EXECUTIVE SUMMARY

REALIZING MIGRATION AND DEVELOPMENT IN THE PHILIPPINES: CHARTING NEW POLICIES, PERSPECTIVES AND PARTNERSHIPS

- Scalabrini Migration Center -

This executive summary presents the highlights and outcomes of the Migrants' Associations and Philippine Institutions for Development (MAPID) Project. Started in 2008, the MAPID Project is a three-year, three-phase (research, capacity building and dissemination) and three-country (Philippines, Italy and Spain) initiative to foster the understanding of the migration-development nexus and to promote the partnership of Philippine government institutions and migrants' associations in Italy and Spain to support development in the Philippines.

The summary has four parts: introduction, a description of the MAPID Project, presentation of research highlights, presentation of capacity building highlights, and conclusion and recommen-dations.

INTRODUCTION

International migration for work and permanent settlement since the 1970s has resulted in the build up of Filipino communities abroad and the formation of transnational bridges between the Philippines and the rest of the world. The stock estimate of the overseas Filipino population stood at 8,187,710 as of December 2008, comprising nearly ten percent of the country's 94 million population. Of the total, "permanent migrants" are the largest group (3,907,842 or 47.7 percent), followed by "temporary migrants" – popularly known as overseas Filipino workers or OFWs (3,626,259 or 44.3 percent); and irregular migrants (653,609 or 8 percent). These categories provide a glimpse of the diverse composition of the overseas Filipino population. The different migration contexts, including the conditions that migrants face in the destination countries, have implications on

how the migration-development nexus will work out in the Philippine context. (Annexes 1, 2)

State-supported labor migration has played a key role in shaping the outmigration and global distribution of Filipino workers. The overseas employment program started in the 1970s with the migration of Filipino workers to the oil-rich countries of the Gulf Region. Although it was planned to be a temporary measure, demand factors and supply side factors converged to sustain labor migration. By the late 1970s, receiving countries in the Gulf required workers in sectors other than construction, and soon after, fast rising economies in East and Southeast Asia needed foreign workers, which was amply met by the Philippines. By the 1990s, the Philippines had already acquired the experience and savvy to meet the need for workers and talents required by the global labor market. To date, Filipino workers are present in more than 190 countries. (Annexes 3, 4)

Until recently, the government did not set any deployment target. This changed with the *Medium Term Philippine Development Plan, 2004-2010*, which cites the deployment of a million workers every year as part of the government's jobs generation strategies. The *Updated Medium Term Philippine Development Plan, 2008-2010,* crafted to address the challenges posed by the global financial crisis, reiterated the deployment target and identified measures to mitigate the impact of the crisis to displaced or repatriated OFWs. The one-million mark has been breached since 2006 and was not affected by the crisis (although there was some displacement and repatriation of workers from seriously affected countries). Persistent economic pressures, the institutionalization of labor migration, and the development of a culture of migration in the Philippines matched by global recruitment strategies and other demand factors all point to more rather than less labor migration in the future. (Annex 5)

Although overseas employment provides jobs and generates remittances (Annex 6), it is also rife with problems. The participation of women in labor migration – particularly because of their concentration in domestic work and entertainment, which are unprotected sectors – raised the ante over issues of worker protection and unease over family impacts and social costs. The rights deficit in the Asian region and the toll exacted on migrants and their families are concerns that have been constantly advanced by civil society groups. The Philippine government responded by developing institutions, legislations, policies and programs to promote the protection of OFWs. The Migrant Workers and Overseas Filipinos Act of 1995 (Republic Act 8042) was a landmark legislation specifically aimed at "establish-

ANNEX 6
Annual Deployment of Overseas Filipino Workers by Sector and Remittances, 1975-2009

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

Sources: POEA and BSP as cited in Asis (2008); data for 2006 and 2007 are from www.bsp.gov.ph/statistics/spei/tab11.htm and www.poea. gov.ph/stats/2007stats.pdf, accessed on 11 September 2008; data for 2008 and 2009 are from POEA (2010), *2009 Overseas Employment Statistics*.

ANNEX 5
MIGRATION POLICIES & INSTITUTIONAL LANDMARK SINCE THE 1970S

1974 → Passage of the Labor Code of the Philippines, launched the overseas employment program

1977 → Creation of the Welfare and Training Fund for Overseas Workers

1980 → Creation of the Welfare Fund for Overseas Workers or The Welfund, which expanded the services of the Welfare and Training Fund for Overseas Workers
Creation of the Commission on Filipinos Overseas, mandated to promote the concerns of permanent migrants

1982 → Creation of the Philippine Overseas Employment Administration (assumed the functions of the Overseas Employment Development Board, the National Seamen Board and the overseas employment functions of the Bureau of Employment Services), mandated to promote overseas employment and monitor and protect the conditions of OFWs

1984 → Establishment of the Overseas Workers Welfare Administration (to promote the welfare of OFWs and their families)

1987 → Reorganization of the Philippine Overseas Employment Administration

1995 → Passage of the Migrant Workers and Overseas Filipinos Act or RA 8042

2003 → Passage of the Overseas Absentee Voting or RA 9189
Passage of the Anti-Trafficking in Persons Act or RA 9208
Passage of the Citizenship Retention Reacquisition Act or RA 9225

2006 → RA 9422 was passed, amending RA 8042, to strengthen the regulatory functions of the POEA

2010 → RA 10022 was passed, amending RA 8042, to further strengthen the protection of OFWs and their families and overseas Filipinos in distress

ing a higher standard of protection and promotion of the welfare of migrant workers, their families and overseas Filipinos in distress and for other purposes." This was amended in 2006 to strengthen the regulatory functions of the Philippine Overseas Employment Administration and in 2010 to build up mechanisms to protect OFWs and their families and overseas Filipinos in distress. Other laws promoting the political empowerment of overseas Filipinos have been introduced as well. However, the inherent contradiction of promoting overseas employment and protecting workers' rights hounds the management of labor migration. The commitment to worker protection has been held suspect with the re-emphasis on labor market promotion in recent years and as demonstrated by the recourse to more deployment in the recent crisis (Administrative Order 247 orders the Philippine Overseas Employment Administration "to refocus its functions from regulation to full blast market development efforts"). (Annex 5)

