evaluation of the ILO's country programme of support to the Philippines. The evaluation will cover the period since 2000 when discussions towards a decent work country programme framework first started.

The evaluation will be managed by the Evaluation Unit in close coordination with the ILO Asia Regional Office and the ILO Sub regional Office in Manila. The evaluation will also benefit from tripartite national advisory group input. The evaluation team will consist of three persons: an external evaluator to act as team leader, and an ILO evaluation officer from EVAL and Asia regional Office.

#### Background and Context

Beginning in 2001, the tripartite constituents of the Philippines worked closely with the ILO to agree on a national plan of action for decent work (NPADW) in line with the country's medium-term development plan. The NPADW initiative aimed to advance thinking on how a policy and programme framework built around the core decent work objectives could be applied. The NPADW has been a rolling document, which is refined and updated through regular monitoring and consultations with constituents.

By end 2002, the ILO had elaborated through consultations and joint planning by the national government, employers, workers, national experts, four integrated programme responses: 1) a policy framework to address employment and competitiveness, which interfaces with poverty reduction; 2) a policy and programme of local development for one poverty free zone; 3) a programme of action to improve the performance of the urban informal sector; and 4) cross-sectoral programmes addressing needs of special target groups.Major means of action have fallen broadly under policy dialogues and review, capacity building, and practical action to understand issues and alternative means of addressing them.

Since then, a Decent Work Tripartite Advisory Committee of the Philippines has worked to carry forward the preparation, implementation, monitoring and revision/updating of the national plan. Since 2004, the NPADW has evolved into 'A Common Agenda', signifying its role in setting the framework for ILO work. Complementing this is the ILO's nascent Decent Work Country Programme (DWCP), the implementation plan for which now outlines the ILO's operational plan to support the constituents in implementing their action plan to address specific concerns and needs.

ILO efforts to forward a national programme to support decent work has also linked to the larger UN Development Assistance Framework (UNDAF) 2005-09 and Philippines's poverty reduction strategy. The UNDAF responds to key underlying causes of poverty and exclusion, which include inequitable economic growth and ownership of assets, severely unequal access to opportunities and basic social services, and inability of key change agents, particularly women, to play an active role in their lives and those of others. UNDAF emphasizes a rights-based approach, within which there are five priority areas of cooperation: macroeconomic stability and broad-based, equitable development; basic social services; good governance; environmental stability; and conflict prevention and peace building.

The ILO participated in United Nations Country Team (UNCT) and other international agency development dialogue forums to support new planning phases and now collaborate on the implementation and monitoring processes. Its work is linked to support of the Millennium Development Goals.

Within its technical cooperation programme of work, over the past six years the ILO has worked with over US$ 10,000,000 in extra budgetary resources for the Philippines to support interventions to protect domestic workers, eliminate child labour within targeted sectors and a comprehensive time-bound programme to address the worst forms; initiatives to enhance infrastructure linked to rural productivity; actions to facilitate employment, by promoting youth employment and vocation skills development, gender equality, and support for mainstreaming decent work at local level and indigenous peoples rights.

These initiatives have been complemented with regular budget technical assistance. In addition, the ILO has supported a rights and standards-based approach to decent work, with ILO expertise being channelled to support ratification and implementation of core ILO standards, including tripartite review of constraints to ratifying remaining ILO core Conventions, as well as priority Conventions on labour inspection, and maritime standards.

The ILO's country programme in Philippines is directly managed by the ILO Manila Sub Regional Office, and technically backstopped by the SRO and Geneva headquarters. In addition, the DWPP design and consultative process was technically backstopped by the Integration's National Policy Group, based in Geneva.

### Purpose

The purpose of the Philippines country programme evaluation is to provide an independent assessment of progress made and lessons learned to inform further strategy development in the Philippines beginning in 2006. The evaluation will consider areas in which the ILO's collaboration has been more and less effective to national decent work efforts, to inform on what should be pursued in the future, and where improvements can be made. This may include reinforcement or changes in priorities, strategies, and organizational practices.

### Client

The principal clients for the evaluation are the ILO's national constituents, international development agency partners in the Philippines and national implementing partners, all of which support national efforts to decent work and poverty reduction and will share responsibility for deciding on follow up to the findings and recommendations of the evaluation. The evaluation is also intended to provide a basis for improved insights within the Office as to how to better design, implement, monitor and assess country programmes in the future.

When conducting the evaluation, in addition to the Office (headquarters and field), the tripartite constituents as well as other parties involved in the country programme and targeted for making use of the ILO's support will be asked to contribute and participate.

### Scope

The evaluation timeframe proposed for study is 2000 through 2005. This period generally coincides with the ILO's launching of decent work strategies aimed at national levels. It also coincides with the first three biennia of strategic budgeting at the ILO, and the introduction of national action plan approaches for decent work in Asia.

