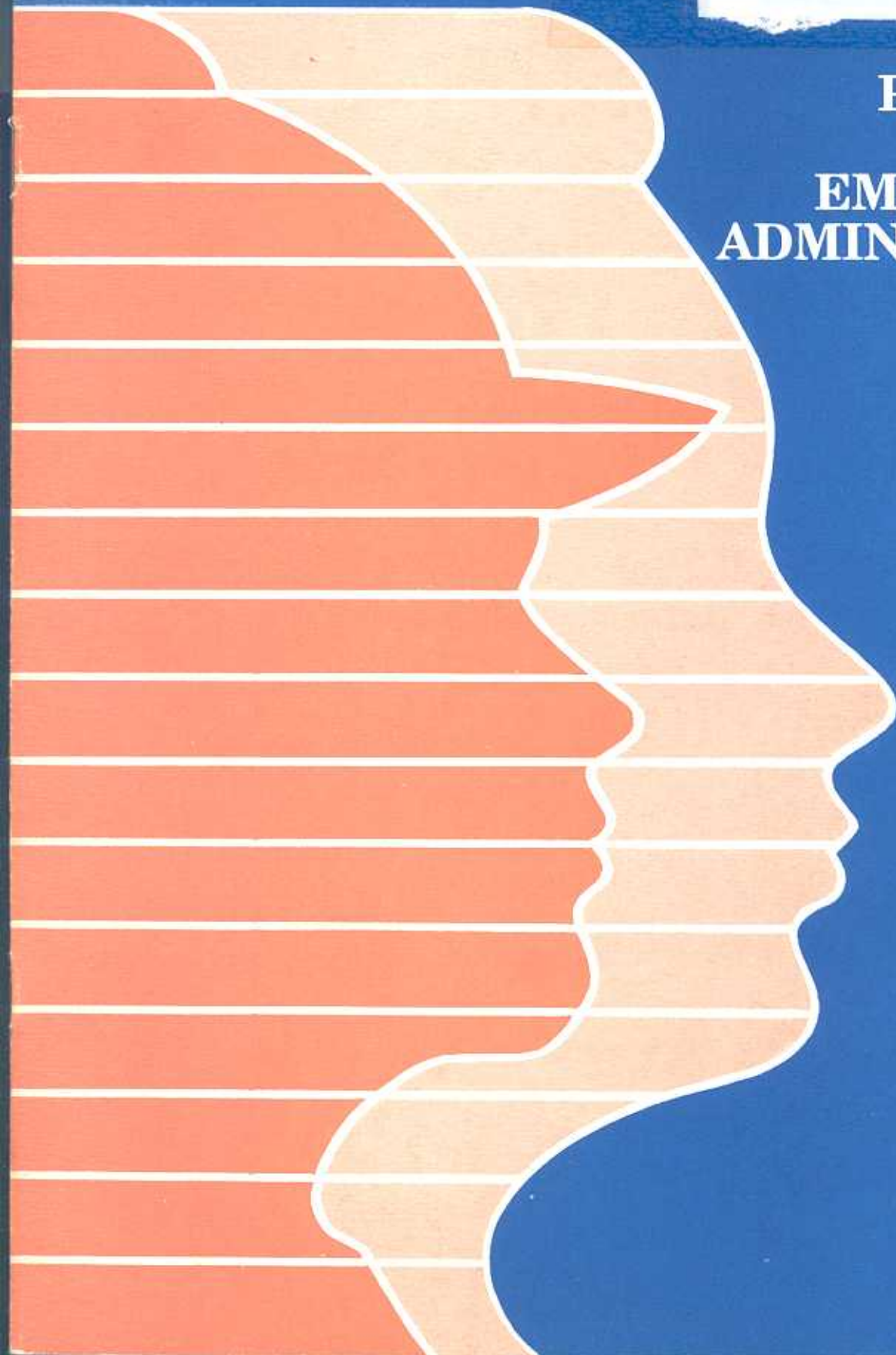


OFFICE OF THE ADMINISTRATOR

**PHILIPPINE  
OVERSEAS  
EMPLOYMENT  
ADMINISTRATION**

**ANNUAL  
REPORT  
1993**



# TABLE OF CONTENTS

REPORT OF THE ADMINISTRATOR .....	2
EMPLOYMENT FACILITATION .....	4
Placement .....	4
Landbased Contract Workers .....	5
Seabased Contract Workers .....	6
Foreign Employers .....	7
MARKET DEVELOPMENT .....	9
FOREIGN EXCHANGE REMITTANCE .....	11
WORKERS WELFARE AND PROTECTION .....	12
Workers Education Program .....	12
Multi Service Partnership .....	12
Welfare Assistance Services .....	13
INDUSTRY REGULATIONS .....	14
Licensing and Inspectorate System .....	14
Anti-Illegal Recruitment Campaign .....	15
Information, Education and Communication Program .....	15
Investigation and Prosecution .....	16
Accreditation of Medical Clinics .....	17
OVERSEAS EMPLOYMENT CASES .....	18
DECENTRALIZATION OF FRONTLINE SERVICES .....	19
Regional Extension Units .....	19
Manpower Registry .....	20
SPECIAL PROJECTS .....	21
Jobs Fair .....	21
Task Force Central Luzon .....	22
Pamaskong Handog sa OCW .....	23
Conference on Overseas Employment 2000 .....	24
Top Performers Award .....	24
INFORMATION TECHNOLOGY .....	25
POEA Action Center .....	25
STAFF DEVELOPMENT .....	27
FINANCIAL REPORT .....	28
POEA DIRECTORATE .....	32

# REPORT OF THE ADMINISTRATOR

T

he year just past was a time for forging ahead. The initiatives introduced in 1992 bloomed into concrete achievements last year in almost all program areas of the Administration.

High on our agenda's list are efforts to develop a welfare package for contract workers at all stages of the overseas employment experience. Thus, the Administration devised strategies for worker's welfare, focusing on widespread education and strengthening of ties with the private sector, NGOs and POs. Main features are the conduct of Pre-Employment Orientation Seminars (PEOS) and Pre-departure Orientation Seminars (PDOS) which give out information on the changing realities of contract migration. We also drew on the strengths and commitment of the different sectors to produce programs to meet the needs of the worker and improve the quality of life. Besides joint conduct of the orientation programs, cooperative alliances were made for access to loans, housing, medical and social insurance.

