

DOLE's Integrated Livelihood and Emergency Employment Program



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Philippines

The Philippine Department of Labor and Employment's (DOLE) Integrated Livelihood and Emergency Employment Program (DILEEP) provides employment and entrepreneurship opportunities to displaced, disadvantaged, and unemployed workers.

A major component of the Philippine social protection system, DILEEP links disaster and climate risk management with social security and active labour market policies. It provides short-term wage employment and facilitates entrepreneurship for people affected by natural calamities and economic shocks, as well as enrolls beneficiaries in social insurance.

DILEEP responds to the President's Social Contract with the Filipino People 2011, which calls for veering away "from anti-poverty government programmes (...), to well-considered programmes that build capacity and create opportunities among the poor and the marginalized". DILEEP was implemented in the wake of Typhoon Haiyan and benefitted 79,655 affected workers.

National social protection floors (SPFs) guarantee access to essential health care and basic income security for children, persons of working age and older persons.

185 countries have adopted the Social Protection Floors Recommendation, 2012 (No. 202), an approach to achieve universal social protection.

This note presents a successful country experience of expanding social protection.



Main lessons learned

- DILEEP shows that social protection systems combined with employment programmes can help build the resilience of populations at risk of natural disasters.
- DILEEP promotes a comprehensive approach to decent work for workers in the informal sector. Beneficiaries are paid at the prevailing regional minimum wage, registered with social security and health insurance, and trained in workplace safety.
- DILEEP highlights that pre-existing administrative capacity of social protection and employment programmes can improve the readiness and ability of countries to set up emergency measures and reconstruction programmes in the event of natural disasters.
- DILEEP confirms that cooperation and coordination between government departments and local administrations is necessary to maximize outreach and effectiveness. This is an on-going effort in the Philippines which, as a nation, has adequate coordination at the policy level, but low coordination at the implementation level.

Social Protection in Action: Building Social Protection Floors

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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.



Source: DOLE and TWGC, 2013

The DOLE Integrated Livelihood and Emergency Employment Program 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. Decent employment and livelihood rebuilding

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 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.

“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 OSH, 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 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 Pangkabuhayan 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.

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 impact 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).

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.



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