The evaluation will focus on three main programmatic perspectives: national priorities and inter-agency agendas as they intersect decent work; the composition, implementation

and evolution of ILO national strategies as they relate to the decent work agenda; and ILO management and organizational effectiveness.

**The evaluation will recommend regarding:**

1) The role and relevance of the ILO in the Philippines, its niche and comparative advantage, and partnership approach;
2) The role and effectiveness of the national tripartite constituents in promoting decent work;
3) The focus and coherence of the country programme's design and strategies;
4) Evidence of the direct and indirect use of ILO's contributions and support at national level;
5) The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in the Philippines;
6) Knowledge management and sharing;

The attached annex lists scoping criteria and related questions for each aspect listed above.

**Methodology**

The evaluation will abide by UN norms and standards for evaluation.

The evaluation will involve several stages and levels of analysis:

- At the national and regional levels, a review of goals, strategy, partnerships, main means of action, with focus on evolution of the Philippines' programme over time will be supported through a series of interviews and review of existing evaluations, publications and other documentation.
- A desk-based portfolio review will analyze project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas. Attention will be given to implementation under major components, methods, target groups and their perceptions of major progress and significant achievements.
- The evaluation methodology will include a mission to the Philippines for interviews and information gathering, and possibly travel to selected parts of the country for more in depth case review. Assessment of outcomes and ILO contribution vis-à-vis national actors will consider factors outside our influence, as well as actions of our partners.

Cross-cutting issues of gender, poverty reduction and social inclusion will be taken into account in the evaluation, as well as the coherence across ILO action.

### Outputs

1) A full report of findings and recommendations to be presented to the Director General. The content of this report will focus on recommendations to situate the country programme on a sound basis for future action in the current national, regional and global environment.
2) Background documentation and analysis on which the findings, conclusions and recommendations are based.

### Provisional work plan and schedule

These terms of reference will be finalized by April 2006. The draft report will be written in June 2006, circulated for comments, and then finalized by September 2006. A summary of the evaluation report will be included in the November submissions to the PFA Committee of the Governing Body. This timetable is based on the scope of work and methodology set out above, and resources available for the evaluation.

**Table 9: Proposed Time Table**

| Task | Time frame |
|---|---|
| Preliminary interviews and scoping exercise, draft TORs prepared | March 2006 |
| Internal and external consultations to finalize terms of reference | April 2006 |
| Document review, key stakeholder interviews, | April 2006 |
| Field mission to country | May, 2006 |
| Draft evaluation report | June 2006 |
| Consultations with constituents, as appropriate | July-August 2006 |
| Final evaluation report. | September, 2006 |

**Performance criteria and question matrix for Philippines Country Programme Evaluation:**

**Table 10: The role and relevance of ILO in the Philippines, its niche and comparative advantage, and UN partnership approach**

| Performance criteria | Related Questions |
|---|---|
| National political, economic and social factors have shaped formulation of Country Programme | What fit well in the past, what was missed/off-target, and what deserves more or less emphasis in the future? |
| Flexibility and ability to respond to emerging opportunities. | What successes and constraints have occurred regarding flexibility and responsiveness? |
| ILO establishes priorities consistent with its capacities and comparative advantages. | Does the ILO work within the context of a larger national effort, contributing where they have comparative advantage?<br>Does the ILO make a unique contribution within its major programme components? |
| ILO ensures CCAs address subjects that are priorities for decent work in the country. | Does ILO make use of and contribute appropriately and effectively to CCA exercises? |
| ILO achieves overall policy coherence between ILO action and the UNDAF | Is communication and relations between ILO and national UN agency offices effective (UNCT)?<br>Are actions coordinated and non-duplicative? Where and how has it been successful? What have been the constraints or challenges? |
| PRSPs/ MDGs: ILO's country programme links to and supports/influences national PRS's | Does the country programme identify and act upon its potential contribution to PRSs; to MDGs? Where and how has it been successful? |

**Table 11: Tripartite participation and partnership**

| Performance criteria | Related Questions |
|---|---|
| National tripartite constituents are active in national development planning forums and networks | Do the constituents work within the context of a larger national effort, contributing where they have voice, interest and comparative advantage? |
| National tripartite constituents take ownership of the ILO's country programme | Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP? |
| Tripartite constituents have improved capacities to influence national policy and resources within decent work areas | Does the ILO's support address capacity gaps and open entry points for tripartite constituents' involvement? |
| Constituents have clear links to target groups. | Do ILO constituents and implementing partners reach ultimate target groups? |