Our Information, Education and Communications (IEC) Program was expanded, cutting across different clients. For the Anti-Illegal Recruitment Campaign, radio and newspaper were primarily utilized as conduits of information. The radio program - "OCW - Pagusapan Natin", a joint undertaking with Radyo Ng Bayan was expanded from 30 minutes to one hour, daily except Sundays. A Memorandum of Agreement was signed with Manila Times International Edition (MTIE) for the quarterly List of Licensed Recruitment Agencies and a twice a week column on contract migration issues. The POEA Action Center (PAC) which is located at the POEA lobby



continued to link the public with the different offices of POEA.

To stay close to our real beneficiaries - the contract worker and his family, we added a Regional Center in Davao and a Regional Extension Unit (REU) in Zamboanga to offer almost all of our services in the provinces. A Regional Center in Cebu and five other field offices in Baguio, La Union, Iloilo, Cagayan de Oro and Cotabato are likewise operational. Jobs fair and provincial recruitments have become regular activities on a nationwide scale, bringing jobs in places where qualified workers are found.

Investigation and prosecution of illegal recruiters got a boost with the signing of a Memorandum of Agreement with the City of Manila to identify and turn in illegal recruiters. The Anti-Illegal Recruitment Coordinating Councils (AIRCCs), a multi sectoral group involved in the AIR campaign at the local levels were revitalized with renewed commitment from the Church, NGOs/POs and academe. The annual zonal conferences were conducted to enhance effectiveness of nationwide drive.

To extend the global reach of Filipino workers, POEA fashioned new employment

# REPORT OF THE ADMINISTRATOR

arrangements in the international marketplace. Market development efforts were focused on the tiger economies and Newly Industrializing Countries (NICs) of Asia - Taiwan, Malaysia, Korea and Japan. A breakthrough was achieved in the scheme to hire foreign technical trainees for Korea's small and medium sized firms. Employment incentives for seafarers were not overlooked. A goodwill mission to Belgium and the Netherlands made a pitch to shipowners and managers to hire more Filipino officers and cadets.

The number of contracts processed and actual workers who departed were up more than 1%, 738,958 and 696,630 respectively. But this is consistent with the long term policy of eventually keeping our men and women here, to help in the task of national development. The figure for illegal recruitment handled and acted upon by the Administration was a respectable 89%. The nationwide manpower pooling scheme became a reality with the launching of the National Manpower Registry, a joint effort of POEA, the Bureau of Local Employment (BLE), the Community Employment Centers and Public Employment Services Office (PESO). The national registry of the Philippine Shipping Industry was updated with the cooperation of the Philippine Coast Guard and maritime institutions. Remittances abroad reached US\$1.85 billion, fuelling investments in real estates and micro enterprises and improving the quality of life of our migrant workers.

Determined to act as a good citizen, the Administration supported two programs geared towards the contract worker and his

family. One is the "Pamaskong Handog Sa OCW", a DOLE multi sectoral program manifesting government's appreciation to the contributions of the worker. The POEA extended processing services at the regions, International Airports in Manila and Cebu and at selected job sites. Five POEA officers were fielded in Hongkong, Singapore, Riyadh and Jeddah to assist in the processing of employment documents. The second was "Task Force Central Luzon", a joint undertaking with three People's Organizations - the POEA Rank and File Employees Association (RAFEA), the Association of Company Representatives (ASCOREP) and the Accredited Liason Officers Organization (ALOO). The task force distributed relief goods to the calamity stricken areas of Licab, Nueva Ecija, Barangay Omayá in Zambales and Angeles City.

Our investment in our people was doubled. We conducted a strategic visioning and corplanning exercise to help the organization cope with the changing forms of migration and to guide it through the 21st century. We enunciated our vision, mission and value statements and engaged in some "hardnosed" planning.

If anything distinguishes 1993 from the others, we note with pride that our achievements have gone beyond the narrow confines of our organization, reaching out to the industry, the community and to the world.

  
FELICISIMO O. JOSON  
Administrator

# EMPLOYMENT

# FACILITATION

Unemployment is one of malaise of the nineties. According to a recent UN study, an estimated 820 million people worldwide or some 30% of the world's labor force are "either jobless or lack sufficient work for minimum living standards." The report added that in 1993, some 1.1 billion people lived in poverty, an indication of the general stagnation in the world economy.

In the Philippines, unemployment stands at 2.7 million or 8.9% of the total workforce of 26.8 million as of November, 1993. Contract migration generates jobs, easing the employment situation in the country. It absorbs the energies of our labor force, filling the resource gaps of other nations and stimulating economic and technology growth of the local economy.

