



## EC provides • 2.0 million in urgent assistance for Ondoy victims

European Commission President Jose Manuel Barroso has written today (29 September) to President Gloria Macapagal Arroyo to offer to the President and to the people of the Philippines the sincere condolences, sympathy and solidarity of the European Commission with the families of the victims of Tropical Storm Ondoy.

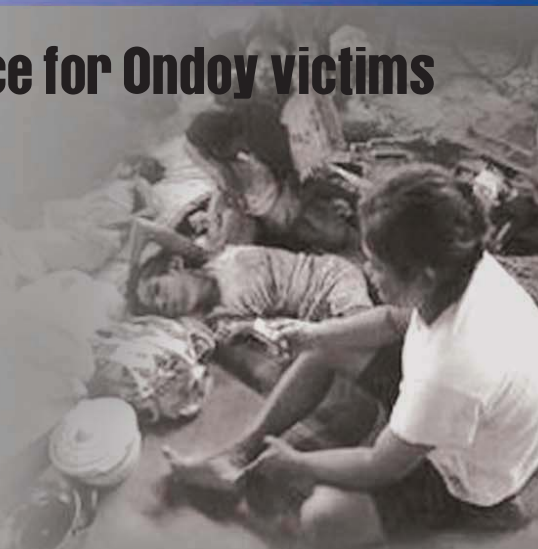
President Barroso said "It is with great sadness that I learned about the tragic consequences of the Tropical Storm Ondoy, and in particular of the loss of life as a consequence of the severity of the rainfall. On behalf of the European Commission and on my own behalf, allow me to offer you and the people of the Republic of the Philippines our sincere condolences and the expression of our deepest sympathy and solidarity with the families of the victims."

President  
Barroso

added that he has immediately dispatched an expert team to assess the humanitarian needs of the victims of the storm, and that the European Commission, through its Directorate-General for Humanitarian Aid (ECHO) has already earmarked an amount of •2.0 million (approx PHP 140 million) in urgent relief funding for the Philippines.

Ambassador Alistair MacDonald, Head of the EC Delegation in Manila, said "What I saw across Manila at the weekend, on television and with my own eyes, was a shocking illustration of how quickly a storm can bring tragedy in its wake. The volume of water brought by Ondoy has stretched the coping capacity of the affected towns and cities to the utmost, and the EC, together with other international partners, has responded quickly to the Government's appeal."

The Ambassador noted that this was the second humanitarian assistance grant which the EC had provided for the Philippines over the last few months (with a grant



of •3.0 million for internally-displaced persons in Mindanao approved in July 2009). The EC has also provided funding under its DIPECHO programme to help local authorities and civil society groups prepare for disasters – most recently, six projects received grants amounting to a total of •2.0 million under this programme in 2008.

## What you should know about EU immigration?

Facts and Figures by Eva Pastrana

### Immigration into the EU is a reality.

Today immigration represents around 3,8 % of the total population in the EU and since 2002 there have been between 1,5 and 2 million net arrivals per year in the Union.

During the last decade the European Union and its Member States have gradually established the foundations of a common legal framework on immigration and asylum, based on the milestones of the Tampere European Council conclusions of October 1999, reconfirmed by The Hague Programme of 2004.

In the years that followed, the EU migration policy debate achieved increased momentum and a number of different policy and legislative proposals have been adopted in the area of legal migration, illegal migration and asylum policy, and several legislative acts are currently under discussion.

In 2008, two very important framework communications were adopted, one covering the Common Migration Policy and a second concerning the Common Asylum System.

The Communication on "A Common Immigration Policy for Europe" (June 2008) proposed ten basic principles for improved migration governance. These ten common principles cover the broad spectrum of the immigration policies:

### Prosperity and Immigration:

- 1 – Clear rules and a level playing field;
- 2 – Matching skills and needs;
- 3 – Integration is the key to successful immigration.

### Solidarity and Immigration:

- 4 – Transparency, trust and cooperation;
- 5 – Effective and coherent use of available means;
- 6 – Partnership with third-countries.

### Security and Immigration:

- 7 – A visa policy that serves the interests of Europe;
- 8 – Integrated border management;

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Delegation of  
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# Upward Trend in Labour Migration Continues

In the last 30 years, labour migration has become further institutionalised in the Philippines and the different administrations have increasingly encouraged the out-migration of Filipino labour migrants. In anticipation of better domestic economic prospects, labour migration is conceived as a temporary measure to address pressing unemployment and balance-of-payments issues. The country has the highest number of migrant workers departing annually in the South East Asia region, with Overseas Filipino Workers (OFW) being considered as the country's modern day heroes. About 8.7 million of OFW deployed in 239 countries or territories — nearly 10% of the country's 90 million people — sent remittances worth about US\$ 16.4 billion (over 10% of GDP) in 2008. Within this amount, Filipinos based in Europe remitted about \$2.6 billion. As a comparison, a few years back, in 2004, the Philippines remittances amounted to \$11 billion, of which \$1.3 billion came from Europe. From 1975 to 2007, the country received over \$120 billion in cash remittances through the formal banking system<sup>1</sup>.

The main sectors for employment for OFWs are: the seafaring industry, health industry and domestic work. The female migration has increased with the majority being employed in unregulated sectors such as domestic work and 'entertainment,' but also in factory work, sales, and nursing.

Nearly 1.3 million documented and skilled OFWs<sup>2</sup>, both in the newly hired and rehired classifications, were deployed in 2008, meeting a self-set goal by the Government. According to the Commission on Filipinos Overseas, in 2007 there were almost 954,000 Overseas Filipinos (OF) in Europe; of whom 285,000 permanent residents, 556,000 temporary resi-

dents, and 113,000 "irregular" (ie those not properly documented or without valid residence or work permits, or who are overstaying)<sup>3</sup>. This represents 10.9% or all OF worldwide, and about 7.7% of all permanent or resident OF, 13.4% of all temporary OF, and 12.6% of all irregulars. From the EU perspective, OF represent around 5% of the 18.5 million 3<sup>rd</sup>-country nationals on EU soil. The preferred EU MS destinations are: UK (203,000), followed by Italy (120,000), Germany (54,000) France (47,000) and Spain (42,000)<sup>4</sup>. Prime destinations for Filipino doctors and nurses are UK and Ireland. Europe is the fourth regional destination of skilled, documented OFWs after America (including Canada, USA and Trust Territories; leading region for permanent migrants), Middle East and Asia (top regions for temporary migrants). Globally, Germany, Italy, UK and Spain ranked, respectively, as the 5<sup>th</sup>, 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> destinations among the Top 10 OF destinations in 2008. Spain, Ireland and the Benelux countries are also emerging as host destinations of documented OFWs.

The reason for the upward trend in labour migration is manifold, including the increasing demand for migrant workers worldwide, the search for higher wages and better living standards and the good reputation established by Filipino migrant workers. The main "push" factors are persisting economic challenges, unemployment, poverty and political instability, but also the institutionalisation of migration and the development of a 'culture of migration' in the Philippines play an important role.

The Government, through an array of agencies, supports the interests of OFW in securing jobs and markets abroad but encounters difficulties in effectively protecting them against abuse and human rights

The European Commission expresses its sympathy, support and solidarity with the Filipino people following the rage of typhoon Ondoy.

No less than the President of the EC, Mr Jose Manuel Barroso, has sent his message of sympathy to Philippine President Gloria Macapagal Arroyo last 29 September 2009. A total of two million euros has been allocated for the typhoon victims.

Meanwhile, the EU News focuses on migration for its theme this quarter in view of the many pressing issues and concerns surrounding this subject.

We hope that you will all be enlightened with the EU migration policies, directives and current initiatives to promote legal migration.

Thanks are due to our partners for having contributed articles.

The next theme for December 2009 is human rights in celebration of the Human Rights Month in December.

Articles with accompanying jpeg articles maybe submitted to [DELEGATION-PHILIPPINES@ec.europa.eu](mailto:DELEGATION-PHILIPPINES@ec.europa.eu) on or before 16 November 2009.

THELMA GECOLEA

violations. There are more than 1,000 government-licensed recruitment agencies and direct hiring is punished by life imprisonment; however a high number of unlicensed recruitment agencies operate nationwide. In 2007, the Philippine Overseas Employment Agency (POEA) filed 469 administrative cases against licensed labour recruiters who used fraudulent deceptive offers to entice jobseekers abroad or imposed inappropriately high or illegal fees on prospective employees.

Excessive placement fees, contract substitution, non payment or delayed wages, difficult working conditions and social integration in host societies are common problems encountered by migrant workers, including legal ones. Women are particularly vulnerable. The mass export of labour is also exacerbating social problems in the Philippines, affecting relatives left behind, especially children.

The Philippines has been identified as a source, transit, and destination country for internationally trafficked persons, but also the internal trafficking seems to be on the increase. The government and NGO estimates on the number of women trafficked range from 300,000 to 400,000 and the number of children trafficked range from 60,000 to 100,000. In spite of the 2003 Anti-trafficking law, 12 conviction cases as of May 2009 and more than 100 ongoing prosecutions for trafficking, the Philippines continues to be placed in Tier 2 in the 2008 US Watch list. Women and children are trafficked from poor communities in the Visayas and



The OFW lane at the POEA office. (Photo Credit: www.ofw.com)

- 9 – Step up fight against illegal immigration and zero tolerance for trafficking in human beings;
- 10 – Sustainable and effective return policies.