Questions have also been raised on whether the Philippines has become a victim of its own success with its labor migration program. Beyond remittance inflows and the improved economic conditions of OFW families, the contributions of labor migration to sustainable development are not quite evident, particularly when the experiences of other countries in Asia are considered. The development of former emigration countries such as South Korea and Taiwan has been attributed in part to brain gain, not labor deployment and remittances. India and China, which are also outmigration countries, are attracting investments and return migration or visits by their highly skilled overseas-based nationals. In other regions, such as the case of Mexico, migrant giving has stepped up with *tres por uno* program, a scheme where every dollar contributed by a migrants' association has a counterpart of a dollar each from the local, state and federal government. By comparison, the Philippines still remains wedded to labor deployment and there are no signs of a policy shift that will link the country's migration policies to development processes. There are no indications either of moves to explore the development possibilities presented by the Filipino diaspora. Overseas Filipinos are interested in supporting development projects in the Philippines but they are wary of linking with government institutions. These lacunae were among the reasons which led to the Migrants' Associations and Philippine Institutions for Development (MAPID) Project.

THE MAPID PROJECT

The MAPID Project is an attempt to advance the appreciation of the migration-development nexus and to build the partnership of two important stake-

holders: government institutions in the Philippines and migrants' associations in Italy and Spain. To achieve these goals, the MAPID Project designed parallel activities between the Philippines on the one hand, and Italy and Spain on the other hand, with a view to building bridges between the two stakeholders. With the support of the European Union – through Aeneas Programme Contract No. MIGR/2008/130-548(11) – the project is spearheaded by the Scalabrini Migration Center in cooperation with Fondazione ISMU (Iniziative e Studi sulla Mutietnicita) in Italy, the University of Valencia in Spain, and the Commission on Filipinos Overseas in the Philippines.

The first year of the project, 2008, which coincided with the Philippines' hosting of the 2nd Global Forum on Migration and Development, was devoted to the conduct of research. In the Philippines, the research probed into policies on migration and development in national and local development plans, and the views and perceptions on migration and development issues by government officials, i.e., policymakers, local chief executives and key officers or staff in migration or development institutions. The study also documented contributions to development beyond remittances. Hence, the study looked into migrant giving and investments, and models of cooperation between local institutions and overseas Filipinos. Data were collected through key informant interviews and a review of development plans, annual reports and other relevant materials. Altogether, the MAPID research in the Philippines covered national government agencies involved in the migration and/or development sectors[1] in 12 out 17 regions and 29 out of 80 provinces.[2] In Italy and Spain, the research interrogated the experience of migration, work and settlement, associational life, and transnational practices of Filipinos in these two receiving countries. In addition, the MAPID Project conducted a survey of Filipino migrants' associations in these two countries. The study was carried out in Rome and Milan in Italy,

[1] The following "migration agencies" participated in the MAPID study and training programs: Department of Labor and Employment, Philippine Overseas Employment Administration, Overseas Workers Welfare Administration, Department of Foreign Affairs, Commission on Filipinos Overseas and Technical Education and Skills Development Authority. The participating "development agencies" include the following: National Economic Development Authority, Bangko Sentral ng Pilipinas, Department of Health, Department of Science and Technology, Department of Education, Commission on Higher Education, Department of Trade, Department of Tourism, and Department of Interior and Local Government.

[2] The following researchers cooperated with the Scalabrini Migration Center in conducting the MAPID study in their respective regions: Nenita Villarama, Don Mariano Marcos Memorial State University-Mid La Union Campus (Region 1), Alicia Follosco, University of the Philippines Baguio (Cordillera Administrative Region and Region 2),

ANNEX 4
Top 10 Destination Countries of Landbased Overseas Filipino Workers, New Hires & Rehires, 2009

1. Kingdom of Saudi Arabia	- 291,419
2. United Arab Emirates	- 196,815
3. Hong Kong	- 100,142
4. Qatar	- 89,290
5. Singapore	- 54,421
6. Kuwait	- 45,900
7. Taiwan	- 33,751
8. Italy	- 23,159
9. Canada	- 17,344
10. Bahrain	- 15,001

Source: Philippine Overseas Employment Administration

OTHER MIGRATION FACTS

Data from the Commission on Filipinos indicate that a total of 1,686,970 permanent settlers have left the country between 1981 and 2009. During this 29-year period, on the average, 58,171 emigrants leave the country every year.

Among those leaving as permanent migrants are Filipino nationals who are migrating for marriage, largely women. Between 1989 and 2007, a total of 352,108 Filipinos married foreign nationals.

According to the Philippine Overseas Employment Administration, 3,897 OFWs were deployed daily in 2009.

Filipino seafarers comprise some 20 percent of the annual deployment of OFWs. Worldwide, Filipino seafarers account for 25-30 percent of international seafarers.

Women are a significant part of labor migration from the Philippines. From 1992 up to 2006, the majority of new hires among the landbased workers were women. The balance tipped in favor of male migrants in 2007 and 2008. In 2009, more women than men were deployed as the demand of household workers picked up. When both landbased and seabased workers are considered, the gender composition of OFWs is about equal.

The Philippines has data on the OFWs who leave, but none on those who return.

