



Social Protection and Climate Change

How did the Philippines combine emergency relief with lasting protection after Haiyan?

In the wake of Typhoon Haiyan, the Philippines' Integrated Livelihood and Emergency Employment Program (DILEEP) provided emergency employment opportunities to affected populations, and affiliated participants to several social insurance schemes. Nearly 80,000 programme participants received immediate relief after the typhoon struck in 2013, and were enrolled in the national health and employment injury insurance schemes.

1

The Philippines is one of the most vulnerable countries to natural disasters in the world.

Approximately 20 typhoons strike the Philippines every year, affecting millions of people and their livelihoods. When super Typhoon Haiyan struck the country in 2013, it killed 7,000 people and affected the livelihoods of 5.9 million workers.

2

After Typhoon Haiyan, an emergency programme aimed to provide decent work opportunities to workers of the informal sector.

DILEEP was initially conceived as a response to the 2008 crisis. In the wake of Haiyan, however, the government targeted households affected by the storm. Workers of the informal sector, often among the most vulnerable, were specifically targeted.

3

The programme combines immediate cash assistance with longer-term protections for participants.

DILEEP was initially conceived as a response to the 2008 crisis. It ensures that public works are decent work, affiliating beneficiaries to national health and employment injury insurance schemes as a condition of participation.

4

But greater coordination at the implementation level of emergency-response initiatives is needed.

The execution of DILEEP following Typhoon Haiyan benefited greatly from the pre-existing administrative capacities it had as a post-2008 crisis initiative. But there is a need to increase operational coordination between the many interventions targeting disaster victims.

1 Vulnerability to disasters and high unemployment

The Philippines is one of the most vulnerable countries to natural disasters in the world; on average, 20 typhoons strike the country every year, affecting millions of people and their livelihoods. Despite strong GDP growth (7.2 per cent in 2013), it has high unemployment and underemployment, which were recorded at 6.8 per cent and 18.4 per cent, respectively, in 2014. The benefits of growth have not been distributed evenly and Filipino society is highly inequitable, with 25.8 per cent of the population considered poor and 41.6 per cent vulnerably employed as of July 2014 (PSA, 2014).

In light of the high vulnerability to socio-economic risks and natural disasters, the Philippine Government prioritizes the provision of social protection and the reduction of poverty and inequality. The Philippine Development Plan 2011-2016 includes the provision of disaster sensitive social protection, employment and income support to affected people, which is provided through DILEEP, as depicted in the figure below.

DILEEP was initiated in 2009 in response to the global economic crisis. It aims to restore

livelihoods and provide immediate social protection to vulnerable, unemployed, underemployed, and displaced workers, and survivors of calamities. This is done by providing short-term employment in infrastructure and non-infrastructure projects involving the clearance of debris, rebuilding of roads and shelters, reforestation, coastal resource management, and other work. DILEEP also assists self-employed people by facilitating their access to credit and training (ILO, 2014).

2 Rebuilding decent employment and livelihoods

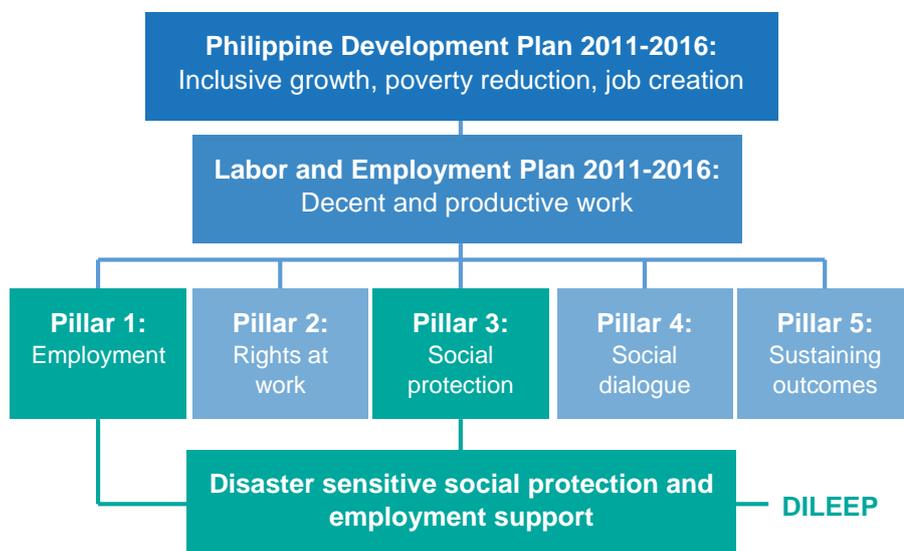
Typhoon Haiyan, one of the strongest typhoons to have ever made landfall, struck the central Philippines in November 2013, wiping out the lives of over 7,000 people and affecting the livelihoods of 5.9 million workers, 2.6 million of whom were already vulnerably employed and living at or near the poverty line (ILO, 2013). Typhoon Hagupit made landfall in the Philippines in December 2014, causing one million evacuations and destroying significant infrastructure.