The Communication on a “Policy Plan on Asylum – an integrated approach to protection across the EU” (June 2008), provides for the architecture of the second phase of the Common European Asylum System (CEAS). The first phase of the CEAS (1999-2004) saw the adoption of an important number of legal instruments establishing common minimum standards in areas such as reception conditions for asylum seekers, asylum procedures and the requirements to qualify as a person needing international protection, as well as rules for the determination of the Member State responsible for an asylum application (the so called Dublin system).

The Policy Plan proposes to improve definition at EU of standards for protection, in order to achieve the ambitious objectives set out in the Hague Programme, by amending the existing legal instruments.

These basic principles of cooperation in the field of migration and asylum are now incorporated into the **European Pact on Immigration and Asylum**, adopted by the European Council on 15-16 October.

The Pact expresses the commitment of the EU and its Member States to conduct a fair, effective and consistent policy for the challenges and opportunities of migration. The Pact will henceforth form the basis, for the Union and its Member States, of a common immigration and asylum policy, guided by a spirit of solidarity between Member States and cooperation with third countries.

This common policy must be founded on proper management of migratory flows, in the interests not only of the host countries but also of the countries of origin and of the migrants themselves.

The Commission and the EU Member States are fully committed to protect the rights of migrants in the framework of this policy initiative.

The Pact covers five main issue areas, which correspond to those covered by the two Communications, namely:

- Organizing legal economic migration
- The fight against illegal migration
- Improving external border controls
- Safeguarding European asylum
- Partnership cooperation with third countries

Implementation of the Pact will be the subject of an annual debate starting with the European Council in June 2010.

### Legislative proposals

In order to achieve the ambitious agenda set up within the above-mentioned policy documents, the EU is continuously working on several legislative proposals in a number of migration-related areas. This broad “legislation package” includes legislative proposals in areas such as **promotion of legal migration** (the skilled workers / Blue Card directive<sup>1</sup>, a common set of rights for 3<sup>rd</sup> country workers, migrant’s integration in host societies, family reunification, seasonal workers, intra-corporate trans-



EU Lively Event: Participants at the launch of the innovative immigration educational toolkit in Brussels.  
© UNHCR/N.Ral

ferees and remunerated trainees etc.), as well as on **prevention of illegal migration** (improving border management and security, sanctions against the employers of irregular immigrants, the return directive etc.). A number of policies and programs have also been developed to make **migration work for development**: (transfer of skills and remittances, working with diaspora, improving migration statistics, preventing brain-drain etc.)

### 1. Return Directive (establishing common EU rules on the deportation of illegal immigrants)

Return is an important part of a common Immigration and Asylum Policy. The objective of the Return Directive is to provide for clear, transparent and fair common rules concerning return, removal, use of coercive measures, detention and re-entry, which take into full account the respect for human rights and fundamental freedoms of the persons concerned.

With this proposal, the European Union and its Member States offer a high level of protection to all migrants who are subject of return procedures

The purpose of the legislation is to lay down EU-wide rules and procedures on the return of illegal immigrants. It covers periods of custody as well as re-entry bans but also includes a number of legal safeguards. Member States will be banned from applying harsher rules to illegal immigrants but allowed to keep or adopt more generous rules. In any case, this EU legislation applies only after a decision has been taken by the national authorities to deport an illegal immigrant: each Member State retains the power to decide in the first place whether it wishes to regularise or deport the immigrant.

### 2. Employers Sanctions Directive

On 4 February 2009, the European Parliament adopted the legislative resolution on the crackdown on employers of illegal immigrants.

The “sanctions directive” would introduce minimum penalties at European level against employers of illegal immigrants. Employers could be fined, forced to pay wages in arrears at legal levels or even banned for up to five years from bidding for public sector contracts or from receiving state aid – whether national or European.

The directive would also lay down criminal law penalties against employers for repeat offences, where a large number of people in an irregular situation are employed, where the working conditions are exploitative, where the employee is a victim of human trafficking and this is known to the employer, or if the employee is a minor.

An employer who is found guilty must also refund any state aid received the previous year and pay a graduated fine according to the number of illegal immigrants employed. In addition, he must pay a sum equal to the amount of taxes and other levies he would have paid if the worker had been employed legally and, where applicable, the cost of returning the migrant.

MEPs successfully argued that Member States should establish lower financial penalties for people using clandestine immigrants as domestic staff, provided the working conditions are not exploitative.

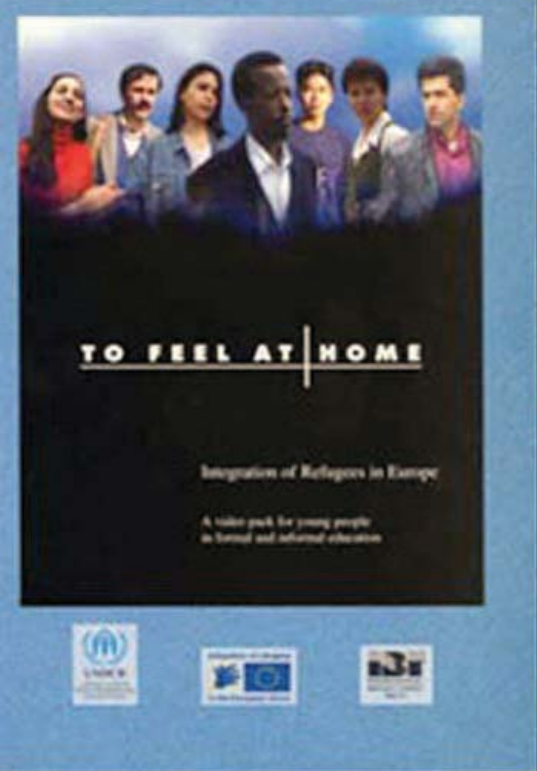
Parliament also wants Member States to set up mechanisms to enable illegal immigrants to lodge complaints. Third parties designated by Member States, such as voluntary bodies or trade unions, should be allowed to report a guilty employer without running the risk of being subsequently taken to court for assisting someone to stay in the country illegally. Irregular immigrants will, if they cooperate with the legal action against their employer, be able to get a temporary residence permit.

If the guilty employer is a subcontractor, the contracting firm must also be held liable, and even fully liable if it turns out that the contracting employer knew the subcontractor was acting illegally. A list of employers who have infringed the directive may be made public – another successful demand by MEPs.

The Member States are asked to conduct effective inspections sufficiently frequently to check on the employment of non-EU nationals in an irregular situation. They must also require employers to check that their non-EU employees have a valid residence permit and inform a national authority of any new recruitment of non-EU nationals.

The UK government supports the general purpose of the draft directive as part of the wider fight against illegal immigration. Nevertheless, it has a number of concerns and has not opted-in to this directive.

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*To Feel at Home was developed in association with the European Commission as part of UNHCR's public awareness campaign on the integration of refugees in the European Union. The kit aims to raise awareness about the settlement of refugees in Europe and explores concepts such as human rights, social responsibility and justice.*

What you should know...from page 3

Once adopted, published and entered into force, the Member States will have two years to transpose the directive into national law.

### 3. Blue Card Directive (Admission of highly skilled immigrants)

The Council adopted the Directive on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment, the so-called 'Blue Card' Directive, on 25 May 2009, based on the Commission proposal submitted in October 2007 and taking into account the European Parliament's opinion of November 2008. Countries opting out are UK, Ireland and Denmark.: *The timing of the adoption sends the signal that "irrespective of economic ups and downs, such (highly qualified) immigrants are always welcome in the EU," citing Commissioner Barrot.*

In order to support Member States' and EU companies' efforts to fill gaps in their labour markets that cannot be filled by EU nationals, the so-called "Blue Card Directive" lays down attractive conditions for entry and residence of third-country nationals for highly qualified employment. It is designed not only to strengthen competitiveness under the Lisbon strategy, but also to limit the brain drain.

This Directive aims to make Europe attractive and to meet requirements for skilled labour by establishing a flexible common fast-track procedure for issuing a special residence and work permit (the EU Blue Card) to highly qualified immigrants.

The EU Blue Card will facilitate access to the labour market to Third-country nationals who satisfy the conditions laid down in the Directive and will entitle them to a series of socio-economic rights and attractive conditions for family reunification and movement across the EU.

Under the Directive, they will also be eligible for equal treatment with nationals of the Member State issuing the Blue Card, as regards: working conditions, including pay and dismissal; freedom of association; education, training and recognition of qualifications; a number of provisions in national law regarding social security and pensions; access to goods and services, including procedures for obtaining housing, information and counselling services; and free access to the entire territory of the member state concerned within the limits provided for by national law.

The EU Blue Card Directive lays down a harmonized admission procedure based on common criteria: a work contract, professional qualifications and a minimum salary level which has to be at least 1.5 of the annual average wage with a possible derogation to 1.2 of the annual average wage for professions in need. Third-country nationals can apply from within or outside the European Union. Access to the general labour market in the first Member State is subject to restrictions for an initial period of two years after which holders of an "EU Blue Card" can move to a second Member State for highly qualified work under certain conditions. They can also benefit from much more favorable family reunification rules and acquire long-term residents status more easily. Ethical recruitment provisions have been included to limit active recruitments by Member States in developing countries already suffering from serious brain drain.

The solution is not to ignore the needs for immigration of highly qualified workers – which will anyway take place at Member States' level – but to devise tailored solutions to avoid brain drain of highly qualified workers in sectors and countries where this would have serious negative repercussions on the development of the countries of origin, especially in Africa.

Provisions for facilitating circular migration have also been proposed, so to allow Blue Card holders to go back to their countries of origin to work, to perform voluntary service or to study, without losing their right of residence in the EU.

The directive determines the common criteria to be set by EU MS for applicants of the Blue Card without prejudice to more advantageous conditions provided for by national laws. The Blue Card proposal foresees also the possibility for MS to reject a request for a Blue Card on the basis of the ethical recruitment considerations (they have to, however, inform about it the Commission and other MS). Member States' rights to determine the volumes of admission remain unaffected.