ANNEX 2
Top 10 Destination Countries of Overseas Filipinos
(stock estimate as of December 2008)

1.	United States	- 2,836,293
2.	Kingdom of Saudi Arabia	- 1,092,809
3.	Canada	- 613,593
4.	United Arab Emirates	- 574,375
5.	Australia	- 265,844
6.	Malaysia	- 243,683
7.	Japan	- 231,930
8.	Qatar	- 229,642
9.	United Kingdom	- 203,497
10.	Singapore	- 158,231

Source: Commission on Filipinos Overseas

ANNEX 3
Regional Distribution of Landbased Overseas Filipino Workers, New Hires & Rehires, 2009

Region	Number
Asia, West (Middle East)	669,042
Asia (exc. West Asia)	260,995
Europe	47,409
Americas	31,146
Africa	18,697
Trust Territories	5134
Oceania	13,297
TOTAL LANDBASED	1,092,162

Source: Philippine Overseas Employment Administration

and in Barcelona and Madrid in Spain, cities which host the largest concentrations of Filipino migrants in these countries. Two hundred Filipino migrants were surveyed per country and in-depth interviews with leaders or active members of Filipino migrants' associations were conducted to obtain information about the nature, characteristics and potentials of migrants' associations as agents of change. Additional information was obtained from other key informants, i.e., officials of the Philippine embassies and consulates, representatives of NGOs and government institutions, pioneer migrants and other resource persons in Italy and Spain. The conduct of the study in the receiving countries encountered some difficulties in the initial stages. When potential respondents learned that a government agency was part of the project, a considerable number initially expressed their reservations and skepticism about the endeavor. Particularly in Spain, extra efforts were made to have a dialogue with different groups to secure their cooperation. The bulk of data collection in the three countries was conducted between June and December 2008.

Findings from the research guided the design and development of the training programs and materials. In addition, the research phase filled some knowledge gaps about migration and development in the Philippines and indicated the need to foster coordination between migration and development agencies, to further national-local government connections, and to promote capacity building on migration and development in local government units. On the destination side, the research provided insights on Filipino migration to Italy and Spain and profiles of Filipino migrants' associations. As a region of destination, Europe presents a unique migration trajectory. From the 1970s through the 1990s, migration to Italy and Spain was largely labor migration through irregular channels. Owing to the regularization exercises in these two countries, many migrants were able to legalize their status., following which, with possibilities for long term residence, family reunification and citizenship for legal migrants, migration to Italy and Spain begins as temporary labor migration (through irregular channels for many), then transforms into de facto settlement, which

[2] footnote continues

Ildefonso Bagasao and Jorge Tigno, Economic Resource Center for Overseas Filipinos and the University of the Philippines, respectively (Region 3), Jorge Tigno, University of the Philippines (Region 4-A), Cristina Lim (Ateneo de Naga University), Alan Feranil, Office of Population Studies Foundation-University of San Carlos (Regions 6, 7 and 8), and Chona Echavez,Research Institute for Mindanao Culture- Xavier University (Region 10, 11 and SOCSARGEN). Interviews of key informants from national agencies were carried out by the Scalabrini Migration Center and the Commission on Filipinos Overseas.

brings up a host of questions about integration, identity, belonging and trans-nationalism. In Italy, the research findings had been produced into a country report which was published by Fondazione ISMU and was launched in a conference held in October 2009. In the Philippines, the findings of the MAPID research will be published into a book before the end of 2010.

Across the three countries, respondents expressed an interest in participating in the capacity building programs scheduled in 2009 and several respondents suggested topics that would be of interest to them. In the Philippines, the MAPID Project targeted 100 participants to the two editions of training programs directed at representatives of government agencies and national and local governments. In Italy and Spain, the training programs aimed to involve 50 participants per country (or 25 participants per city). In addition to the research findings, consultations with key informants and insights from the broader literature were considered in developing the training materials. Each country developed a training module – Italy and Spain shared some common elements, although some materials were unique according to each country's specific features.

As envisioned, the preparation, actual conduct of the capacity building programs, and assessment were all carried out in 2009. In the Philippines, the training programs were conducted in Davao City (for the Visayas and Mindanao participants) and Tagaytay City (for participants from the national government agencies and Luzon) in the month of August. The training in the Philippines was designed as a live-in, four-day program. Altogether 116 participants (54 in Davao City; 62 in Tagaytay City) from government agencies, mostly from migration-related and development-related agencies, local government officials, and development and planning coordinators in local government units were graduates of the training programs in the Philippines. Due to the work schedule of Filipinos in Italy and Spain, the training programs there were conducted over two weekends per city. The capacity building programs took place between September and October in Spain, and between October and November in Italy. In Spain, there were 25 and 18 participants who completed the first and second weekend sessions in Barcelona, while 15 and 17 participants were involved in the two weekend sessions in Madrid. In Italy, the Milan training program had 26 and 19 participants on the first and second weekends, respectively, while the Rome training program was attended by 19 and 12 participants over the two weekends. The syllabi, training materials and the presentations of resource persons in the training programs in the three countries were compiled in the CD-ROM, "Capacity Building Programs in the Philippines, Italy and Spain: Reference Materials."

To realize the development potentials of international migration will require a coordinated policy environment, thoughtful perspectives, and viable partnerships. This work will cut across different levels – from local to national to transnational. It is important to keep the eyes on the prize: the ultimate objective is to achieve sustainable development for all. International migration is an important piece of the puzzle, but it is but one of many pieces that is needed to complete the puzzle. The MAPID Project points to fundamental challenges in the home front – governance and strengthening public institutions – that are vital to steer the country's development.

ANNEXES

ANNEX 1
Regional Distribution of Overseas Filipinos
(stock estimate as of December 2008)

	Permanent	Temporary	Irregular	TOTAL
WORLD/TOTAL	3,907,842	3,626,259	653,659	8,187,710
Africa	1,986	44,303	8,265	54,554
Asia, East & South	247,09	581,330	256,622	1,085,049
Asia, West	4,599	2,144,625	112,700	2,261,924
Europe	294,987	299,468	98,624	693,079
Italy	*27,003*	*77,087*	*13,000*	*117,090*
Spain	*32,435*	*14,190*	*4,055*	*50,680*
Americas & Trust Territories	3,101,941	250,595	166,163	3,518,699
Oceania	257,232	44,325	11,235	312,972
Seabased				261,614

Source: Commission on Filipinos Overseas

overseas Filipinos are the utmost concerns of the Philippine Foreign Service Posts (Sec. 27), which will be achieved through the one-country team approach (Sec. 28).