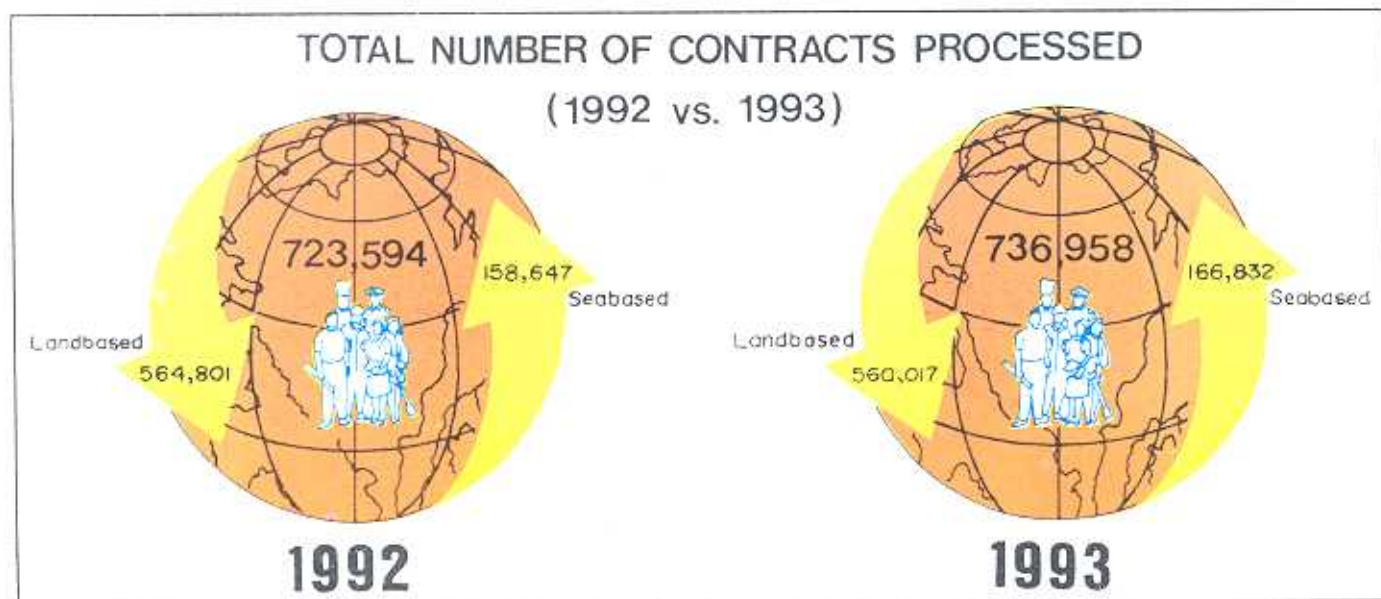
## PLACEMENTS

In 1993, data shows that number of employment contracts processed reached 738,958,

a modest rise of 2.14% compared to the 723,448 contracts processed for the previous year.

As expected, the landbased sector accounted for 77% or 572,096 of all contracts processed and the remaining 23% or 166,862 came from the seabased sector. Both sectors registered moderate increases, 1.29% and 5.18% respectively.

The margin between contracts processed and deployment continue to close in. The actual number of workers who left for jobs abroad came to about 94% of contracts processed. Actual deployment was up by a modest 1.48% from 686,461 in 1992. Workers who left for shorebased jobs demonstrated negligible growth of less than one percent, primarily due to a fall in new hires. The decline could not be compensated by the 7.02% hike in the number of returning workers which totalled to 276,567. Seafarers improved their deployment 6.54% to 145,758.





## LANDBASED CONTRACT WORKERS

For 1993, workers engaged in landbased operations reached 572,096 inching up 1.29%. Contract for new hires dipped by 3.54% from 306,365, implying a net loss of 10,836 new jobs. This could be partly explained by the adoption of selective deployment policies particularly for performing artists bound for Japan. However, the red ink was higher in 1992 where new hirings was down to 9%.

In contrast, contracts for renewal of employment posted a 7.02% growth, totalling 276,567. But compared with 18% swell in 1992, overall growth is down 10.98 percentage points. It appears that more rehires are opting to pass through the Regional Extension Units, where processing hit a 36.77% improvement. The field offices provided documentation services to about 11% of all returning workers against 8.76% in 1992.

New hires still outnumber rehires - 1: 1.07, a trend consistent for the last four years. This is despite the fact that returning workers grew faster than first timers in terms of actual departures. For instance, in 1992, first time hires declined by 3.35% while workers on recontract expanded by 37.54%. The pattern is repeated this year, albeit on a more modest scale.

Private agency hires contributed over 93% of all contracts processed for new hires, despite a 2.71% loss. Compared with 1992, the decline has been stemmed 7.29 percentage points from 10%. Placement using government facility also exhibited a slowdown, from 22,185 to 18,022. Both name hiring and government recruitment performed weakly, down by 17.51% and 25.70% respectively. This year, namehiring for Taiwan reached 78.

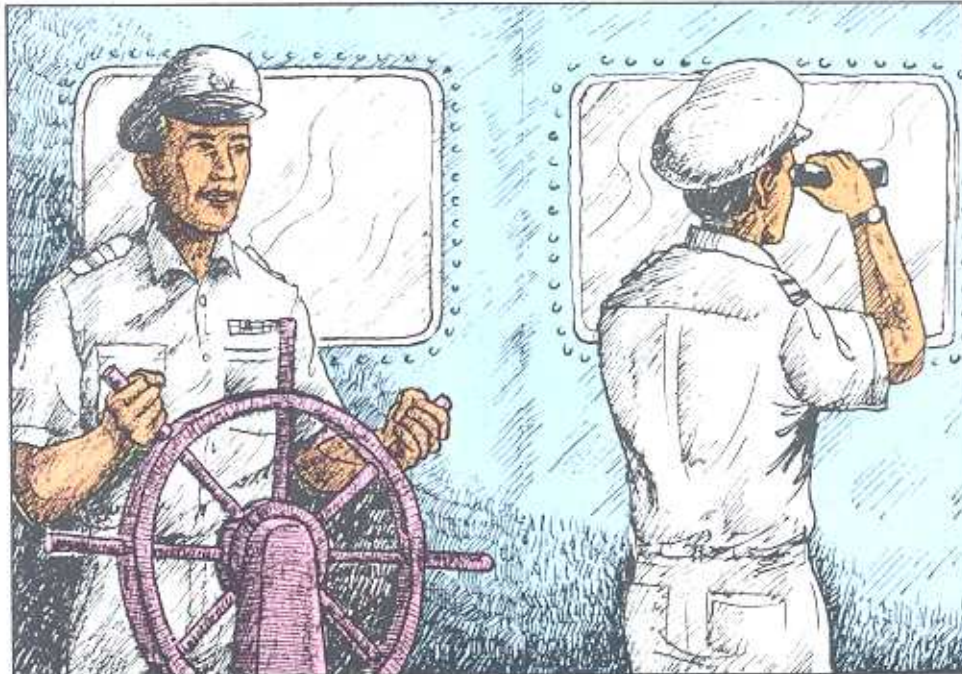
## SEABASED CONTRACT WORKERS

Growth appears concentrated in seafaring operations since 1991. Maritime demand is picking up the slack in landbased activities, both in terms of contracts processed and workers who join foreign going vessels. Employment contracts processed had a 5.18% increase from 158,647 in 1992. Seafarers who actually signed on board pushed up 6.54% to 145,758.

Admittedly, growth is on a moderate beat compared with 1992 - an 8% gain in contracts processed and 9% spread in actual departures.

But considering the global recession hitting the developed economies of Europe and Japan, all prime employers of Filipino seafarers, there is cause for optimism.

The use of regional facilities for seabased processing and deployment is on a modest upswing. Of course, Manila remains the hub for documentation but contracts processed thru the REUs climbed by 79.11% from 383. Deployment contributed by the field offices rose from 77 to 85.