#### Frequently Asked Questions:

##### Why are these measures necessary?

One of the factors encouraging illegal immigration into the EU is the possibility of finding work (the so-called pull factor). Employment of third-country nationals who are illegally staying ("illegal employment") is the result of migrants seeking a better life and meeting the demand from employers willing to take advantage of workers who will undertake what are usually low-skilled, low-paid jobs.

The scale of the phenomenon is by definition hard to quantify: estimates vary between 4.5 to 8 million. Illegal employment is concentrated in certain sectors: construction, agriculture, cleaning and hotel/catering.

Illegally employed migrants are actually in a vulnerable position, because if apprehended they are likely to be returned to their country of origin. This often forces them to accept hazardous working conditions. As undeclared workers they do not benefit from health insurance and pension rights that depend on contributions.

##### What does the new Directive actually change ?

Currently, MS legislation and practice in the field of return differs widely. Once adopted, the new Directive will lay down a binding common legal framework, minimum standards, for a European return policy

##### Will there be a crackdown on illegal migrants ?

No – the Directive does not in any sense call for the expulsion of illegal migrants, or any kind of "crackdown". Instead, it says that if illegal migrants are to be expelled, this should be done according to certain minimum standards. Not aware of any intention on the part of MS to be more (or less) firm in their treatment of irregular OFWs

##### Will illegal migrants be imprisoned ?

Not unless they refuse to leave voluntarily, and there is considered to be a risk of flight. And then any such decision must be subject to legal review, maximum periods of detention are established (normally 6 months), and free legal assistance will be available if desired

##### Can illegal migrants return to Europe ?

Yes, if they leave voluntarily, then they will have no restriction on possible legal return. If however they do not leave voluntarily, and are expelled, then they will not be able to return within a period of 5 years

##### Can illegal migrants regularise their situation ?

This is entirely a matter for the host government, and is not affected by EU legislation

##### How many OFWs are there in EU ?

Latest estimates from Commission on Filipinos Overseas (Dec 2007) suggest a total of some 954,000 OFWs in Europe, of whom 285,000 permanent residents, 556,000 temporary residents, and 113,000 "irregular" (ie those not properly documented or without valid residence or work permits, or who are overstaying).

This represents 10.9% of all OFWs worldwide, and about 7.7% of all permanent resident OFWs, 13.4% of all temporary OFWs, and 12.6% of all irregulars.

Within EU, biggest number of OFWs is in UK (203,000), followed by Italy (120,000), then Germany (54,000), France (47,000) and Spain (41,000). Also large numbers (more than 20,000) in Austria and Greece (and Norway).

But the Philippines is by no means the largest source of migrants to Europe. In 2006, there were some 18.5 million 3<sup>rd</sup>-country nationals residing in Europe – of which the 950,000 Philippine citizens would represent only 5%

##### How many OFWs have been expelled from EU in recent years ?

For the period 2005-07 (3 years), 655 Philippine citizens were removed from the EU – just over 200 per year. This represents only about 0.1% of all removals from the EU. There is no reason to imagine that the new Directive will of itself change the number of removals, since it only impacts on the manner of removal once a removal decision has been taken, establishing minimum standards which have to be met.

#### What will the measures achieve?

The directive will reduce the pull factor by targeting the employment of migrants who are illegally staying in the EU. This will bring positive effects in the form of reduced losses to Member State public finances, less pressure on working conditions and less distortion of competition between EU businesses.

Building on existing measures in the Member States, all Member States will introduce similar penalties for employers of illegally staying third-country nationals and enforce them effectively.

#### Why is this action being taken at EU level?

At least 26 of the 27 EU Member States already have employer sanctions and preventive measures in place. Moreover, legislation in most Member States provides for criminal sanctions. However, not only does the scope and scale of these measures vary greatly, but also the enforcement.

The proposed Directive would reduce national differences and bring added value by:

- improving enforcement,
- creating more fair competition for EU businesses,
- sending a clear message to employers and third countries of resolute EU-wide action against illegal employment.

#### What are the key elements of the directive?

The directive prohibits the employment of illegally staying third-country workers and provides for sanctions for those who do employ illegally staying workers.

As a preventive measure, employers will be required before recruiting a third-country national to check that they have a residence permit or another authorisation for stay, and to notify the competent national authorities. Employers who can show that they had carried out those obligations will not be liable to sanctions.

Employers of illegally staying migrants who have not carried out the pre-recruitment check will be liable to sanctions consisting of:

- fines (including costs of returning illegally staying third-country nationals),
- repayment of outstanding wages, taxes and social security contributions, and
- If appropriate, other administrative measures. These might include loss of subsidies, e.g. EU funding, for up to five years and exclusion from public contracts for a similar period.

Firms that use subcontractors can be held liable to pay fines and outstanding wages in place of a direct subcontractor that has broken the rules by employing an illegally staying migrant worker. This liability is extended to any other firm in a chain of subcontracting if they know that the employing subcontractor has broken the rules.

Fines and other administrative measures may not be enough to deter certain employers. Member States will therefore be required to provide for criminal penalties in the following serious cases:

- repeated infringements,
- simultaneous employment of a significant number of illegally staying migrants,
- particularly exploitative working conditions,
- where the employer knows that the worker is a victim of human trafficking, and
- the illegal employment of a minor.

Member States will be required to set up effective complaint mechanisms by which relevant third-country nationals could lodge complaints directly or through designated third parties such as trade unions or other associations. Third parties will also be able to help the workers to recover any unpaid remuneration.

Enforcement will be a key factor. That is why Member States will be required to conduct effective and adequate inspections. Member States will also be required regularly to identify risks sectors and communicate annually to the Commission the numbers and results of inspections in those sectors.

Are individuals covered by the rules, for example when they employ house cleaners?

Yes. From the perspective of reducing the pull factor for illegal employment, it would make no sense to exclude individual employers. Moreover, extreme forms of exploitation often occur in private households.

However, in respect of individuals employing for private purposes, Member States may lay down simplified rules for pre-employment obligations and may provide for reduced financial penalties where there are no particularly exploitative working conditions.

#### If an employer is sanctioned, what happens to the third-country worker?

The directive does not provide for any sanction against the illegally staying migrant workers. On the contrary, the directive includes measures in their favour. These will operate alongside the general rules laid down in the Return Directive.

First, the directive clearly establishes the employer's responsibility to pay any outstanding remuneration. In order to help bring claims, a certain level of pay and a 3-month duration of the employment will be presumed – the burden of proof will then be on the employer (or indeed the worker) to prove differently. This should help overcome many of the difficulties in presenting the evidence needed for such claims.

Secondly, the migrant workers will be able to be assisted by third parties (such as trade unions or NGOs) to be designated by Member States. The third parties will be able to help the migrant workers to make complaints and to recover any unpaid remuneration.

Thirdly, in the most serious cases – in particular those covered by the criminal offence relating to particularly exploitative working conditions – Member States will be able to grant temporary residence permits in a similar way as is already done for victims of trafficking.

When will the directive take effect?

Following approval by the European Parliament on 19 February 2009, the text was formally

adopted by the the Council on 25 May 2009. Following the adoption of the Directive and after entering into force, the Member States will have two years to transpose the directive into national law. This means that the rules should be applicable throughout the EU as from summer 2011.

The Commission will report on the operation of the directive after a further three years.

In line with the relevant Treaty rules governing legislation in this area, Denmark will not be bound by the Directive; nor will Ireland and the United Kingdom, as they have not indicated their wish to participate.

#### Is there a need for more legal labour immigration into Europe?

The European Commission has been pointing to the possible need for more immigrant labour to support the economy and competitiveness of the EU since 2003. In particular, it has drawn attention to the labour market and demographic situation and trends in the EU, with its 2005 Policy Plan on Legal Migration<sup>2</sup> and with its 2006 Communication on demography<sup>3</sup>. The Commission has already in 2007 presented proposals for directives dealing with the admission of highly qualified workers (the so-called "EU Blue Card" already adopted on 25 May 2009) and the other creating a single procedure for a single permit and providing for a secure legal status for third-country workers once admitted in a Member State<sup>4</sup>, and will soon be presenting proposals dealing with the admission of seasonal workers, intra-corporate transferees and remunerated trainees.

The reason for this stand is that an overall decline in employment can be expected in the coming years, as a result of demographic changes in the EU. Europeans are living longer, the so called "baby boom" generation is nearing retirement and birth rates are low. Labour and skills shortages are already noticeable in a number of sectors and they will tend to increase. According to population projections produced by Eurostat, by 2060 the working age population of the EU is projected to fall by almost 50 million even with continued net immigration similar to historical levels. By 2060, without such immigration, the working age population would be around 110 million lower than today which would mean that in the EU, overall, the number of people over 65 per person at working-age would more than double by 2060. Such evolutions present risks for the sustainability of our pensions, health and social protection systems and require increased public spending.

Labour immigration may help to alleviate the challenges arising from population ageing, and therefore play a crucial role in helping to address future labour and skill shortages, as well as to increase the EU's growth potential and prosperity, complementing ongoing structural reforms. This has also been recognised by the 2008 Spring European Council.

<sup>1</sup> Council adopted the Blue Card Directive on 25 May 2009. Countries opting out are UK, Ireland and Denmark. Member States will now have 2 years to transpose these directives into their national laws before they will be fully applicable in practice.

<sup>2</sup> COM(2005)669 final of 21.12.2005

<sup>3</sup> The demographic future of Europe – from challenge to opportunity, COM(2006)571 of 12.10.2006.