> Sec 27 – *Priority Concerns of Philippine Foreign Service Posts*. - . . . The protection of the Filipino migrant workers and the promotion of their welfare, in particular, and the protection and the dignity of the Filipino citizen abroad, in general, shall be the highest priority concerns of the Secretary of Foreign Affairs and the Philippine Foreign Service Posts.
>
> Sec. 28. *Country Team-Approach.* – Under the country-team approach, all officers, representatives and personnel of the Philippine government posted abroad regardless of their mother agencies shall, on a per country basis, act as one country-team with a mission under the leadership of the ambassador. . .

For the Philippine Foreign Service Posts in Italy, Spain and other countries in Europe, at this juncture, Filipino communities in these destinations have already acquired a history and have evolved from predominantly female labor migration towards long-term residence and settlement. The migrants who arrived in Italy and Spain in earlier decades have raised families, migration for family reunification has been underway for some time, the young generation is growing, and the pioneer migrants are aging. Filipinos in these countries now grapple with integration issues, the challenges of engaging with the young generation, and the possibility of settling for good in their adopted countries. At the same time, many Filipinos maintain their ties to the Philippines, as indicated by the sending of remittances, regular visits, and the interest to give back something to their homeland. In other words, in these countries, labor migration-related issues may no longer be the main concern of Filipino communities. Philippine Foreign Service Posts in these countries will increasingly have to deal with a more transnational population – i.e., Filipinos with ties to the homeland and to their host society – which will require a different engagement. As such, Philippine embassies and consulates will have to be attentive to the changing needs of changing Filipino communities, and to develop programs and services accordingly. Faced with a constituency that harbors distrust of government, Philippine embassies and consulates also have a lot to do in terms of building trust and confidence in government institutions.

For 2010, the culminating year, various dissemination activities will be undertaken: publications, forums and the transformation of research findings and insights into policy briefs and features stories. Three books will be completed before the end of 2010. One publication, *Transnational Bridges: Migration, Development and Solidarity in the Philippines*, was released in June 2010. The book developed out of one of the modules in the capacity building programs, MAPID Chronicles, which features examples of migrant giving, migrants' investments and models of cooperation between overseas Filipinos and local institutions. Training participants recommended that the good practices should be disseminated more widely. The publication was supported by the Commission on Filipinos Overseas. Two other publications will be ready in the latter part of 2010, namely, a book collating the highlights and lessons learned from the MAPID Project, and as mentioned earlier, a book based on the MAPID research in the Philippines. Dissemination forums are scheduled in August in the Philippines; September in Spain, and December in Italy. In the Philippines, following the policy summit, there will be three dissemination forums, one in each region – Luzon (Naga City), Visayas (Cebu City), and Mindanao (Davao City). The regional forums were added in response to the suggestion of training participants. Policy briefs addressed to specific audiences (policymakers in the Philippines, policymakers in Italy, policymakers in Spain, Filipino migrants' associations, and civil society and international organizations) and features stories highlighting lessons learned from the MAPID Project will be disseminated before the end of 2010. The training materials, reports and publications of the project had been or will be uploaded to the MAPID website hosted by the Scalabrini Migration Center (www.smc.org.ph/MAPID).

RESEARCH HIGHLIGHTS

From the origin country, following are major findings culled from the research in the Philippines:

International migration is discussed in a limited way in the national development plan.

→ The *Medium Term Philippine Development Plan, 2004-2010* and its updated version, 2008-2010, do include international migration, but it is framed in terms of facilitating deployment to meet the one-million mark and insuring safeguards to protect OFWs and their families. Migration is included in the discussion in the chapters on trade, labor and foreign policy. Given the primary importance of jobs creation in the plan's ten-point agenda, international migration is largely seen as one of the strategies to generate jobs.

International migration is missing in regional and local development plans; migration structures and data systems are weak or non-existent in local government units.

→ A review of regional and local development plans in the regions, provinces and cities/municipalities covered by the MAPID research revealed that international migration has not been mentioned in development policies and plans. At the regional and local levels, migration is grossly overlooked in the policies and programs of government institutions.

At the sub-national levels, migration data are not available and offices or personnel dedicated to migration issues are virtually non-existent.[3] Only a handful of local government units have established an office or center dedicated to address OFWs' concerns. Also, only a few have some programs on migration and development. Where some local government units have assigned a staff to deal with migration-related issues, usually this would be the Public Employment Service Officer, whose "migration" work is organizing job fairs. Interviews with the leagues of local governments (provinces, cities and municipalities) confirmed that migration and development was not on the agenda of local government units.

Without intending to, the MAPID research raised awareness about migration and development issues among the respondents.

Representatives of development agencies called for more comprehensive migration and development policies.

→ Interviewed government officials at various levels expected continuing international migration in the future. Officials of national migration agencies saw the role of the government as facilitating the migration of Filipinos seeking work abroad. They tended to view labor migration as part of globalization and they were likely to point out that migration was a right. Those representing development agencies felt that the existing migration policies are too economistic. Moreover, some opined that the government passively accepts the terms set by the receiving countries – some respondents urged the government to negotiate for development contributions by countries recruiting Filipino workers. The memorandum of agreement the Philippines recently signed with some provinces in Canada includes a

[3] For these reasons, MAPID researchers documented cases of migrant giving, migrants' investments and cooperation between local institutions and overseas Filipinos from interviews and engaging in "patanong-tanong" (asking around). Local government offices did not have records or data concerning these matters.