## FOREIGN EMPLOYERS

As proof of the Filipino's presence in the global economy, the number of foreign employers allowed to hire our workers recorded a 19.73% jump over the previous year's 4,292. The combined demand from foreign shipowners, managers and manning agents and Taiwanese employers fueled the gain of 3.28% percentage points from the 16.45% slump in 1992.

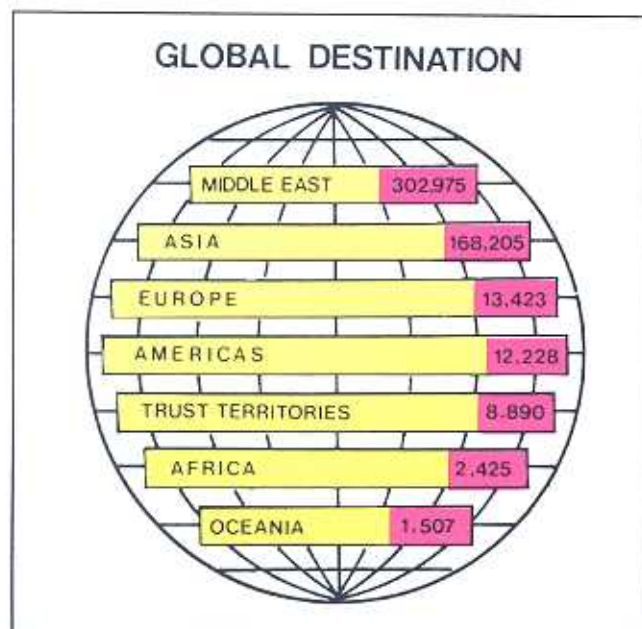
Employers offering landbased jobs rose 18.19% to 4,536 while the manning sector contributed an additional 149 new principals from the 454 accredited in 1992. The manning sector has hit a plus side - seabased projects revived 20 percentage points after a 12% slide in 1992.

Translated into actual jobs, landbased employers chalked up 85% or 252,764 of aggregate manpower needs. About 44,558 or 15% came from companies with seabased operations. However, both showed deficits



given last year's orders for 265,278 shorebased jobs and crew order of 52,328.

Vessel enrollment also suffered a slight setback of 5.35%, failing to match last year's record of 1,608. The reduction may be due to the global economic recession which hit employer countries in Europe and Asia, causing fewer principals to buy new vessels for enrollment. However, the gap has been held down more than 6 percentage points vs. 12% drop for the previous year. In contrast, Philippine Registered Vessels (PRVs) which suffered a cutback in 1992 grew 20.69% to 35 vessels.



## GLOBAL DESTINATIONS

In the international job market, the Filipino worker has built loyal customer relations. World class companies - in the Middle East, Asia, America and Europe run businesses on Filipino skills and expertise.

The Mid Eastern region continues to be a major source of jobs but volume of jobs generated barely reached 1% rise from 302,975. More than half of all landbased workers left for the Middle East, with Saudi Arabia as primary destination. A maturing market and increasingly unattractive employment condi-



# EMPLOYMENT

# FACILITATION

tions make it less appealing and a stronghold for rehires or those renewing their contracts.

Asia, the growth area of the 21st century ranked second in choice of destination. Employment grew 24.80% to 168,205 mainly due to contracts coming in from Taiwan and increased demand from Malaysia. Returning workers to Hongkong, Japan, Singapore and Brunei also helped sustain the flow.

Europe ranked third, despite a 7.99% fall in hiring to 13,423. Almost two thirds of the workers were domestic helpers returning to Italy to resume their employment.

The declining trend spilled over to the USA dominated Americas, falling by less than 1% from 12,318 in 1992. Increased absorption of medical and para medical workers in the USA and Canada could not cover up the deficits

in Cuba, Diego Garcia and Guam for base facility workers.

The African continent further trimmed down its demand for Filipinos from 2,510 to 2,425. Most noticeable is the drop in deployment of Filipinos to Angola which has been racked by civil unrest in the past year. With the unstable situation, employers shied away from bringing in foreign workers into the country. Likewise, the Philippine government officially suspended the flow of Filipinos into the country last July upon advise of the Department of Foreign Affairs. However, the ban was lifted late last year in the capital city of Luanda where situation was deemed more stable.

Other regional markets sagged as well. The Trust Territories fell 18.21% to 8,890. Oceania dipped from 1,669 to 1,507.

For 1993, the following countries attracted the most number of Filipino workers: Saudi Arabia (230,996); Hongkong (62,583); Japan (43,542); UAE (30,045); Taiwan (23,025); Malaysia (12,409); Singapore (11,568); Kuwait (11,256); Brunei (10,960); and Italy (9,367). The first three countries are also last year's top grossers. UAE maintained its hold on the fourth slot. Taiwan, Malaysia and Singapore are newcomers to the list, dislodging Bahrain, Saipan and Oman from the 1992 roster.

## TOP 10 COUNTRIES IN TERMS OF DEPLOYMENT

1.	KSA	230,996
2.	Hong Kong	62,583
3.	Japan	43,542
4.	UAE	30,045
5.	Taiwan	23,025
6.	Malaysia	12,409
7.	Singapore	11,568
8.	Kuwait	11,256
9.	Brunei	10,960
10.	Italy	9,367

# MARKET DEVELOPMENT

**T**oday's global environment is clouded by economic stagnation, trade dissension, political uncertainty and civil unrest. Recession continues to stalk much of the world. Yet, this unsettled atmosphere did not stop POEA efforts to fashion new employment arrangements in the global marketplace.

To extend the global reach of Filipino workers, eight missions both technical and high level, visited eleven traditional and emerging markets. The missions focused sharply on the tiger economies and Newly Industrializing countries (NICs) of Asia.

In January, the Administrator headed a mission to Malaysia to confirm employment prospects for skilled workers in landbased jobs and for seafarers. At the same time, he looked into the welfare conditions of Filipina domestic helpers and held discussions on policies and procedures affecting their placement to Malaysia.