In the aftermath of the typhoons, DILEEP was swiftly put into place by the Department of Labor and Employment (DOLE) in cooperation with the ILO, the Department of Social Welfare and Development (DSWD), and other government agencies. The work performed by typhoon victims included cleaning and repairing public infrastructure and buildings, unclogging canals, and clearing and sorting debris. The goal was to enable people to rebuild their communities while simultaneously being granted social protection and temporary income support.

The ILO provides technical and financial assistance to DOLE

DILEEP combines several pillars of the country's efforts to generate decent and productive work.

Schema of the Philippines' various development and employment objectives



and works with the programme to ensure that beneficiaries of DILEEP are not only paid at the prevailing regional minimum wage, but also given access to health insurance through the national PhilHealth programme, accident insurance through the Government Service Insurance System (GSIS), orientation on occupational safety and health (OSH), and access to Training for Work Scholarships. PhilHealth and GSIS contributions are paid by the Government (ILO, 2014). In this way, DILEEP follows a rights-based approach to decent working conditions while supporting beneficiaries in their search for better livelihood opportunities.

DILEEP is an umbrella programme that consists of several interventions targeted at specific vulnerable groups, including displaced workers, fishermen, women workers, and persons with disabilities. The major interventions include: Tulong Pang kabuhayan sa Ating Disadvantaged Workers (TUPAD), which provides wage employment for 10 to 30 days to every beneficiary and social protection, Integrated Services for Livelihood Advancement which gives working capital to seaweed farmers and fishermen, Kabuhayan for managing employment under non-infrastructure projects, and Entrepreneurship Development Assistance and others (ILO, 2014).

DOLE is the main department in charge of DILEEP. Due to the geographical nature of the country, the population is widely dispersed across its 7,000 islands, making it necessary for DOLE to coordinate with its regional offices and accredited co-partners in implementing social protection programmes. Accredited co-partners include local government units (LGUs), government and non-government organizations, and civil society organizations that have undergone a verification process (ILO, 2014).

DILEEP assisted 79,655 people who were affected by Typhoon Haiyan (DOLE, 2014). Data on the number of projects and beneficiaries is recorded by DOLE and consolidated in the Community-based Employment Program (CBEP) Online Monitoring and Reporting System, which is a common monitoring system for all government-run projects.



Worker using protective equipment to clear and remove debris, as part of the ILO's emergency employment and 'cash-for-work' programmes - ILO response to Typhoon Haiyan (Yolanda), November 2013, Tacloban, Philippines.

DILEEP is backed by Executive and Department Orders. Funds are sourced from the government budget through the Adjustment Measures Program, and from external donors (ILO, 2014).

3

Measurable impacts on beneficiaries' lives

According to DOLE Secretary Rosalinda Dimapilis-Baldoz, DILEEP has had a considerable impact as 90 per cent of beneficiaries have seen increased incomes, while 45 per cent were able to generate employment out of their livelihood projects. Additionally, 417,009 informal sector workers who were supported by DILEEP between 2010 and 2014 are now self-employed and earning from their ventures (DOLE, 2014).

“Not just any work would do”

“Emergency employment was an important part of the Government's response. The standards ensure that worker-beneficiaries receive 100 per cent of the regional minimum wage, orientations on basic occupational safety and health, personal protective equipment and social insurance. This followed our shared conviction that not just any work would do; we need to maximize every effort to help our countrymen”.

- Benigno S. Aquino III, President of the Philippines

DILEEP helps rehabilitate communities and encourages and trains people to build sustainable community-based enterprises through the efficient use of locally available resources and raw materials. It also develops awareness of social security by enrolling the beneficiaries in PhilHealth and GSIS, while also introducing them to OSH.

4

Challenges and next steps

In the Philippines, there are many interventions targeting disaster victims with limited coordination between them. For instance, there is overlap in targeting of beneficiaries between DILEEP and DSWD's cash-for-work intervention. DSWD also operates other social assistance interventions, including conditional cash transfers, community-driven development, and entrepreneurial support. The implementation of these schemes needs to be harmonized with those run by DOLE.

Over the next two years, DOLE will improve the beneficiary identification system. This will be done through a comprehensive profiling of informal sector workers. The implementation is also expected to become more decentralized with greater expansion at the grassroots.

Guidelines for a “just transition”

In 2015, a tripartite meeting of experts set out to develop a set of guidelines to promote the move toward greener economies and societies while protecting people in the transition. The fourth guideline related to social protection policies (para. 34) suggests that countries “make use of employment guarantee schemes and public works that also enhance resilience to climate change, rehabilitate natural resources and create new productive and sustainable assets.”

The guidelines were later adopted by the ILO Governing Body in November 2015. The case of the Philippines documented in this brief provides an example to illustrate how the ILO guidelines can be applied and social protection policies used to ensure a “just transition.”

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