The Balik-Scientist Program of the Department of Science and Technology is the main scheme for tapping the contributions of overseas Filipinos to knowledge transfer. The long running program has been revamped in recent years in an effort to attract more scientific talent to share their expertise with their homeland. So far, grantees of the program had been few in number. Since visiting scientists do not normally stay for a long period of time, some institutional interventions on how to facilitate, retain and nurture the transfer of knowledge would be necessary. For example, the formation of a core team of local counterparts working with the visiting scientist may be set up to insure continuity. Also, mentoring-across-the miles is now possible through the Internet.

As it is envisioned, the National Reintegration Center for OFWs (NCRO) also has a window to encourage knowledge and skills transfer of returning OFWs. However, like other programs under the umbrella of the NCRO, the implementation of the skills transfer component is not spelled out. Nonetheless, the idea to harness the contributions of returning OFWs who have gained expertise and experience in various factors should be looked into. This will expand the brain gain beyond the Balik-Scientist Program to include other returning talents. In the case of returning OFWs, the possibilities for mentoring and sustaining the process of knowledge and skills transfer will benefit from the presence of return migrants. Several strategies must be developed in order to reach returning OFWs – e.g., establishing and designating an office that will handle the registration of returning OFWs who wish to participate in knowledge transfer programs, linking with professional organizations and alumni associations, or involving local governments.

China's successful knowledge transfer schemes involve the participation of the private sector and local governments. In the brain gain schemes implemented in the Philippines thus far, the main driver has been national government agencies with little or no participation by local governments.

- To rethink or to elaborate the mission and approach of Philippine Foreign Service Posts in light of the profile of overseas Filipinos and their conditions in the destination countries

Outside of the national borders, the Philippine Foreign Service Posts are the face of the Philippine government. As provided in RA 8042 (and its amendments, RA 9422 and RA 10022), the protection and welfare of

ment? Is there a need to establish a specific agency that will oversee and coordinate all international migration-related policy matters and programs?

India, which has a diaspora population of 20-25 million, created the Ministry of Overseas Indian Affairs in 2004 for the purpose of connecting the Indian diaspora to the homeland. The ministry is organized into four functional service divisions: Diaspora Services (deals with matters concerning overseas Indians which are not covered by other ministries or other divisions within the Ministry of Overseas Indian Affairs), Emigration Services (in charge of policies, programs and services concerning labor migration), Financial Services (promotes investments in India by overseas Indians), and Management Services (deals with the management of ministry staff).

- To promote awareness of the migration-development nexus in local government units and support capacity building programs to enable them to manage migration and development

Local governments are important links in realizing the development contributions of migration. So far, these links are largely non-existent or very weak as indicated by the lack of appreciation for migration in local development plans and the informal, ad hoc approach to requests for assistance by OFWs and their families or offers of assistance by overseas Filipinos. As the locale where migrants originate and where many return to or visit, local governments are at the forefront for the delivery of programs and services, such as pre-employment and pre-departure information programs, anti-illegal recruitment campaigns, anti-trafficking drives, assistance to OFW families, and reintegration programs. Unless links, dialogue and cooperation are forged with local governments, "national" migration-related programs will remain ideas.

Awareness raising about migration and development issues for local chief executives and capacity building of planning and development units in local governments are essential to obtain the interest and cooperation of local governments as partners in migration and development programs.

- To explore and institute mechanisms for effective and sustainable knowledge and skills transfer

provision to support human resource development in the Philippines, targeting youth training and/or reintegration of returning OFWs. These Interviews with government officials, however, indicate that this support is eventually in keeping with providing trained workers for foreign markets. ("The Philippines wants foreign governments to give something to the country also because eventually, our students will work for them after they graduate here and that they will be the beneficiaries of our work. Thus, they might as well invest in us." – Interview)

The development impact of migration is largely seen in terms of remittances – but concerns over social costs are widespread.

→ Almost all respondents promptly mentioned remittances as evidence of the contribution of migration to development. While they acknowledged that remittances have made it possible for OFW families to construct houses and to ensure a bright future for their children, they also expressed worries over families becoming dependent on remittances. The extended separation of OFWs and their family members also caused anxieties about its (perceived) damaging effect on marriages and parent-child relations. Viewing migration as a necessity because of the lack of jobs or low income in the Philippines, respondents expressed concern about the conditions of OFWs have to bear while they are abroad. Female migration was viewed with much apprehension because of reported abuses and the care crisis created in "left-behind" families, especially, the care of children. In the absence of an office or personnel responsible for migration concerns, local governments normally refer their OFW constituents who encountered problems to the Philippine Overseas Employment Administration or the Overseas Workers Welfare Administration.

In general, the contributions of social remittances – ideas, practices and social capital – to the Philippines were less recognized. This aspect can be explored further and can point to policy options other than the deployment of Filipino workers.

Informants stressed that the management of migration should also factor in social impacts and other consequences. Apart from deployment, the government should pay as much attention to the reintegration of returning workers.

For now, the migration of professionals is seen as a brain drain; brain gain is not yet in sight.

→ In view of the government's objective to deploy more highly skilled and professional migrants in the future, respondents were asked how they viewed

this type of migration. Some respondents observed that while highly skilled migration will bring in more remittances, their departure may erode the country's stock of qualified human resources. In the case of nurse migration, several key informants noted that the migration of more experienced nurses has led to a shortage of mentors and nurses with specialized skills. There is no shortage of entry level or new nurses. In fact, there is an oversupply of nurses that cannot be absorbed by the local market. There is also no shortage of teachers, but rather a lack of resources which constrains the Department of Education from hiring the required number of teachers.

As some respondents put it, highly skilled Filipinos cannot be prevented from leaving, partly because of the right to migrate and partly because of the limited capacity to retain them. According to them, what is important is to maintain links with those who have left and to encourage them to participate in knowledge transfer programs.