To assure the steady growth of the Taiwan market, a marketing coordinator and technical staff were posted at the Philippine Labor Center (PLC) in Taipei during the first quarter of the year. The two-man team conducted promotional activities among Taiwanese employers and helped streamline placement procedures, including setting up of closer coordination between the PLC and POEA. In August, POEA participated in two major events - the 8th Joint Meeting of the Philippines - Chinese/Chinese Philippines Business Councils and the 2nd RP-Taiwan Economic Conference. Both meetings provided opportunities to thresh out issues affecting employment of Filipinos and to find solutions to common problems.



Japan's rich domestic market has remained an enticing but elusive target for Filipino skilled workers. Last June, shortly after the President's state visit, Secretary Nieves Confesor led a high level mission to follow up on trainee worker scheme with the Japan International Training and Cooperation Organization (JITCO) which would allow Filipinos access to skills and technology trains in Japanese industries.

A breakthrough was achieved in the scheme to hire foreign technical trainees for Korea's small and medium sized firms to fill up the acute shortage for unskilled and semiskilled jobs in firms with employment sizes ranging from 10--300. A special processing desk was set up to facilitate the documentation of the trainees. The Administration entered into a Memorandum of Cooperation with the Export Processing Zone Authority (EPZA) to facilitate the documentation and monitoring of Korea bound Filipino trainees of firms operating in the Zone.

One of the most compelling arguments to visit the Middle East is the vast Filipino workforce in the region, particularly in Kuwait, UAE and Saudi Arabia. Two high level

# MARKET DEVELOPMENT

missions, one in February and the other in May were dispatched with the Secretary of Labor heading a delegation composed of representatives from private recruitment entities, legislators and Non Governmental Organizations (NGOs). The missions paved the way for governments of the Philippines and receiving countries to institute policies and mechanisms guaranteeing the welfare of Filipino workers, especially domestic helpers.

In June, during the 80th Session of the International Labour Conference in Geneva, the Secretary held bilateral talks with Asian and Arab Labor Ministers on the employment and welfare of Filipino workers.

Not to be overlooked are employment incentives for Filipino seafarers. A goodwill mission went to Belgium and the Netherlands to encourage shipowners and managers of both countries to hire Filipinos on board their foreign going vessels. An equally important objective is to solicit support for training programs which would allow our seafarers to compete in the 21st century.

The Administration's worldwide responsibility for the contract migration programme went beyond employment promotion. In March, the Administrator was a key participant to a Symposium, sponsored by the Office for Human Development of the Federation of Asian Bishop's Conference (FABC). It was an international gathering of Church based organizations and NGOs working directly with migrant workers, including Filipinos. It provided essential information on issues - work, cultural and social that confront contract workers in different host countries. It ended with a call to action to transform contract migration into a humane and dignified experience for workers worldwide.

The Administration likewise continued to monitor and assess existing markets in line with its policy on selective employment promotion and welfare protection of Filipino migrant workers. Policies were reviewed and reformulated in response to developments in the international market.



# FOREIGN EXCHANGE

## REMITTANCE

**C**ontract migration continues to benefit families of Filipino workers and local businesses. According to a University of the Philippines study, the "impact of remittances are seen in real estate accumulated, small businesses acquired and special status achieved" by contract workers.

Statistics available from the Central Bank show that from January to December of 1993, the country gained some US\$ 2.229 billion in dollar remittances, up by a slim 1.23% from US\$ 2.202 billion in 1992.

The bulk (81%) of this amount came from landbased contract workers who remitted a total of US\$ 1.84 billion or 4.72% higher over

the same period in 1992. In contrast, seafarers reported a decrease of 12.52% declining to US\$ 389.28M.

Ranked by countries, the United States of America led the top ten earners for the period Jan.-Oct. 1993, at US\$ 1,171,761. The Kingdom of Saudi Arabia (US\$ 135,697) and Japan (US\$ 60,365) took the next two slots among countries. Other standouts: Hongkong (US\$ 47,241); Germany (US\$ 45,422); and United Kingdom (US\$ 35,216).

A canvass of earnings show that the top ten countries contributed 84% to overall remittance figures. The USA topped its contribution by 22.56%, the Kingdom of Saudi Arabia poured in 14.26% more money and Japan's share climbed by 35.39%.

TOTAL REMITTANCES OF OCW's  
(1992 vs. 1993)



TOP 10 COUNTRIES  
IN TERMS OF REMITTANCES  
(Jan.-Oct. 1993)  
(In Thousand US Dollars)

1. USA	1,171,761
2. KSA	135,697
3. Japan	60,365
4. Hong Kong	47,241
5. Germany	45,422
6. UK	35,216
7. Italy	27,169
8. Australia	9,664
9. France	7,534
10. Netherlands	7,240

# WORKER'S WELFARE AND PROTECTION

Nothing has concerned the Administration more than its ability to play a key role in the promotion of migrant's welfare. The Overseas Employment 2000 (OE 2000), a blueprint for the contract migration programme for the 21st century speaks of "primacy of migrant welfare--to focus primarily on the protection and welfare of the migrant worker--with a positive impact on the level of satisfaction and well being of the Filipino overseas workers."

The international market is forever changing and demands of host countries are varied. The Administration has devised strategies for worker's welfare, focusing on widespread education and strengthening of ties with the private sector, NGOs and POs.

## WORKER'S EDUCATION PROGRAM

The Administration has steadily expanded the local reach of its information and education program during the past year.

One of its mainstay programs, the Pre Departure Orientation Seminar (PDOS) gives out information on the changing realities of the workplace. For 1993, POEA conducted 579 briefings for some 38,069 departing workers a 1.32% increase over the previous year's 37,574. Majority of the workers were domestic helpers (32,206). The field offices contributed around 1,243 workers briefed to the aggregate.

Efforts to offer information and advise on overseas employment to would-be contract workers are starting to pay off. By year end 50,000 prospective workers have benefitted



from PEOS. Three (3) trainor training programs have been conducted in Dagupan, Batangas and Aparri, graduating a total of 77 volunteers who will re echo their learnings to their communities.

## MULTI SERVICE PARTNERSHIP

Since it has become increasingly difficult for government to act alone and develop the full range of welfare services, the Administration has looked for partners for a broad front. It has drawn on the strengths and commitment of the different sectors to produce programs that meet the needs of the worker and improve quality of life.