**Table 12: The focus and coherence of programme's design and strategies**

| Performance criteria | Related Questions |
|---|---|
| Programme coherence supporting an integrated approach to decent work. | What are strategies in country for the bare essentials of ILO's work: rights at work, productive employment, social protection, voice and representation? |
| Country programme fits within ILO's Strategic Policy Framework and Programme and Budget priorities and strategies. | Is there a credible causal link between national approaches and broader ILO objectives? |
| DWCP reflects a consensus between the country and the ILO on decent work priorities and areas of cooperation. | Are we doing the right things?<br>Who were decision makers and what were expectations? Has the ILO selected major components based on prioritization and reasoned assessment? |
| Presents a strategy with main means of action for delivery of ILO support. | Is there an effective balance between operational activities and advocacy/policy (upstream)? |
| Cross-cutting goals are integrated. | How are gender, poverty reduction, tripartism, standards, etc reflected in country programme? |
| Current programme is coherent, logic and captures opportunities for reinforcing each other in meeting objectives. | Do the strategies and activities duplicate, contradict and are they fragmented or atomistic?<br>Is technical cooperation applied as a means of implementing priority objectives? |
| Partnerships and tripartite constituents build national capacities and support policy change. | Are national partners taking ownership of the programme's initiatives? Is there consensus on the policy side?<br>Is there a process for assessing stakeholder capacities and needs? For tracking and reporting capacity progress? |
| Verification that ILO responds to recognized needs among constituents. | Are there substantive discussions on needs, strategies for response, and feedback on effectiveness?<br>Does the ILO build on integration of experience and lessons learned? |
| Resource mobilisation is an integral part of strategies. | How is technical cooperation used to support strategies and inform priorities? |

**Table 13: Evidence of the direct and indirect results of ILO's contributions and support at national level**

| Performance criteria | Related Questions |
|---|---|
| The programme has defined clear outcome-level results against which it can be assessed. | Are the strategies well targeted to institutions and individuals who can make use of them?<br>Are the concepts and practices well understood and applied? Are expected results—outputs and outcomes described? |
| These results are documented and verifiable. | Does the office plan for how it will determine the level and type of progress made? Are indicators SMART?<br>How is feedback used? What is the adjustment process? |
| The outcomes justify the resources spent. | What are the likely opportunity costs associated with the programmes chosen approach as opposed to others?<br>Are the level or scale of outputs/achievements consistent with input and scale of operations? |
| The secondary effects, either positive or negative, are known and associated risks addressed | Does the Office use self-evaluation and engage with constituents and partners in a regular review process? Is progress reported based on sound process |
| ILO has influenced thinking and action related to policy changes. | Has the ILO heightened national awareness of issues, contributed to national debate, and/or changed opinions of key actors on targeted policies? |
| Results are sustainable by partner institutions and at various levels (local, national, regional). | Does the ILO and its partners plan for an exit strategy related to ILO technical support? |
| Expansion and replication | Does pilot work indicate the cost-benefit situation for replication or expansion? |

**Table 14: The efficiency and adequacy of organizational arrangements to deliver the ILO's programme in Philippines**

| Performance criteria | Related Questions |
|---|---|
| The operations of the programme match the programme plan. | Does the ILO establish and follow implementation/ work plans? Deviations from the plan are based on informed and transparent decisions. |
| The ILO has operated fairly and with integrity. | Has the programme encountered value conflicts from its target groups? Has there been sufficient transparency in ILO's action? |
| Credible, skilled specialists support the work. | Does the SRO, HQ supply an appropriate type and scale of technical expertise to backstop the programme? |
| Resource mobilization is effectively and efficiently carried out. | Are resources being used appropriately?<br>Is resource mobilization based on priorities, internally coordinated, and generating additional funding? Is the plan adequately resourced? What is under-resourced and why? |
| Work processes are efficient and timely. | How efficient is coordination within the region and with HQ?<br>What are main capacity issues related to process efficiency? |
| | Does the Office work as a team in supporting the country programme? |

**Table 15: Knowledge management and sharing**

| Performance criteria | Related Questions |
|---|---|
| M&E is part of the knowledge base. | How are performance information-- baseline and targets-- used? |
| Office follows a communication/KM strategy, making effective use of its web site, and other tools for outreach. | How is information shared and archived?<br>How is ILO perceived as a knowledge centre? For what and what not? |
| ILO knowledge development used to improve national programmes, policies and benefit priority groups. | To whom is the country programme and/or work plan circulated and to what effect?<br>What knowledge networks does ILO use/strengthen? How has it contributed to national knowledge bases? |