Return migration is not viable at this point; reintegration programs must be set in place.
Although many had concerns about the continuing outflow of Filipino workers, their conditions abroad and the immeasurable social costs attendant to labor migration, there was a consensus that it was not realistic to encourage return migration at this time – or until such time that the local economy can offer alternatives to overseas jobs. Many respondents wondered about the government's reintegration program.

Government agencies, NGOs and the private sector have initiatives on migration and development (i.e., initiatives other than those related to remittances).
→ Despite the absence of a migration and development framework, several initiatives tapping the development potentials of migration have been attempted by government agencies, NGOs and the private sector, some of which will be briefly cited here.

Government initiatives on migration and development tend to be geared towards brain gain and migrant giving. Among the brain gain schemes, the longest running is the Balik-Scientist Program under the Department of Science and Technology. Launched in 1975 to counter the brain drain of highly skilled and professional Filipinos, the program was revitalized in 2007 and modifications were introduced. In the same year, the program targeted to bring in 100 scientists by 2010 – as of 2008, 42 scientists had participated in the program. The Department of Foreign Affairs also initiated programs to connect with expatriate scientists. Together with the United Nations Development Programme, it implemented the Transfer of Technol-

to the Philippines must be pursued. Migration policies should also include international migration to the Philippines.

In the short-term (i.e., by June 2011), MAPID proposes that each government agency draft a vision and strategy paper on migration and development, which will then form the basis for a coordinated national migration and development plan. The same exercise is also proposed for local government units, particularly provinces that are significantly affected by international migration.

- To cultivate and strengthen the coordination of migration and development policies involving different agencies and institutions operating at different levels

The National Economic Development Authority is the designated government entity with the mandate to coordinate development planning. When it comes to migration, various agencies are involved, each with a specific mandate. For labor migration, the main agencies are the Department of Labor and Employment (and the Philippine Overseas Employment Administration and Overseas Workers Welfare Administration) and the Department of Foreign Affairs (largely, the Office of the Undersecretary of Migrant Workers Affairs; for permanent settlers, the main agency is the Commission on Filipinos Overseas; for international migrants coming to the country, the agency responsible is the Bureau of Immigration.

The Philippines has made some headway in setting a system for collecting a variety of labor migration data and stock estimates of overseas Filipinos, there remain significant data gaps, such as data on return migration. Also, the coordination and harmonization of different data collection systems could stand some improvement. A national migration survey (which will also include internal migration) has not been undertaken. It is time to have one baseline migration survey, which may be supplemented by smaller, more focused follow up studies in the future.

The MAPID research in the Philippines has confirmed that the involvement of different government agencies in international migration is bounded by departmental mandates. Crossing departmental borders to deal with migration per se is already a challenge; adding migration and development into the picture will confound the challenge. Which government agency will be the lead agency in migration and develop-

CHARTING FUTURE ACTION

Many implications for policy, advocacy, research and capacity building were brought to light by the MAPID Project. Following is a shortlist of recommendations:

- To integrate international migration in the formulation and implementation of national, regional and local development plans; similarly, development plans must be informed by the opportunities and threats to development posed by different types of migration

Given the magnitude and significance of the 8.1 million-strong overseas Filipino population, international migration issues cannot be ignored in policymaking in the Philippines. The different profiles, migration histories and destination contexts of overseas Filipinos have varying development implications.

The government is enjoined to review its labor deployment policy and to situate it in the context of national, regional and local development plans. Continuing deployment policy and worker protection strategy will relegate the country to being the training ground of workers for the global labor market; it is an approach that will render the Philippines hostage to external factors. The reliance on overseas employment will also result in the neglect of the needs of the domestic market. The oversupply of seafarers and nurses in the country and the short supply of meteorologists and pilots is symptomatic of the distortions this policy has unwittingly created in the domestic front. This example underscores the need to know the country's current and projected human resource profile and the skills needed by the various economic sectors. This will require synergy involving different government agencies, notably the National Economic Development Authority Department of Education, Commission on Higher Education, Department of Labor and Employment and Department of Trade and Industry. Interagency coordination is important, but the coordination should also extend to other stakeholders, such as the academe, the private sector and other relevant actors and institutions.

Other than labor deployment, the return migration of OFWs should receive more attention and focus, starting with the collection of basic data on return migrants. Maintaining links with permanent settlers and improving mechanisms to encourage their ties and contributions

ogy through Expatriate Nationals (TOKTEN) between 1988 and 1994. In 1987, the Department of Foreign Affairs set up the Science and Technology Council (STAC), a program which encourages the formation of organizations by Filipino scientists based abroad, who may be tapped to contribute to knowledge transfer to the Philippines.

The Commission on Filipinos Overseas introduced the *Lingkod sa Kapwa Pilipino* (Service to Fellow Filipinos) or Linkapil Program in 1989, a matching program wherein the resources donated by Filipino associations overseas, mostly US-based, are channeled to projects that benefit populations and communities in need. From 1990 to 2009, Linkapil has received donations amounting to PHP2.350 billion, which has benefited an estimated 14.6 million people throughout the country. Donations coursed through Linkapil have supported relief, humanitarian, health and education-related programs. By comparison, livelihood projects – which are most needed – are less popular with donors. Consultations with donors and other stakeholders and an assessment of the Linkapil Program identified areas for improvement.[4]

In 2003, the Department of Labor and Employment, in partnership with the Department of Education, the Department of Foreign Affairs, and the Filipino-Chinese Chamber of Commerce, launched the Classroom Galing sa Mamamayang Pilipino Abroad (CGMA), a project encouraging overseas Filipinos to sponsor the renovation or construction of much-needed classrooms in the country's public schools. The program aimed to build 10,000 classrooms by June 2004. As of the 31 August 2008 update, the program had built 568 classrooms. The status of the program is uncertain.