For instance, the conduct of PDOS and PEOS is now a shared responsibility with NGOs and Covenants of Partnership have been inked with organizations such as Women in Development (WID), National Greening Movement Foundation, National Center for the Protection of Pilipino Overseas Contract Workers (NCPOPW), and Friends of Migrant Workers (KAIBIGAN, Inc.). Started in October last year, a total number of 19,500 PDOs certificates have been issued as of 26 January 1994.

# WORKER'S WELFARE AND PROTECTION

An important initiative last year is finding a welfare package suited to the needs and expectations of migrant workers. Valuable incentives such as access to loans, housing, medical and social insurance are preferred offerings.

Sources of financing and remittance facilities came from six banks which opened service windows right at the heart of POEA. The United Coconut Planters Bank, Philippine National Bank and Security and Trust Company offered loans schemes for placement fees which were tested with the Taiwan market. Other government institutions, particularly the Overseas Worker's Welfare Administration (OWWA), Social Security System (SSS), MEDICARE, Pag-ibig Fund and the Technology and Livelihood Resource Center (TLRC) cooperated to hammer out an appropriate benefits program that will boost worker's welfare and information awareness.

Besides delivery of welfare services, the Administration is deeply involved in designing and producing audio visual materials to educate workers. Last year, the International Labour Organization (ILO) offered assistance to produce a module for the Pre-Employment Orientation Seminars (PEOS), drawing from

the experiences of other labor sending nations such as Sri Lanka and Thailand. The move is an important step to improve the curriculum and quality of the seminars.

In August, a ten day series on "Working Overseas", a comprehensive module complementing the PEOS was featured in a television show, "Negosiyete: Mag-aral sa GMA in cooperation with the TLRC and GMA Radio Television Arts. A companion handbook, "Gabay on Working Overseas" was also produced. Both video and print materials have found their way in the local PEOS being conducted by the League of Governors and NGOs.

## WELFARE ASSISTANCE SERVICES

Counselling, repatriation and tracing of worker's whereabouts are core activities focused on migrant workers. For 1993, the Administration handled a total of 5,810 welfare cases, a minimal rise from 1992's 5,715. About 46% of all cases received were disposed by the end of the year. As usual, the lack of interest from complainants to pursue their case and delayed responses from parties account for the rather low disposition rate.

Of the 2,684 cases acted upon, counselling posted the biggest share at 65%, growing from 1,268 cases in 1992 to 1,756 in 1993. Requests for repatriation (263) and tracing of worker's whereabouts (65) both declined by 23% and 2.99% respectively. Cases archived fell by 50% from 1200 in 1992.

Monetary benefits awarded to 46 worker - complainants dropped by 26.22% to P7,240,124, representing back wages, death and disability benefits and medical compensation.



**O**E 2000 recognizes that the "private sector facilitates and serves the job aspirations of many Filipinos-- and substantially assumes the responsibilities of their foreign employers".

In return, the Administration has made efforts to simplify and streamline its rules and regulations for greater organizational efficiency. It is also trying to develop a degree of "burden sharing" in the regulation of the recruitment industry with greater participation from the private sector.

## LICENSING AND INSPECTORATE SYSTEM

Accountability of the private sector is ensured through licensure and inspection. In 1993, the Administration issued 134 new licenses, mainly to service contractors (106) and manning agencies (28). This means 22 more licenses compared with 1992. This is consistent with the policy embodied in Executive Order No. 450, Series of 1991 to lower "barriers of entry" to innovative and dynamic companies who can revitalize existing markets and respond to the challenges of emerging ones.

A total of 695 companies made it to the 1992 list of agencies allowed to participate in the program, down 7.70% from 753. The list includes private employment agencies (222), service contractors (232), construction contractors (20) and manning agencies (221). Except for the service contractors, the number of agencies who made it to the current list declined.

To make good its promise to monitor and

quickly penalize erring agencies, the Administration conducted a total of 2,454 inspections, a 23.63% rise over 1992. Of these, 770 were made in the course of regular inspection - issuance or renewal of license, transfer or putting up of extension offices, and the like. Salvo inspections or periodic checks on operations of licensed agencies numbered to 296, or 26 inspections more than the target for 1993.

For 1993, the number of suspensions enforced fell 31.53% to 76. Private employment agencies had the most number of suspensions meted out at 53 while the construction contractors kept a clean slate.

In contrast, cancellations surged from 0 to 10 in 1993, mainly from private employment agencies (7) and service contractors (3).

To encourage the private sector to engage in developmental activities, the implementing guidelines of Governing Board No. 3, series of 1993 was drafted and approved. This resolution provides for the establishment of branch offices in cities or provinces, preferably those located in or adjoining an economically depressed area. Last year, six agencies were granted authority to set up extension offices in Cebu, Iloilo, Davao and Cagayan de Oro.

Additional incentives are the conduct of orientation seminars both for top management and liason officers of private recruitment entities. The syllabus of the orientation module for executive officers has been prepared while two (2) Value Enhancement seminars participated in by 65 liason officers have taken place.

To simplify licensing policies, two implementing guidelines were prepared. The first is to implement the uniform system of licens-

ing with the lifting of the Restraining Order on Executive Order No. 540 by the Supreme Court. The other is on Governing Board Resolution No. 7, Series of 1993 which provides for transparency in application for issuance and grant of license.

## ANTI-ILLEGAL RECRUITMENT CAMPAIGN

Illegal recruitment is the "deliberate trading of jobs and men by unauthorized individuals and firms" which has led to innumerable instances of deception among workers. To stem the tide of illegal migrants, govern-



ment pursues a strong information program and seeks to intensify police investigation and punitive actions against illegal recruiters.

## INFORMATION, EDUCATION AND COMMUNICATION PROGRAM

Media continues to be a powerful force to communicate essential information to workers - jobs opportunities, names of licensed recruitment agencies and services offered by POEA. For 1993, radio, television and print were utilized to generate public awareness on illegal recruitment down to the baranggay or village level. A 60 - second ad, cautioning on the different guises of illegal recruiters was produced and made visible over radio and television programs. Posters, detailing the operations of illegal recruiters were disseminated to provincial governors and mayors. The field offices assumed an aggressive stance in the local media - as a source of information on jobs, articulating rules on overseas employment and exposing illegal recruitment activities. Together, the units conducted 101 AIR seminars with 4,567 participants, were heard in 811 radio local broadcasts and gave out



# INDUSTRY REGULATIONS



205 print and 128 television releases on AIR.