<sup>4</sup> Respectively, COM(2007)637 and 638 of 23.10.2007.

# Philippines' Little Italy: Seeking to Redefine Migration-Induced Development

By: Ricardo R. Casco, National Officer-Labour Migration Specialist, IOM Manila

The lives of the estimated 128,000 Filipino migrants in Italy, composed predominantly of women household service providers and caregivers and of their husbands and children who have subsequently joined them over the last 3 decades, have undoubtedly cast a mark on their home community, known as "Little Italy." You will find there a cluster of beautiful concrete houses resembling Italian villas. Nestled over green hills in the town of Mabini, Batangas, Barangay Pulong Anahaw is picturesque of country side village with houses built out of the remittances sent by Overseas Filipinos from Italy. The story behind this Italian village in rural Batangas attracted the interest of many including the International Organization for Migration (IOM) when it started in 2007 with the implementation of a row of European Commission/AENEAS-funded projects targeting and benefiting the Philippines.

Since 2007, two projects are being implemented by IOM: i) "Promoting Regional Dialogue and Programme on Facilitating Legal Migration between Asia and EU" which focused on enhancing the management and facilitation of migration from Asia to Europe; and ii) "Improving Knowledge of Remittance Corridors and Enhancing Development through Inter-Regional Dialogue and Pilot Projects in Southeast Asia and Europe" which aims to harness development impact of workers remittances from Europe to Asia.

## Values System

A values orientation campaign was the first item requested by Mabini Mayor, Nilo Villanueva, during IOM's first visit to the town. The idea was consistent with what the Department of Labor & Employment (DOLE) had envisaged for improving its migrant worker education programme. There was an expressed need to provide opportunity for the town folks to understand and re-evaluate what they are to leave behind if they take risk and chose to go to Italy as irregular migrants – their very young children, their old parents or grandparents, the farm lots, the divers' haven of Anilao, the ports nearby and their big beautiful houses, among others. Community-wide migration to Italy has become the tradition of its residents in trying to earn a living because of a lack of opportunity and attempts to exploit the full potentials of local resources. Before the youth could even finish their high school or college education, they are likewise taken by their migrant parents in Italy to take advantage of family reunion scheme before they reach the age of 21.

An advocacy film, "*Paano Ba Mangarap?*" ("How Does One Dream?") depicts the ironies of development in Mabini, Batangas and Bae, Laguna. Through the years, many of those who have migrated to Italy from Batangas and

Laguna obtain legal and permanent resident status through amnesty programmes and their story lured a second wave of migration in the same path, though in recent years increasingly through the family reunion scheme. Amidst beautiful, but sparsely habited houses, families in pockets of communities in Batangas and Laguna nurture the interest and dream of working in Italy where the labour market continually suffers from shortages in sectors such as health care, services and engineering.

## Financial Literacy & Retirement Goals

According to a research contracted by IOM with the Economic Resource Center for Overseas Filipinos (ERCOF) under the above mentioned EC-supported remittance project, it is evident that the majority of Filipino migrants in Italy dream of retiring back home (322 out of 368 survey respondents) despite their prolonged stay in Italy. Upon retirement, many desire to start a business or continue employment in the local labour market. This has been further validated during a week-long trainers training on financial literacy, undertaken by the IOM with its NGO partner, ATIKHA, in Rome, Italy. The training was attended by some 20 Filipino diaspora leaders from Rome, Milan, Turin, Napoli, and Biela on August 3-7, 2009.

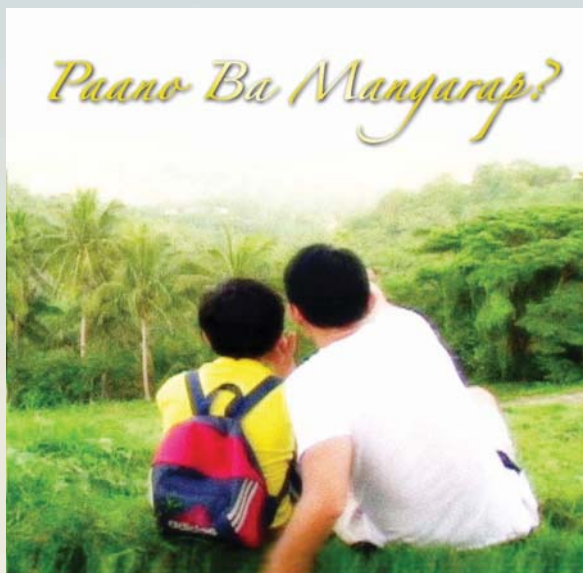
"When retirement is envisioned as a turning point to find a new job or start a business back home in the Philippines, it may indicate failure to save for senior life", says ATIKHA Executive Director Estrella Mai Anonuevo. Consistent with this postulate, the participants in the financial literacy training were caught of their realities when the *Financial Planner* tool (developed by the IOM with ATIKHA) engaged them to recall their spending, saving, property acquisition and investment habits. In most cases, the spending column of the Financial Planner had far more entries than savings for business and retirement. As Minda Teves, a Filipino diaspora leader in Turin in her senior years, puts it, "I should have acquired financial literacy 20 years ago and would have built enough savings to retire from hard work".

## "Little Italy" in Mabini, Batangas

### Paradox of Migration

During the *Inter-Regional Dialogue on Harnessing the Development Potentials of Remittances* convened by the IOM in Rome on May 19-20, 2009 as part of the policy dialogue phase of the above mentioned EC-funded IOM project, the Mabini mayor expressed concern that his constituents have been saddled with obligations to pay off for the construction of their big houses while their dependents back

*continued to page 7*



home have become totally dependent on remittances for their daily upkeep. The interest to continue agriculture, work in nearby factories or finish schooling has waned. Gambling and drinking have become popular past time activities. One notable consequence of the drop in overall economic productivity of the town is localized inflation. As recourse, migrant parents tend to bring their family members to Italy with the hope that they could be more productive only to end up, in many cases, deskilling them further into domestic work being the only field of occupation which traditionally employed Filipino migrants, especially women. The lack of command of Italian language exacerbates this limitation of employment in other fields.

While in Italy, a significant number of Filipino migrants work in two or three part time jobs, live in cramped apartments for years, pile up goods in "balikbayan" boxes for their in-kind remittance to the extended family left behind and spend substantial sums for festivals and other momentous occasions often held during their homecoming.

Seeking to address the challenge for a more integrated framework for organized reintegration, Executive Director of the DOLE National Reintegration Center for OFW's (NRCO) Teresita Manzala points out the need to address the "psycho-social stresses of migrants and migrants' households restraining a more developmental use of remittance. " A big part of achieving financial literacy is to engage the migrants and their households to reflect and address the factors which inhibit them to save and invest as how the financial literacy training curriculum is trying to address", she says. As seen from the run of the training, the extended family situation, the dependence of households on migrant employment and remittances and a host of family problems tend to keep the orientation of migrants' spending far from the goal of professional advancement and financial growth.

### Prospects for Redirecting Development Mindsets

While it is a basic premise that migrants maintain their sole right over the disposition of their remitted earnings, "policy makers need to be choice architects, providing gentle guide to migrants", Executive Director Cynthia Cruz of the DOLE-Institute of Labor Studies shared during the IOM national policy dialogue series called the "Thursday Forum" held in March-April this year. Migrant philanthropists in the Batangas experience, for instance, have catered to send most donations to the church as the most trusted institution and sharing substantive amounts for fiestas and other social celebrations. Migrants have no idea of various options in channeling their donations into more worthy cause. Local government development priorities are also not known to them. They are therefore not well guided in exercising their capacity to donate.

The Thursday Forum brought together stakeholders specifically dedicated to discuss each of the following issues that are deemed key to leverage migration for development; financial literacy, migrant entrepreneurship, social insurance and pre-need plans, migrant philanthropy and Migration & Development framework. This stirred an understanding of critical opportunities and challenges in cultivating the development potentials of remittances

There is widespread belief that for migration gains to benefit development, the process must begin and become critically evident at the local level. Mabini is known of a migrant-heavy political constituency with some 15% of its more 42,500 population being abroad. The Mayor clearly recognizes this and obliges to draw up migrant sensitive programmes. On June 19, 2009, the Mayor issued an Executive Ordinance to set up the OFW Migrants Center, for which a series of organizational meetings are now being held with various frontline government agencies. Already, the Center has gained support of the Technical Education and Skills Development Authority or TESDA in providing skills training for its idle youth.

Charles Harns, Regional Representative of IOM Manila, considers the sequence of the two EC/AENEAS project to have come at the opportune time, starting with the first and second years of the Global Forum on Migration and Development (2007 and 2008). These years drew the Philippines into greater awareness on some unattended areas in migration governance. "The EU support enabled the IOM to stir new development partnerships among different players and draw attention to the programmes of the DOLE-NRCO which could provide the structure to promote productive employment of migration benefits to both the Philippines and countries of destination", Harns concludes.

Mindanao to urban areas such as Manila and Cebu City for commercial sexual exploitation (and also increasingly to cities in Mindanao,) or are subjected to forced labour as domestic servants or factory workers, or in the drugs trade<sup>5</sup>. The child sex industry continues to cater sex tourists from Europe, America and North East Asia. Filipinas are also trafficked abroad for commercial sexual exploitation, primarily to Japan, Malaysia, Singapore, Hong Kong, South Korea, and countries in the Middle East and Western Europe. Involuntary servitude of men and women has found destination countries in the Middle East, North America and other parts of Asia (only Cyprus is cited as EU country)<sup>6</sup>.