Civil society groups such as the Migrant Forum in Asia and Unlad Kabayan Migrant Services Foundation developed programs to encourage the formation of migrant savings groups and social enterprise projects supported by migrants. Rooted in the realities of migration in Asia, these initiatives were motivated by preparing migrants for reintegration and providing an alternative to labor migration. Atikha Overseas Workers and Community Initiatives, Inc. pioneered the formation of savings groups among the children of OFWs and is also active in social enterprise development and financial literacy trainings for OFWs and their families. Several

[4] For more details, *see* Asis et al., eds. (2010), *Transnational Bridges: Migration, Development and Solidarity in the Philippines*. Manila: Scalabrini Migration Center and Commission on Filipinos Overseas.

NGOs, including migration-oriented ones and those in the development sector, have formed the Philippine Consortium on Migration and Development (Philcomdev) to cooperate on migration and development. Migration-oriented NGOs have traditionally worked in the area of promoting migrants' rights, and this will remain an important part of their mission. The focus on programs promoting the economic empowerment of migrants and their families is part of the search for solutions to tackle the root causes of migration.

In the private sector, Ayala Foundation USA was established in 2000 to generate funds and resources among US-based Filipinos to underwrite social development projects in the Philippines. The foundation serves as a bridge between US-based Filipinos who wish to donate to homeland projects and non-profit organizations in the Philippines in need of support. As a public charity registered with the US IRS, donors can avail of tax deductions for the donations coursed through the foundation.

MAPID discovered more examples of migrant giving, migrants' investments, and partnerships between overseas Filipinos and local institutions.[5]

→ MAPID documented cases of migrant-supported projects, successful investments, and different partnerships between overseas Filipinos and local institutions.

Migrant-supported projects include medical missions, scholarship programs, small infrastructure projects, housing, equipment support and livelihood. The donors consist of individuals, hometown associations (including a cyber community), regional associations, all-Filipino associations (i.e., the members originated from various parts of the Philippines), professional organizations (mostly doctors and/or nurses), and alumni associations. In general, most donors were US-based. Despite the less than ideal situations faced by OFWs, several OFW groups supported development projects. Their local partners include family members, NGOs, church-based organizations, academic institutions, media partners, and local governments. It is significant to note that beneficiaries and local institutions provide a counterpart to the funds and resources donated by overseas Filipinos. The local counterpart may be in the form of labor or personnel, office space, institutional support, or funds.

[5] For more details, see Asis et al., eds. (2010), *Transnational Bridges: Migration, Development and Solidarity in the Philippines*. Manila: Scalabrini Migration Center and Commission on Filipinos Overseas.

ganizations. In Milan, three migrants' associations banded together to submit a proposal to the call issued by the Municipality of Milan in November 2009. MAPID has also made available some funds to support post-training activities. In Milan, due to the request for further assistance in the preparation of project proposals, arrangements were made to continue the mentoring process – this involved additional meetings, discussions and workshops conducted by one of the resource persons, with Fondazione ISMU providing the venue for these gatherings.

In both Italy and Spain, the MAPID training programs provided an opportunity for the different organizations to come together and to learn from each other. In Spain, the training programs also helped to thresh out differences between some groups and MAPID inadvertently promoted the rebuilding of relationships. In Spain, participants proposed to work together on three projects: the conduct of a study on the second generation, the holding of a youth conference, and a conference of MAPID participants in Spain and Italy. For the first two initiatives, MAPID-Philippines provided some inputs during the project development phase; for the third one, the MAPID Project will provide support to the conference which will be held in Spain at the end of October – this will also be a venue to disseminate the conclusions, lessons learned and recommendations from the project.

In terms of building bridges between migrants' associations and Philippine government institutions, the training programs were stepping stones in this process. The transfer of information from the migrants to the government representatives and vice-versa helped in fostering understanding about the "other." In Italy and Spain, the training helped chip away the distrust migrants harbored towards government. The participants were pleasantly surprised to hear about some good practices by some government agencies. The participation of government representatives during the training – the Commission on Filipinos Overseas and the embassy or consulate officials – paved the way for dialogue. Many participants in the training programs indicated an interest to support development projects in the Philippines. In both countries, the training provided information about the Philippines and about the host countries that participants were previously were unaware of or did not fully understand. The participants in the Philippines were challenged to find ways to address the lack of trust in government institutions.

To realize the potentials of Filipino migrants' associations to be agents of change (if they wish to be), they have to address the problems that confront them and to connect with local institutions. The capacity building program was a step in this direction.

CAPACITY BUILDING HIGHLIGHTS

→ In the three countries, the training programs achieved more than building the capacity of participants to understand the complexity of formulating and implementing development projects involving transnational actors and institutions. In their evaluation, the participants had positive things to say about the training program in general and specific aspects of the training programs, such as materials and references, competence of the resource persons, relevance of the topics to their work, and usefulness of the workshops, among others. A great majority said that they will share the knowledge they have gained with their organizations or associations. Follow-up training programs were suggested. In sum, the seeds for building partnerships and networks were planted, various proposals for post-training activities and projects were presented by the participants, and some actions had been initiated.

In the Philippines, the participation of different agencies and different levels of government helped in expanding their views beyond the mandates of their organizations. The participants from the regional offices of the National Economic Development Authority committed to introduce migration and development issues in the upcoming meetings of their Regional Development Councils. Many participants expressed an interest to develop a system for collecting international migration-related data in their localities. The good practices already implemented by some local governments inspired other participants to consider similar programs in their communities, such as the setting up of OFW centers. They strongly suggested to hold awareness raising programs aimed at local chief executives. They also recommended the MAPID training program to be offered to other government agencies. Some NGOs which learned about MAPID had requested for copies of the MAPID training materials which they plan to use in their training programs.