Realizing that over 80% of Filipinos 10 years old and above listen to the radio, the Administration began the long process of maximizing its reach. It expanded its radio program with Radio Ng Bayan, "OCW - Pag-usapan Natin" from 30 to 60 minutes, daily except Sundays. Every Saturday, the program creates a forum to discuss news and issues on contract migration ranging from payment of fees to bills on housing and social insurance. Negotiations are underway to syndicate the program's reach, both regional and global, including a 10 minute "toll free" number which overseas workers can call for information and assistance.

To check on the validity and effectiveness of its media interventions, POEA commissioned an impact study of its information

program. One possible outcome is a social marketing campaign to reach a broader audience with messages on illegal recruitment delivered and accepted.

## INVESTIGATION AND PROSECUTION

To combat fraud and deception of illegal recruiters, cooperative agreements and alliances were forged among key players in the AIR campaign.

A Memorandum of Agreement (MOA) was forged with the City of Manila to identify and turn in illegal recruiters. The Anti-Illegal Recruitment Coordinating Councils (AIRCCS), a multi sectoral group involved in the anti-

illegal recruitment campaign at the local level were revitalized with renewed commitment from the Church, NGOs/POs and academe. The AIRCCs have a presence in the regions and provinces and serve as the government's coordinating arm to implement local anti-illegal recruitment efforts. The AIR Zonal Conferences, the annual assessment and strategic planning fora for key participants in the campaign were held in Luzon, Visayas and Mindanao to enhance the effectiveness of the nationwide drive. The Philippine National Police/Central Service Command (PNP/CISC) continued to provide the needed operational assistance to the POEA in actual surveillance and arrest operations nationwide.

Last year, 770 cases were handled by the POEA Anti Illegal Recruitment Branch, of which 683 were acted upon. The number of cases handled and disposed declined by 3.39% and 6.82% respectively, a positive indicator that the campaign is making incremental progress. Disposition rate is at a respectable 88.70% compared with the previous year's 91.97%. A total of 1,855 victims were assisted and 185 surveillance missions were conducted leading to the arrest of 69 suspects.

## ACCREDITATION OF MEDICAL CLINICS

One critical pre-employment service to contract workers is the conduct of medical examination, guaranteeing the fitness of the worker to face the rigors of working overseas.

In coordination with the Department of Health (DOH), POEA is actively involved in monitoring the quality of service given by medical clinics authorized to test workers. For 1993, outreach was a key concern, given the lack of medical clinics and hospitals willing to perform the service in the provinces. Last October, a campaign was launched, asking medical institutions in the regions to take advantage of opportunity to offer their services to contract workers. The cooperation of DOLE Regional Directors was enlisted to encourage local clinics to participate in the program. Based on feedbacks drawn from the regions, POEA also plans to sponsor a program, calling for relaxation of stiff and unattractive accreditation requirements, an incentive for local medical institutions to act as testing facilities.

# OVERSEAS EMPLOYMENT CASES

**A**

n important corollary to welfare assistance is the quick settlement of adjudication cases or those arising out of contractual obligations and recruitment violations.

For 1993, the total number of adjudication cases handled climbed 64.09% to 7,530. The jump is accounted for by an average rise of over 60% in both employment related (6,140) and recruitment regulation (1,390) cases.

Disposition rate tumbled down almost 10 percentage points to 58.87%. However, more employer-employee cases were acted upon last year, 3,804 or 61.94%. Action on recruitment regulation cases also improved 17.79% or 629. The disposition rate is negatively affected by two factors: One is a clogged docket with an average of 500-600 cases received every month. Two is manpower shortage, where only 13 hearing officers handle and adjudicate cases, averaging a case load of 300 for every lawyer. Lawyer positions have remained unfilled due to a low and uncompetitive salary scale. Clerical support is inadequate.

A bigger number of workers were involved (2,417) and benefitted (727) in employment



## OVERSEAS EMPLOYMENT CASES

TOTAL CASES RECEIVED 2,858

CASES RESOLVED/DISPOSED 2,833

**1992**

TOTAL CASES RECEIVED 4,762

CASES RESOLVED/DISPOSED 4,433

**1993**

related cases, 56.04% and 19.38% respectively. However, monetary awards by decision went down 45.77% to P20,704,005.00. By settlement, benefits awarded amounted to P1,617,168 or a 5.72% increase.

Initiatives to cutdown on backlog of cases were implemented. A Memorandum of Agreement was signed between POEA and other government agencies, NGOs and law schools to render free legal assistance to contract workers with problems. Workers are not only assisted in prosecuting their cases but also advised if cases are indeed ripe for filing and adjudication. By December, 1993, 23 workers have availed of the scheme.

The rules covering adjudication-recruitment violations, employer-employee relations, docket and enforcement were revised to conform to changing demands of the industry, contract workers and international legislations. A salient feature recommends the adoption of conciliation and voluntary arbitration as modes of settling disputes. The draft rules has undergone public consultation and is up for approval by the POEA Governing Board.

# DECENTRALIZATION OF FRONTLINE SERVICES

The government moves ahead to ensure that it can provide a full range of services that will fully meet the needs and priorities of the contract workers. To stay close to the real beneficiaries of government - the workers and their families, POEA is accelerating its decentralization activities.

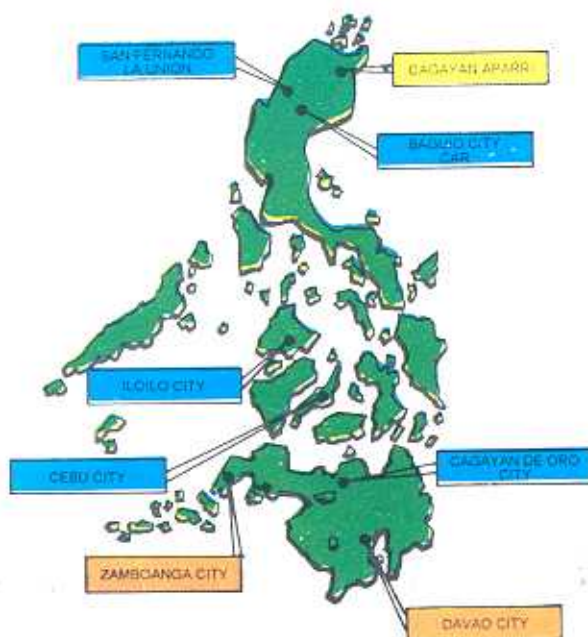
## REGIONAL EXTENSION UNITS

Almost all of POEA's services - processing and documentation, welfare and adjudication assistance and of its people have moved out of Manila and have been placed in field offices, the Regional Extension Units (REUs). Last May,