## Annex 3: List of Interviews

**Table 16: List of Interviews (May 17-July 14 2006)**

| ID# | Date | Contact |
|---|---|---|
| 1 | May 17 | (**SRO)** Junko Nakayama<br>Technical Officer on Vocational Training |
| 2 | May 18 | **(SRO)** Abhik Ghosh<br>Senior Labour Administration and Labour Relations Specialist |
| 3 | May 23 | **(SRO)** Serenidad "Nida" Lavador<br>Chief Technical Advisor IPEC |
| 4 | May 23 | **(SRO)** Ma. Lourdes Kathleen "LK" Santos-Cacho<br>Programme Assistant |
| 5 | May 23 | (DOLE) Department of Labor and Employment<br>Assistant Secretary Ma. Teresa M. Soriano |
| 6 | May 24 | **(FFW)**<br>Federation of Free Workers<br>Tony Asper, President<br>Atty. Jose Sonny G. Matula<br>National VP and Chief Legal Counsel<br>Julius H. Cainglet<br>Information officer/child labor program coordinator<br>Other FFW staff: Dan, Angel, Tony, Rio |
| 7 | May 25 | **(NLRC)**<br>Benedicto Ernesto R. Bitonio, Jr.<br>**Chairman National Labor Relations Commission** |
| 8 | May 29 | **(SRO)** Temesgen Samuel<br>Senior International Labour Standards Specialist |
| 9 | May 30 | **(ECOP)** Employers' Confederation of the Philippines Board Members (President Rene Soriano, Board Member Atty. Aniano Bagabaldo, DG Atty. Vicente Leogardo, Roland Moya (Secretariat) |
| 10 | May 31 | **(SRO)** Rick Casco<br>National Project Coordinator<br>ILO Project on Protection of Domestic Workers from Forced Labour and Trafficking in Southeast Asia |
| 11 | May 31 | **(SRO)** Michihiro Ishibashi<br>Senior Specialist on Workers' Activities |
| 12 | June 5 | **(TUCP)**<br>Ariel Castro, Director for Education<br>Rafael E. Mapalo, Project Manager |

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| 13 | June 7 | **(SRO)** Aurelio Parisoto Employment Specialist |
| 14 | June 7 | **(SRO)** Diane Respall |
| 15 | June 8 | **(DOLE)**<br>Bureau of Women and Young Workers<br>Cynthia R. Cruz, Director<br>Beth Casia (Standards Division)<br>Irma S. Valiente, Chief, Project Development and Evaluation Division<br>Staff: Tess del Rosario, Baby Santos |
| 16 | June 9 | **(TESDA/Central):**<br>Milagros Hernandez, Deputy Director General For Sectoral TVET<br>Technical Education and Skills Development<br>Irene Isaac<br>Executive Director<br>Qualifications and Standards Office<br>Other staff: Marta Hernandez, Luz Amponi |
| 17 | June 14 | Jose Heri Alminaza, Media/advocacy professional for child labour initiatives **(IPEC)** |
| 18 | June 14 | Kali Dimalen, Country Programme Coordinator **(IPEC)** |
| 19 | June 14 | Vic Magallenes, Field Coordinator for Mindanao **(IPEC)** |
| 20 | June 14 | Faustina "Inday" Carrion, Kaugmaon Foundation (contractor for IPEC sex workers component) |
| 21 | June 15 | Linda Wirth, Director, **SRO** |
| 22 | June 16 | Esmerdela Simpal, CTECT-Maguindanao Cluster **(TREE)** |
| 23 | June 16 | Rahima K. Silongan, Trainer for Food Processing **(TREE)** |
| 24 | June 16 | Bai Ali Diocolano, Administrator, Federation of Bangsamoro Womens' MPC (Bangsomoro Women's Training and Development Center) **(TREE)**<br>Mr. Camar Saumay, Consultant, Federation of Bangamoro Women |
| 25 | June 17 | Dra. Racma Bansil, Community Training and Employment Coordinator (C-TEC), Lanao de Sur cluster **(TREE)** |
| 26 | June 17 | Orly Mabinay<br>Field Coordinator, **TREE** project |
| 27 | June 20 | Dailsay Dicasaral, Office Manager<br>**TREE** Project |
| 28 | June 20 | Datu Omar Shariff L. Jaafar<br>Executive Director, TESDA-ARMM |
| 29 | June 20 | Atty. Lourdes M. Trasmonte<br>Regional Director, DOLE-Region XII |
| 30 | June 23 | Arcadio Cruz, **FAO** Assistant Representative |

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| 31 | June 23 | Corizon “Zon” Urquico<br>Portfolio Manager<br>“Empowerment of the Poor Unit”<br>UNDP |
| 32 | July 6 | **SRO** Sanchir Tugschmieg (“Chimgee”)<br>Employers Specialist |
| 33 | July 6 | **SRO** Ken Hirose<br>Social Security Specialist |
| 34 | July 12 | Josefino I. “Pin” Torres<br>Director, Institute of Labor Studies, DOLE |
| 35 | July 12 | Merliza M. Makinano<br>Director, International Labor Affairs Service, DOLE |
| 36 | July 14 | UNFPA - Florence Tyson, Asst. Resident Representative |
| 37 | July 14 | UNICEF Ms. Annie Saguisag, Project Officer |