The GoP's efforts to protect victims of trafficking includes partnerships with NGOs and international organizations that provide services to victims as well as reinforcement of specific agencies (Department of Social Welfare and Development's 42 temporary shelters, Ombudsman Against Government Employees Involved in Trafficking,) the creation of the Inter Agency Council Against Trafficking and, in 2007, of task forces in the Department of Justice (17 dedicated anti-trafficking prosecutors) and at Ninoy Aquino International Airport, and the deployment of civil servants in 35 cities abroad (42 labour attachés, 40 welfare officers and 1 social worker.) It also includes cooperation with other countries (Malaysia, Hong Kong, New Zealand and Australia.) The Government's strong anti-trafficking work is however hampered by resource constraints within law enforcement agencies, corruption among law enforcers, and slowness and general inefficiency of the judicial system. The country fails therefore to effectively prosecute and convict violators.

Since 2004, the Delegation has been actively engaged with the Government and Non State Actors in migration discussions in different fora and in drumming up interest for the available EC funding instruments on Migration and Asylum. Related activities include the 2006 'Informal Dialogue sessions', the April 2007 Regional Border Management, Migration and Trafficking Workshop' and specific information sessions on the developments of the EU policy on migration in 2008 and 2009. The Delegation successfully completed the •4.9 million Philippine Border Management Project in December 2008. Ratification of the UN Convention on migrants rights by EU MS, high EU banking costs of sending remittances, finding ways to cope with 'brain drain'- seriously affecting the health and education sector in the Philippines -, as well as illegal migration and trafficking concerns are top priorities in the EU-GoP political dialogue

In the current EU-GoP negotiations on a Partnership and Cooperation Agreement, migration figures as one of the priority topics, and the EC Delegation plans for the future development assistance include migration and trafficking in human beings as areas for cooperation.

a special issue on migration



A seminar is being held regularly for departing Filipino overseas worker. (Photo Credit: www.ofw.com)

# EC-UN Joint Migration and Development Initiatives in RP now underway

By Maria Cecilia San



Plenary Sessions, Knowledge Fair, Brussels, Belgium, 1-4 December 2009

Philippines: Country Focus Group Discussions, Knowledge Fair

a special issue on migration

Following the launch of the European Commission-United Nations Joint Migration and Development Initiative last year, four initiatives from the Philippines were chosen in a call for proposals to provide approximately •10-11 million (PhP690 million) in funding for projects of consortia of non-state actors (e.g. civil society and local governments) in four priority areas (i.e. migrant remittances, migrant communities, migrant capacities and migrant rights).

The grants are intended to provide •50,000-200,000 (P3.3-13.4 million) to support concrete interventions and partnerships of the selected proposals. Although 547 applications were received, only 55 projects, worth approximately •10 million were selected for funding from the 16 target countries. The following lists the undertakings in the Philippines:

- **Enhancing the capacity of migrants as partners in economic development - This Project will build and enhance the capacity of overseas Filipino workers (OFWs) to plan and organize their eventual return (and reintegration), harness their skills and resources, and contribute to the development of the local economy in their home country.** (Partners: Unlad Kabayan Migrant Services Foundation (UKMSF), Philippines; Migrant Forum Association (MFA), Philippines; and Commission for Filipino Migrant Workers (CFMW), Netherlands)

- **Maximizing the Gains and Minimizing the Social Cost of Overseas Migration in the Philippines - This Project will mobilize migrant organizations and hometown associations in maximizing**

**the development potential of migration whilst minimizing its social cost on migrants and the families left behind.** (Partners: Atikha Overseas Workers and Communities Initiatives, Inc., Philippines and Comitato Internazionale per lo Sviluppo dei Popoli (CISP), Italy)

- **MARIA 4 the MDGs: Harnessing the diaspora, local women's groups, rural banks and local government for rural development - The Project will contribute to the achievement of MDGs 1, 2, 3 and 8 in rural areas of the southern Philippines, by mobilizing local government units, local women's associations, rural banks and diaspora community organizations in multi-stakeholder partnerships for the realization of women-run social enterprises in 6 municipalities of 4 provinces.** (Partners: Economic Resource Center for Overseas Filipinos (ERCOF), Philippines and COS Utrecht, Netherlands)

- **Developing Interventions to address Stress and Mental Health problems among Women Migrant Workers - The Project will identify evidence on the mental health issues and concerns of Filipino women migrant workers, thereby generating rights- and gender-based interventions at the Philippine governmental level to improve the general conditions of women migrant workers and prevent discrimination, abuse and violation of migrants' human rights in all phases of the migration cycle.** (Partners: Action for Health Initiatives (ACHIEVE), Inc., Philippines and Vrije Universiteit - Metamedica/ Health Care and Culture (VU-MHCC), Netherlands)

These projects will begin implementation in the coming weeks.

## BACKGROUND

The JMDI was informally launched by high-level representatives from the European Commission and United Nations during the Global Forum on Migration and Development (GFMD) in October 2008, Manila, Philippines, while the official launch was held a few weeks later during the Knowledge Fair in Brussels, Belgium (1-4 December).

During the Knowledge Fair, over 250 practitioners from all over the world came together to share experiences on making migration work for development. Participants from the JMDI target countries also had the opportunity to showcase the best migration practices in their respective countries at the Knowledge Marketplace and to connect with diaspora groups to establish partnerships for development.

In addition to meaningful partnerships, the Migration for Development Community of Practice was established at the December event. This virtual community is a forum where members of civil society, NGOs and academia, representatives of Local Authorities, United Nations agencies, the European Commission and national governments can interact, discuss migration and development-related issues, share experiences and information, and receive technical support and advice. It is facilitated by the EC-UN Joint Migration and Development Initiative (JMDI) as part of its support to civil society groups and local authorities in making migration work for development.

## EC, TRTA Participate in the Celebration of 11<sup>th</sup> National Tuna Congress and Trade Exhibit

By TJCajarte



(Top photo) Senator Mar Roxas address the participants of the 11th Tuna Congress in General Santos City. (Above photo) Mr. Gabriel Munuera-Vinals (Commercial Counsellor) right, and Mr. Benedikt Madl (Programme Manager for Trade) left, at the press conference after the opening of the 11th Tuna Congress.

General Santos City -Reaffirming its commitment in Strengthening the fisheries sector in the Philippines, the Trade Related Technical Assistance Project 2 (TRTA 2) and delegates from the European Delegation (EC) to the Philippines took part in the 11<sup>th</sup> National Tuna Congress and Trade Exhibit in General Santos City from August 27-29 2009. The theme for this year's congress "Changing mindsets towards sustainable fisheries" aimed to steer the tuna industry towards appropriate management of tuna resources amidst the current global economic crisis and drop in consumer demand for tuna.

The congress and trade exhibit was a two-fold activity in which TRTA held an exposition on product and process standards as well as institutional cooperation in the fisheries sector and a press conference in which major issues and concerns on export food safety affecting EU-RP trade were addressed. The press conference was attended by delegates from the EC Delegation to the Philippines, Mr. Gabriel Munuera Vinals, Commercial Counsellor and Mr. Benedikt Madl, programme manager for trade.

The exposition was primarily carried through a miniature replica of a galleon ship in which information and graphics on TRTA were printed in tarpaulins that were fashioned as sails of the ship. Simultaneous to the exposition was a one-day diagnostic session with TRTA SPS expert, Dr. Chris Oates. The diagnostic session was a valuable opportunity for FBOs (fish business operators) to receive competent and free advice regarding their GMP or HACCP related concerns.

Among the highlights of fishery cooperation between the EU and the Philippines was the training of 243 business operators in 12 regions on Good Manufacturing Practice (GMP) and Hazard Analysis Critical Control Point

(HACCP). The training already translated into an additional 16 Philippine –registered fishing vessels and five processing plants that have passed the rigid inspection of HACCP conducted by the Bureau of Fisheries and Aquatic Resources (BFAR).

The TRTA was also instrumental in the signing of two fishery administrative orders that have upgraded and harmonized food safety standards of Philippine fish and aquaculture exports to that of relevant EU directives.

In addition to emphasizing the technical assistance that EU has extended to Philippine fisheries and being the world's biggest importer of fish seafood and aquaculture products including tuna, Mr. Vinals also touched on EU's strong commitment in joining worldwide efforts to combat IUU (Illegal, unreported and unregulated fishing) in moving towards sustainable fisheries. On this front, EU has already adopted a regulation on IUU to be enforced on January 2010. The objective of the regulation is to "prevent fishery products which have not been caught or processed in line with applicable conservation and management measures from being traded to and from the EU market" Mr. Vinals explains. As part of its technical assistance to the Philippines, EU assures that it will continue to support BFAR in the implementation of this new system.

The 11<sup>th</sup> Tuna Congress and Trade Exhibit was sponsored by the General Santos City Government, South Cotabato 1st Congressional District Office, the Department of Agriculture's Bureau of Fisheries and Aquatic Resources, the Department of Trade and Industry, the SOCSKSARGEN Area Development Project Office and USAID's Growth with Equity in Mindanao, (GEM)





## Moving forward: from OFWs to donors and investors<sup>1</sup>

By Perla Aragon-Choudhury

a special issue on migration

Of the close to 200 countries and territories where Filipinos have ventured into, Italy and Spain rank among the more hospitable places for overseas Filipino workers (OFWs). Unlike most countries temporarily hosting OFWs, Italy and Spain offer the possibility of long-term residence and eventually citizenship to migrants. More importantly, legal residents in these two countries may be joined by parents, spouses and minor children. After more than four decades of migration from the Philippines, Filipino communities are now very much a part of the social landscape in Italy and Spain.