In Italy, the participants in Milan and Rome agreed to have a regular meeting, to update each other of their activities and to plan coordinated projects. Realizing the importance of registering with the local authorities, several migrants' associations started the process of registering their or-

Like migrant giving, most investments put up by migrants were those made by permanent migrants, mainly those from the US. Most of the larger businesses (i.e., more capital intensive) were individual rather than group investments – examples are: commercial buildings (including a mall), hospitals, schools, medical transcription, review centers, cosmetics, IT consulting, transport cooperative, and hotels/resorts.

From the destination countries, following are selected findings from the research in Italy and Spain:

The profile of Filipino communities in Italy and Spain has diversified.
Filipino migration to Italy and Spain started at about the same time as the formal, government-initiated, largely male migration to the Gulf region in the 1970s. Until their regularization in Italy and Spain, Filipino migration to Italy and Spain was invisible for the most part because it was informal, spontaneous, and it involved the migration of women who found employment in the domestic work sector. Upon regularizing their status, they were able to bring their family members – which increases the share of males and the young generation – and they were able to visit the Philippines on a more regular basis. Although females comprised the majority of the Filipinos surveyed in the study, the gender composition is tending to be more balanced than it was in the past. Almost all respondents had a legal status in the two countries.

In terms of occupation though, most respondents in the survey were concentrated in domestic work; a few were working hotels, restaurants, or were self-employed cleaners. At least half of the surveyed respondents had some or completed a college education.

The profile of the Filipino population in Italy and Spain may not be representative of the Filipino population in Europe.

Respondents expected the younger generation to be more upwardly mobile.
Asked about the occupational prospects of their children or young Filipinos in Italy and Spain, most respondents expected the younger generation to move out of domestic work in the future. They saw the education as the vehicle that will provide young Filipinos with other occupational options. Particularly in Italy, there were indications of parents investing heavily in the education of their children.

At the time of interview in 2008, most respondents were satisfied with their work – 80 percent in Italy and 50 percent in Spain – for practical

reasons: they earn, they can help their families in the Philippines, they have a good employer. There were, however, some indications of dissatisfaction or regret in not being to work at a job that they were trained for. About half of the respondents in Spain were interested in looking for other work compared with about 38 percent in Italy. In Spain, respondents reported a monthly total household income of 1000-3000 Euros while in Italy the range was 2000-3000 Euros. This household income represents the pooled earnings of all income earners, part of which is remitted to family members in the Philippines. The ability to support their "transnational families" is a major factor why majority of respondents considered their migration as a positive experience. Undertaken for economic reasons, for the great majority, the migration project enabled them to have a better life.

Identification with the Philippines remains strong, although it is mostly cemented by family ties.
Most respondents identified themselves as Filipinos rather than Filipino-Italian/Spanish, or Italian/Spanish-Filipino or mostly Italian/Spanish. The ties with the Philippines are maintained via remittances, regular visits, and exchange of information. Most kept up with news and events in the Philippines, mainly relying on family and friends as sources of information and frequent visits to the Philippines. Calls, the use of Internet and SMS have become the most common means of communicating with their families in Philippines. Filipinos in Spain were more likely to regard Spain as their second home whereas more Filipinos in Italy (60 percent) said they felt more at home in the Philippines. The latter group also tended to have more children left behind in the home country.

Only about 20 percent in Spain and 28 percent in Italy participated in absentee voting – the majority did not register or were not interested to register because they did not see the exercise as meaningful or they had become Italian or Spanish citizens.

The low level of voting by Filipinos in Italy and Spain is not that different from the general pattern. Absentee voting has been implemented in the national elections in 2004, 2007and 2010. Although the number of registered voters had increased over the years, voter turnout has not been encouraging: 65 percent in 2004, 16.2 percent in 2007, and 27 percent in 2010.

Filipinos in Italy and Spain are regarded positively by the local population – but they are largely invisible in the public life of their host countries.

Filipinos generally enjoy a good reputation in both countries, where they are perceived as reliable, trustworthy, and as a group that does not create problems. Filipinos have low unemployment rates and low crime rates. For the most part, Filipinos keep to themselves or to Filipino associations, rarely venturing outside of the Filipino community – except contact and engagement with the Catholic Church – to interact with the local society or with other migrant communities. Due to this tendency, many Filipinos lack mastery in Italian or Spanish, which poses a barrier to their access to other opportunities. Interviews with representatives of Italian or Spanish institutions confirmed the low representation of Filipinos in their programs.

There is a strong potential for migrant giving; there is also some interest in investing back home.
At the time of interview, some respondents reported having supported some projects in the Philippines, most of which were for disaster relief. Asked about future involvement, many expressed the desire to help or support development projects. But lingering fears about corruption, red tape and distrust of government institutions surfaced.

Similarly, at the time of interview, few respondents had actually invested back home – but about one in five had entertained thoughts of investing in the Philippines in the future.

Filipino associations are mainly solidarity groups providing support to their members – with assistance, they may become agents of change.
In Italy, more than 120 Filipino migrants' associations were identified; in Spain, there were about 60 throughout the country. Of the total, a selected few were interviewed, especially those which were based in the research sites: 40 in Italy (20 each in Rome and Milan), and 10 in Spain (6 in Barcelona and 4 in Madrid). Based on the information gathered about these associations, they may be classified into: faith-based, hometown or place-based, cultural, or sports/recreational.

Regardless of the nature of the associations, they shared some commonalities: they are largely run by volunteers, they mainly serve the purpose of fostering camaraderie and providing support to their members, they are largely underfunded, they are beset by internal conflicts, and they have limited engagement with institutions of the host societies. Despite these limitations, they had had some involvement in supporting relief aid in the Philippines – in Italy, 30 percent had received requests of support for community projects, of which some 40 percent had provided actual support. Moreover, they have a strong sense of solidarity with those in need in the Philippines.