The migration of Filipino workers to Italy and Spain was pioneered by women who took up domestic work. The state was not involved in organizing their migration, not like the large-scale and organized labor migration to the Middle East that started at around the same time. Until about the 1990s, Filipino communities in Italy and Spain were highly feminized. Since then, the demographics of the Filipino population now include a sizable male population, the second-generation, and an emerging cohort of elderly.

Although many migrants and their families have prospered, time and time again, migrants' rights advocates have stressed that migration policies must go beyond the deployment of workers, and that migration has development potentials beyond remittances.

These twin concerns are among the reasons for a study done last year in these two host countries and in the Philippines by the Scalabrini Migration Center (SMC). The research was the main activity of the Migrants' Associations and Philippine Institutions for Development (MAPID) Project in 2008, an initiative supported by the European Union's Aeneas Programme.

SMC directs and coordinates the MAPID Project and partners with the Commission on Filipinos Overseas in the Philippines, the Fondazione ISMU (Fondazione per le Iniziative e gli Studi sulla Multietnicità) in Italy, and the University of Valencia in Spain in carrying out

this three-country project to build and strengthen the partnership between migrant communities (particularly through migrants' associations) and government institutions in the Philippines. In Italy and Spain, the study looked into the concern of Filipino workers for their homeland, their intent to invest in the Philippines, and the potentials of their associations to help Filipinos in the host country and to develop their home country.

The research findings of the MAPID study in Italy and Spain were presented by Dr. Fabio Baggio, Director of the SMC, at a dissemination forum held on May 22, 2009. Highlights from the research in the Philippines were also presented in the forum.

In attendance were representatives of government agencies, nongovernment organizations (NGOs) and international organizations, including the Delegation of the European Commission in Manila.

### The respondents

In both Italy and Spain, a total of 200 migrants were interviewed in each country. In Italy, Laura Zanfrini of Fondazione ISMU directed the conduct of the MAPID study in Milan and Rome, where many Filipinos live and work. The Italy-based respondents are from 30 to 49 years old; 69 percent women, 56 percent married, mainly with Filipinos; 74% with children in the Philippines and in Italy.

Some 60 percent of these workers are college-educated or graduates in the Philippines. They are mostly employed in domestic work. They are all regular migrants, mostly first generation, and 84 percent are Catholics.

In Spain, the University of Valencia research team headed by Edelia Villaroya conducted the survey in Madrid and Barcelona, home to the largest concentration of Filipinos in the country. Most of them are around 40 years old; 66 percent women; and largely first generation Filipinos.

Half of the interviewees are married, mainly to Filipinos; 63 percent have children (mostly born in Spain). Half either started or completed college in the Philippines; and are employed in domestic work mostly.

All the interviewees are regular migrants in the sense of being documented, many hold Spanish passports; and majority are Catholics.

### Remitting but not yet fully investing

A main finding stresses the close ties between migrant workers and their families. "In both Italy and in Spain, their main objective is to help their family and to earn more," Baggio reported. "Their main transnational practice is sending remittances regularly."

In addition, many of the Filipino workers in Spain dream of putting up a business in the Philippines, the researchers documented. This appears feasible with their household income of EUR 1,000- 3,000 – an amount seen by most respondents as enough for their expenses and to help their relatives back home.

The same dream was verbalized to the researchers by migrant workers in Italy, who normally own or rent houses and have a household income of EUR 2,000-3,000 and who (one in every four) also aspire to have a business in the Philippines.

### Helping the Philippines develop

And so, how prepared are Filipino workers in Spain to help their home country? Baggio described at the forum how they have a strong wish to help via philanthropy and support to community projects.

"There may be very little investment in the Philippines but there is some collaboration in local projects - mainly disaster relief," he said.

And how about Italy? Filipino workers there have very little investments back home but some collaboration (10 percent) in local development projects.

But are there factors to facilitate and coordinate these projects? To find out, researchers from the University of Valencia also interviewed four directors of Filipino migrants' associations in Madrid and six in Barcelona (six), as well as 40 key informants.

Informants included Filipino diplomats in Spain; Filipinos who are pioneers, religious leaders, community leaders and professionals in Madrid and Barcelona; representatives of Spanish institutions working with Filipinos; representatives of NGOs and associations; and teachers and health professionals with links to Filipinos.

MAPID documented how Filipinos in Spain generally tend to remain in Filipino groups, do not participate in Spanish associations; tend to rely more on NGOs, especially the Church, for help; and generally do not avail of government-

<sup>1</sup> This feature story was prepared as part of the MAPID Project's objectives to share research-based information to a broader audience. Please feel free to publish or quote this material in print or broadcast media or as an Internet posting. Kindly inform the Scalabrini Migration Center about the use of this material. Tel/fax. 7243512 and 7214296 -- email: smc@smc.org.ph.

provided assistance.

Can Filipino migrants' associations in Spain become agents of change? This is not among the declared objectives of any such group but solidarity with the Philippines is a founding element of many of them.

Also, the groups have very little contact with Spanish institutions; little information on funding possibilities; and a reliance on membership fees which cannot possibly support development projects.

"They have problems too of internal management and group management skills," Baggio reported.

But even then, half of Filipino immigrants in Spain say that their migrants' associations can cooperate in the development of their country of origin.

In Italy, Fondazione ISMU identified and interviewed 20 Filipino associations in Rome and 20 more in Milan, with many officers declaring involvement with solidarity and relief projects back home.

Fondazione ISMU also interviewed Filipino diplomats in Italy; Filipino pioneers, religious leaders, community leaders and professionals and artists in Rome and Milan, and representatives of Italian agencies working with Filipino communities there.

Similar to Spain, Filipino migrant workers in Italy have a low level of integrating with the larger society – becoming what Baggio called an invisible community, intent on not creating problems and surviving as self-supporting groups.

But on the whole, interviewees from Filipino migrants' associations in Italy are interested in investments that will benefit family and relatives in the Philippines. In fact, 30 percent of these groups have been asked to support community projects here, and 40 percent have done so.

"There is a great potential for future engagements," Baggio concluded.

### *What's next*

MAPID takes heart in what Deputy Head of Operations for the Delegation to the European Commission to the Philippines, Camilla Hagstrom, described at the forum as Europe's acknowledgement of the benefits derived from migration.

MAPID will use the research findings to design training programs and materials for leaders and active members of migrants' associations in Spain and Italy, with a view to tapping the potentials of migrants' associations as change agents. Most migrants' associations were formed primarily to promote solidarity and provide support to their members. With information and awareness raising, migrants' associations can be agents of change which can promote the participation of Filipinos in their host societies and as development partners of their home country.

## EC and Migration Management

An estimated 192 million people live outside their place of birth, representing approximately three percent of the world's population. With more and more people constantly on the move, migration is considered to be one of the defining global issues of the twenty-first century.

Among the key areas of concern is migration management. This encompasses a number of different elements, owing to the complex relationships that link migration with economic, social, trade, labour, health, cultural and even security issues.

Recognizing these linkages, the International Organization for Migration (IOM) works together with its partners around the world in four broad areas of migration management: migration and development, facilitating migration, regulating migration, and forced migration.

A strong advocate of the need to better manage migration flows, the European Union has lent support to IOM through a variety of programmes. In the Philippines, this has ranged from regulating migration to migration and development, as well as forced migration.

In December 2008, the implementation of the three-year Philippine Border Management Project (PBMP) came to a close. Among the key contributions of PBMP was the establishment of an Integrated Data Migration System allowing Partner Agencies to exchange information related to border controls in real-time and in a secure manner. Furthermore, a connection to INTERPOL databases was facilitated through the project, providing front-line immigration officers with access to valuable information. The project also encompassed awareness-raising and capacity-building activities.

Through funding from the AENEAS programme, IOM is implementing the project "Improving Knowledge of Remittance Corridors and Enhancing Development through Inter-Regional Dialogue and Pilot Projects in South East Asia and Europe". Seeking to promote the link between remittances and development in SEA and provide support to the EU's ongoing efforts to manage migration challenges and promote development, activities include research, policy-dialogue, and pilot projects such as financial literacy.

The EU has also extended its support to IOM's forced migration programmes through ECHO. Humanitarian aid was extended to displaced families in Bicol as a result of the impact of typhoons, which hit in 2006 and 2007. This included temporary shelter, as well as water and sanitation. During the first quarter of 2009, ECHO supported IOM towards extending multi-sectoral emergency and humanitarian aid for displaced families in Central Mindanao.

IOM will continue to respond to migration challenges, here in the Philippines and elsewhere. IOM will maintain stakeholder partnerships towards collectively moving forward in achieving mutual goals of humane and orderly migration.



*Boat people are helped ashore after being intercepted by the Greek coastguard. The number of irregular migrants and asylum seekers detained last year on Greece's Lesbos Island after crossing from Turkey is growing including thousands of children. © Ministry of Mercantile Marine/I.Vahlotis. UNHCR.*

# Europe's proactive response to the economic crisis

By Rey Cancio

Amidst an economic downturn that is deeper and more protracted than originally expected, the European Commission is advancing a coherent programme for economic recovery. The proposed measures address regulation of the financial sector and structural reforms including support for the unemployed.

## Opportunity in crisis

The European Commission has proposed a package of measures to deal with both the short-term and long-term effects of the crisis. The measures are designed to help Europe exit the crisis while putting the continent on the path of long-term, sustainable economic growth.

Economic experts have noted that there can be no recovery without first cleaning up the toxic assets on banks' balance sheets and re-structuring the financial sector as a whole. A major thrust of the new EU proposals, therefore, is financial market reform. The EU's supervisory system has failed to adjust to the complexity, internationalisation and inter-linkages of financial markets. To address these defects, the Commission has presented a European financial supervision package, based largely on the recommendations of the de Larosière Group. The package includes measures to establish a European body to oversee the stability of the financial system as a whole, so-called macroprudential surveillance, as well as the architecture for a European financial supervision system.

The EU's crisis management and intervention mechanisms will be strengthened to allow Member States to intervene early in ailing banks or insurance firms. And EU measures will also seek to prevent problems from happening in the first place. The crisis exposed shortcomings in European and national regulatory frameworks; parts of the financial system were free from any effective regulatory oversight. The Commission has therefore proposed improved oversight and regulation of hedge funds, private equity and other systemically important market players. Capital requirements for trading book activities and complex securitisations have been proposed. The issue of excessive procyclicality will also be addressed by encouraging the buildup of additional reserves in good times while allowing banks to reduce capital buffers during difficult times.

Investors, consumers and small companies will also receive increased protection. The Commission has proposed new rules on retail investment products and plans to review the adequacy of deposit guarantee schemes. On the supply-side, the Commission will seek to improve corporate governance by reforming remuneration. Pay incentives inside many financial institutions encouraged excessive risk-taking.

## Structural reform

Structural reform measures are a central part of the European Economic Recovery Plan (EERP).

They can be grouped under four broad policy types:

- i) measures and reforms aimed at supporting industrial sectors, businesses and companies;
- ii) measures and reforms aimed at supporting a good functioning of labour markets;
- iii) measures and reforms aimed at supporting investment activity;

- iv) measures and reforms that support household purchasing power, including social policies.

It is too early to fully assess the impact of these measures, but some initial conclusions can be drawn. A substantial share of the measures (32%) are for supporting investment activity. This includes investment in physical infrastructure, energy efficiency, R&D and innovation. About half of all physical infrastructure investments are cofinanced from Structural Funds.

A further one-third of all structural measures are classified as "supporting industrial sectors, business and companies." The majority of these measures are designed to alleviate the financing constraints facing SMEs and other businesses. Measures to support demand in specific sectors, such as the automotive industry, have also been implemented.

## Employment: Europe's No. 1 priority

Measures in support of the labour market have received the least attention, although this may reflect the lagging impact of the slowdown on the labour market. Nonetheless, José Manuel Barroso, President of the European Commission, has stated that employment is Europe's number one objective. Moreover, an Employment Summit was held on 7 May in Prague to assess the impact of the recession on employment, to identify good practices in mitigating the worst effects of the crisis, and to stimulate coordination between the EU, its Member States and social partners. Speaking at the Summit, Barroso said: "We all know we must succeed on employment because there can be no economic recovery on the foundations of social collapse, just as there can be no social progress in an economic desert."

The aim of EU policy is to prevent immediate job losses from turning into long-term unemployment, and to combat the effects of demographic ageing and a declining workforce. A list of 10 concrete actions was agreed upon at the Employment Summit. These include flexicurity strategies such as the temporary adjustment of working hours as well as creating an environment that is more conducive to entrepreneurship and job creation. Programmes at the national level should also provide intensive counselling, training and job search support. To support these objectives, the EU will also consider how best to make use of tools and resources at the European level such as the European Social Fund and the European Globalisation Fund.

## How effective?

Although it's clearly too early to fully gauge the effectiveness of implemented or proposed measures, the crisis will undoubtedly leave a lasting imprint on EU policy. As Commissioner for Economic and Monetary Affairs Joaquín Almunia stated, "it is likely that we will emerge from this crisis in a new economic and financial context with new challenges to tackle, even as we grapple with the old. We cannot expect a return to business as usual."

Source: DG ECFIN, European Economy News – July 2009 issue

## National Workshop on the ASEAN National Human Rights Institutions Forum (ANF) Protocol Against Trafficking of Women and Children: 17-18 August 2009

By Romina 'Beng' Sta. Clara

with inputs from Atty. Liezl Parajas, OIC of the Women's Human Rights Center of the Commission on Human Rights of the Philippines (CHRP)

In preparation for the development of a protocol against trafficking of women and children, the Commission on Human Rights of the Philippines organised its national workshop on 17-18 August 2009, while the Malaysian National Human Rights Institution (known as SUHAKAM) hosted its workshop on 25-26 August 2009.

Together with the human rights bodies of Indonesia and Thailand, they constitute the ASEAN National Human Rights Institution Forum (ANF). They are the key implementers of the project entitled "Enhancing the Role of National Human Rights Institutions in the Development of an ASEAN human Rights Mechanism".

The project is funded with a grant amount of • 900 000 under the European Instrument for Democracy and Human Rights (EIDHR) for a period of three years.

For the Philippine workshop, CHRP Chairperson Leila De Lima remarked that, "It is poverty which helps drive the trafficking of women and children in this region and beyond. It is poverty which makes women and children more vulnerable to the predations of those who would subject them to abuse and worse".

"It is poverty and the accompanying lack of livelihoods, dilution of protection and loss of hope, which help fuel this despicable trade in human beings. As we seek to protect and promote the human rights of those trafficked, we must remain mindful of the poverty which is at the root of this issue, and the

need to underpin the economic rights of persons before they are trafficked".

She also highlighted the unique role of national human rights institutions, since it is neither government nor civil society. As such, it can possibly bridge between the two actors, in a manner that is independent, impartial and neutral.

The EC Delegation to the Philippines represented by the Operations Section Head, Development Counsellor Mr. Nicholas Taylor in his opening remarks emphasised that "trafficking of human beings especially women and children, is not 'just' a serious crime. It is a terrible violation of fundamental human rights of vulnerable individuals and a blot on the conscience of human society. The victims of this crime are forced into sexual exploitation or bonded labour...Though impossible to measure exactly, most organisations agree that human trafficking is on the increase. It really is the ugly side of globalisation, which is appalling and unacceptable as it is unnecessary".

He said, "With common efforts and effective measures on national and international level, this crime can be fought...According to an ILO report entitled, 'Forced Labour and Human Trafficking: the Profits', trafficking in women and children for sexual exploitation is a crime with about USD 44 billion a year return for organised crime, around USD 31.6 billion for trafficked victims, and victims of sexual exploitation accounted for USD 27.8 billion in terms of profits for criminals and abusers. "

In the workshop, some of the oft-repeated concerns were:

- The need for a nuanced understanding and documentation of the various types of trafficking cases (e.g. for slave labour, for sexual exploitation etc) as well as the sharing of routes by migratory and internally displaced peoples flow with trafficking of human beings;

- Sensitivity and professionalism (including rights-based approaches) of local inter-agency councils against trafficking (IACAT), law enforcers and diplomatic/consular staff must be updated, strengthened especially with the recent policy declarations of the ASEAN and the UN related to trafficking issues;

- There is increasing demand for credible institutions particularly, the CHRP and the DSWD, to assist NGOs and individuals in trafficking issues. However, the resources including capacity available to these offices are stretched to the brim if not outdated already. The accompanying legal and psychosocial services for trafficking victims are expensive and protracted;

- The mapping and impact assessment of various action plans, policy directives and initiatives, both by government and civil society, have to be completed to ensure better effectiveness and relevance to the trafficked victims and families. The operation of the IACATs have been largely dependent on NGOs, some Gender and Development budgets of local government units (LGUs), and donor aid;

- There is a need to scale up good practices by LGUs and civil society including partnerships with the private sector in preventing trafficking and providing assistance to trafficking victims; and

- Linkage to the ASEAN and other international actions against trafficking is a must given the transborder nature of the crime.

Aside from the regional directors and focal officers on anti-trafficking measures in the CHRP, other participants in the workshop included: the Department

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Photo by CHR. Standing: Eighth from left, Ms. Nerissa Navarro-Piamonte, CHR Comm. Norberto Dela Cruz, CHR Comm. Jose Manuel Mamaug; second from right, and Ms. Desie Mystica (ANF Project Staff on Anti-trafficking). Seated: Dr. Anita Chauhan (CHR Region I Director), Comm. Ma. Victoria V. Cardona, Ms. Romina Sta. Clara (EC), Ms. Nelia Sancho (Vice-Chair, GATW and Resource Speaker in the workshop), Atty. Liezl Parajas (ANF Project Officer on Anti-Trafficking), Ms. Christina Mendoza (ANF Project Staff on Anti-Trafficking).





## Edge back from the abyss - It's time to deliver on climate change

By President Jose Manuel Barroso  
European Commission

*José Manuel Barroso, President of the EC, at the World Business Summit on Climate Change in Copenhagen, where he answered the participants questions regarding new objectives set by the European leaders in dealing with climate change and economic crisis.*

Climate change is happening faster than we believed only two years ago. Continuing with business as usual almost certainly means dangerous, perhaps catastrophic, climate change during the course of this century. This is the most important challenge for this generation of politicians.

I am now very concerned about the prospects for Copenhagen. The negotiations are dangerously close to deadlock at the moment – and such a deadlock may go far beyond a simple negotiating stand-off that we can fix next year. It risks being an acrimonious collapse, perhaps on the basis of a deep split between the developed and developing countries. The world right now cannot afford such a disastrous outcome.

So I hope that as world leaders peer over the edge of the abyss in New York and Pittsburgh this week, we will collectively conclude that we have to play an active part in driving the negotiations forward.

Now is not the time for poker playing. Now is the time for putting offers on the table, offers at the outer limits of our political constraints. That is exactly what Europe has done, and will continue to do.

Part of the answer lies in identifying the heart of the potential bargain that might yet bring us to a successful result, and here I think that the world leaders gathering here in New York can make a real difference.

The first part of the bargain is that all developed countries need to clarify their plans on mid term emissions reductions, and show the necessary leadership, not least in line with our responsibilities for past emissions. If we want to achieve at least an 80% reduction by 2050, developed countries must strive to achieve the necessary collective 25-40% reductions by 2020. The EU is ready to go from 20% to 30% if others make comparable efforts. Second, developed countries must now explicitly recognise that we will all have to play a significant part in helping to finance mitigation action by developing countries. Our estimate is that by 2020, developing countries will need roughly an additional •100 bns (\$150 bns) a year to tackle climate change. Part of it will be financed from economically advanced developing countries themselves. The biggest share should come from the carbon mar-

ket, if we have the courage to set up an ambitious global scheme.

But some will need to come in flows of public finance from developed to developing countries, perhaps from •22 bn to •50 bn (\$30 - \$70 bn) a year by 2020. Depending on the outcome of international burden sharing discussions, the EU's share of that could be anything from 10% to 30%, i.e., up to •15 bns (\$22bns) a year. We will need to be ready, in other words, to make a significant contribution in the medium term, and also to look at short term "start up funding" for developing countries in the next year or so. I look forward to discussing this with EU leaders when we meet at the end of October.

So we need to signal our readiness to talk finance this week. The counterpart is that developing countries, at least the economically advanced amongst them, have to be much clearer on what they are ready to do to mitigate carbon emissions as part of an international agreement. They are already putting in place domestic measures to limit carbon emissions but they clearly need to step up such efforts – particularly the most advanced developing countries. They understandably stress that the availability of carbon finance from the rich world is a pre-requisite to mitigation action on their part, as indeed agreed in Bali. But the developed world will have nothing to finance if there is no commitment to such action.

We have less than 80 calendar days to go till Copenhagen. As of the Bonn meeting last month, the draft text contains some 250 pages: a feast of alternative options, a forest of square brackets. If we don't sort this out, it risks becoming the longest and most global suicide note in history.

This week in New York and Pittsburgh promises to be a pivotal one, if only as it will reveal how much global leaders are ready to invest in these negotiations, to push for a successful outcome. The choice is simple: no money, no deal. But no actions, no money!

Copenhagen is a critical occasion to shift, collectively, onto an emissions trajectory that keeps global warming below 2 degrees C (3.6 fahrenheit). So the fightback has to begin this week in New York.

# EC continues support to NDCC's Disaster Risk Reduction Programme

Determining priorities to make the most disaster-prone communities safer: this is the theme for a national consultative meeting being held today in Manila.

At the invitation of the European Commission Humanitarian Aid department (ECHO) and the National Disaster Coordinating Council (NDCC), key disaster risk reduction stakeholders have gathered to review good practices and identify priority areas for future interventions.

The outcome of the discussions will feed into the next programming cycle of the European Commission's Disaster Preparedness Programme DIPECHO, as well as into the Commission's longer term instruments.

"Ambassador Alistair MacDonald, Head of the Delegation of the European Commission to the Philippines said "Both the Philippines and the European Union have recently approved Disaster Risk Reduction Strategies. This is an important and timely milestone in our efforts to reduce the burden of disasters on the poor and vulnerable and countries subject to pragmatic natural disasters like the Philippines."

"This will mean that our interventions will better take into consideration the effects of natural disasters on the poorest populations most especially in the light of climate change, and thus the need to strengthen the Philippines' capacity to adapt to the effects of global warming and reduce the risks of natural disasters. These interventions will take into account the importance of establishing coherence between climate change adaptation and disaster risk reduction, Ambassador MacDonald added.

This consultative meeting is also in keeping with the EU's strategy to help reduce the impact of natural disasters on countries considered to be high-risk, such as the Philippines, as outlined in the European Union Disaster Risk Reduction policy document which was approved by the EU in May 2009.

Glenn J Rabonza, administrator of the Office of Civil Defense (OCD) and Executive Officer of NDCC, said that "in the NDCC, we strongly believe that a focus on disaster risk reduction saves lives, averts damage, and reduces human suffering. It is important that we match our efforts on disaster response and recovery with deliberate work on disaster risk reduction. The contribution of the European Commission and the support of all

stakeholders – be it financially, technically or operationally, demonstrates our shared agenda to reduce disaster risks. By articulating our priorities, the Philippine Government is now in a better position to engage various partners to join in this cause."

At the national level, DIPECHO supported the NDCC in the preparation of a Strategic National Action Plan for DRR. It also assisted the National Economic Development Authority in the development of National Guidelines on Disaster Risk Management mainstreaming into socio-economic planning, as well as Line Departments in the integration of DRR into the education and health sectors. The new DIPECHO programming cycle will run from 2010 to mid 2011, with a proposed allocation of •10 million across South East Asia including the Philippines.

The European Commission and the NDCC are also very conscious of the tremendous threats caused by climate change on communities. Today's discussions are highlighting the need to integrate the two issues of disaster risk reduction and climate change adaptation and to adapt strategic interventions accordingly. Both the ECC and the NDCC remain committed to continue promoting measures to reduce the impact of natural disasters on the most vulnerable populations.

Since 1994, the European Commission has funded 22 disaster preparedness projects in the Philippines for a total of •4.8 million (or approximately Php 336 million). The emphasis has been on reducing the impact of typhoons, floods and landslides for populations most at risk in the poorest regions of the country, in coordination with other ongoing Disaster Risk Reduction (DRR) initiatives. DRR models have been developed, promoting Disaster Risk Management Office set-up, watershed management and flood early-warning systems, capacity-building of LGUs, barangays and mandated actors such as the Philippines National Red, and Cross, education measures, among numerous other local initiatives.

The DIPECHO Programme is only one part of the European Commission's contribution to disaster risk reduction efforts in the Philippines. Strengthening of institutions, education, health, environmental protection and climate change adaptation are also vectors for the integration of such components.

of Interior and Local Governments (DILG) Undersecretary for Peace and Order and Transnational Crime Mr. Melchor Rosales, and Department of Social Welfare and Development (DSWD) interim Welfare Attaché to Malaysia Mr. Bernard Bonina; representatives from the Global Action Against Trafficking in Women (GAATW), the International Justice Mission, and the Coalition Against Trafficking of Women-Asia Pacific (CATWAP) in the Philippines..

The CHRP hopes to finalise the Protocol in October and have the ANF members sign the document in November 2009. National workshops on the protocol by the other ANF members are envisaged in the third quarter of 2009.

## EU and trafficking of human beings

Trafficking in human beings is very often linked with organised crime. According to Europol, the number of victims trafficked to Europe might be hundred thousand yearly. Out of these, the majority are women and children. Trafficking is considered the second source of illicit profits for organised crime. Some key frameworks for the EU on trafficking of human beings are listed below:

- The rights and victims of trafficking are of paramount importance and are addressed in the EU charter of Fundamental Rights.
- Commission communication of 9 December 1998 to the Council and the European Parliament proposing further action in the fight against trafficking in women
- The [Council Framework Decision of 19 July 2002 on combating trafficking in human beings](#) (2002/629/JHA - OJ 2002/L 203/1, 1.8.2002) provides for measures aimed at ensuring approximation of national penal legislation concerning the definition of offences, penalties, jurisdiction and prosecution, protection and assistance to victims.
- The Group of Experts on Trafficking in Human Beings was set up in 2003 to assist the EC and EU Member States to develop a coherent approach to matters related to trafficking in human beings. Members of this Group has a 3-year term of office that is renewable per [Commission Decision 2007/675/EC of 17 October 2007](#);
- Since 2005, the EU has adopted an Action Plan on best practices, standards and procedures for combating and preventing trafficking in human beings;
- First Anti-Trafficking Day observed in 2007 including the set up a web-based directory of support structures for EU Member States
- Financial and development cooperation programmes in partner countries include support for preventing and combating trafficking in human beings.

# EC Marks Indigenous People's Month



August \_\_ was Indigenous Peoples Day, an observance that the EC Delegation to the Philippines took part in. But the Delegation went beyond the one-day observance and practically made August Indigenous Peoples Month.

For three weeks in August, a series of workshops on project design and proposal writing was held in various sites throughout the Philippines under the sponsorship of the EC Delegation to the Philippines. These workshops, conducted by Davao-based Softskillsdev Consultancy, were participated in by over 70 persons representing 27 NGOs working with indigenous peoples' groups, 18 indigenous peoples' organisations and groups, two religious groups also working with indigenous peoples, the Bangsamoro Development Agency (BDA) and the Philippine Government's National Commission on Indigenous People (NCIP).

The workshops were held at the Teachers Camp in Baguio City (12-14 August 2009), Hostel MASS-SPEC in Cagayan de Oro City (19-21 August 2009), and Mergrande Ocean Resort in Davao City (27-29 August 2009).

A significant number of the participants were NGO workers,

government functionaries and community leaders/representatives who are themselves members of various tribes of Philippine indigenous peoples, such as the Kankanaey, Chananaw, Bontok-Ibaloi, Kalinga, Agta, Iraya, Higaonon, Mansaka, T'boli, Teduray and Subanen.

The workshops provided lively hands-on exercises on the application of various tools to facilitate participatory project identification and formulation in line with the Project Cycle Management framework. EC Delegation officers Virginie Lafleur-Tighe, Emily Mercado and Romina Sta. Clara also gave inputs at the workshops on the EC policies and instruments on indigenous peoples as well as standards in the screening of EC grant applications.

Participants in the workshops appreciated it as an opportunity for enabling them to draw up project proposals/applications that more reasonably reflect the real needs and aspirations of indigenous peoples' communities as well as have better chances of getting support from various funding institutions. A number of participants also expressed the hope that the EC would provide further similar technical assistance in the future.

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