the Mindanao Regional Center in Davao was inaugurated in fulfillment of the President's promise to draw the workers and poor people closer to government. An REU became operational in Zamboanga last July and has gone on full blast operations, particularly against illegal recruitment activities. During the last quarter of the year, the Administration conducted a fact finding mission to Aparri, Tuguegarao to determine the feasibility of an REU to service needs of fishworkers. The Fishworker's Center hopes to become operational by early 1994 and will put a stop on the illegal recruitment of Filipino workers on board Taiwanese fishing vessels. These units are additions to the current Regional Center in Cebu and the five field offices in CAR - Baguio, La Union, Iloilo, Cagayan de Oro and Cotabato.

### REGIONAL EXTENSION UNITS



For 1993 alone, 30,963 rehires or 11% of all returning workers utilized the processing services of the different REUs nationwide. This represents a 36.77% increase over the previous year's 22,638 rehires. Departing workers who exited through the Labor Assistance Center at Mactan International Airport increased from 858 in 1992 to 3,121 in 1993.

The Regional Center in Cebu and the Iloilo

# DECENTRALIZATION OF FRONTLINE SERVICES

field office continue to accredit foreign employers and process contracts for landbased workers hired by private employment agencies and for those who secured employment on their own. These activities started during the first half of 1992. The REU in La Union carries on with the deployment of USA bound nurses.

The REUs also concentrated on two priority programs - the campaign against illegal recruitment and expansion of the Pre-Employment Orientation Seminars (PEOs). A trainors training program for the PEOs was conducted in Cebu, drawing some participants from Local Government Units (LGUs), NGOs/POs and academe as far as Zamboanga and Cotabato. Similar activities were held in Dagupan and Aparri.

## MANPOWER REGISTRY

To broaden access to jobs and ensure the quality of aspiring workers, a registry of skills for landbased and seabased workers with regional reach is being implemented.

For 1993, the nationwide manpower pooling scheme became a reality with the launching of the National Manpower Registry, a joint effort of POEA, the Bureau of Local Employment (BLE), the Community Employment Center (CEC) and the Public Employment Services Office (PESO).

POEA is trying to create a speedier and market oriented skills registry system. For instance, registration system for landbased workers is undergoing full computerization and the number of new registrants fell 24.75% listing only 9,214 names with the greater bulk

now part of the pool maintained by the regional offices. Updating is being done with at least 20% of 1992 registrants. The pool is being tapped both by employers of POEA and the private sector.

Knowing that the seabased registry is a critical source of officers and ratings for the Philippine shipping industry, innovations have been introduced. A filter mechanism, the Table of Minimum Requirements for the Entry and Promotion to Grade (TMRSEPG) of seafarers is strictly enforced. The adoption of the standard assures that only qualified seamen are registered to work on board foreign going vessels. By last quarter of the year, POEA together with Philippine Coast Guard tied up with maritime school all over the Philippines for the automatic registration of students eligible for apprenticeship. The scheme guarantees that all registrants are bonafide students and that the Seaman Book and the Seaman's Registry Card (SRC), both important requisites for employment are awarded to cadets upon graduation. The registry is being "cleaned up" to make sure that workers who form part of it are qualified with authentic documentation.

The Seaman's Registration Certificate (SRC), the ultimate evidence of registration featured some changes. A permanent number was assigned to each seaman and the three (3) year validity period was dropped.

The facility has added 37,478 new names and is currently being computerized.

Overall tally showed 60,781 workers were registered, posting a 17.34 growth rate. The REUs contributed 14,089 names while Manila based clients numbered 46,692.

## SPECIAL PROJECTS

The Administration has always emphasized its corporate links with the industry and the community. It is always searching for ways to reach out and inject a human element, a value into the business activities of contract migration. Last year, it has been active in promoting a broad range of socially oriented activities and fora that serve both the public and the private sector.

### JOBS FAIR

What started out as "safety net" for disadvantaged workers -- victims of natural calamities, marginal sectors such as urban poor and rebel returnees - has been transformed into an action program to solve unemployment.

For this year, a total of 64 jobs fair were held in selected regions with the combined efforts of DOLE/POEA and the private sector. About 34,482 jobseekers were registered, 26,852 were interviewed and 4,782 actually landed jobs overseas. Placement rate hit 18%, a definite improvement over 1992's 10% record.

A corollary activity is the conduct of provincial recruitment by licensed recruitment

entities. For 1993, a total of 495 Provincial Recruitment Authorities (PRAs) were issued, missing by a fraction its target of 500.



## TASK FORCE CENTRAL LUZON

Last August, with the support of the Administration, three People's Organizations (POs) - the POEA Rank and File Employees Association (RAFEA), the Association of Company Representatives (ASCOREP) and the Accredited Liason Officers Organization, Inc. (ALOO) came together to form Task Force Central Luzon to assist the calamity stricken population of the region. The group zeroed in on communities which were not reached by aid flowing into the affected areas. Aid

came in the form of cash, medicines, sacks of rice, dry goods and used clothing were donated by the industry, contract workers and POEA employees. A medical team was fielded by S.M. Lazo, a medical clinic catering to contract workers. Transport support was provided by the Logistics Command of the Armed Forces of the Philippines (AFP) and the Engineering Equipment Inc., a construction contractor. To date, beneficiaries of the relief operations include Licab, Nueva Ecija with 300 families, Barangay Omayá, Zambales (217) and Angeles City, 150 families.



## PAMASKONG HANDOG SA OCW

During the holiday season, a DOLE multi-sectoral program dubbed as "Pamaskong Handog sa OCW" was put into action. The program was government's way of manifesting its appreciation to the contributions of the OCWs to the country. It offered a wide array of services, including processing of employment documents of returning workers right at the jobsite, express lanes at the airport, halfway facilities and sales discounts.

The Administration coordinated the extension of processing services at the regions, the international airports in Manila and Cebu through the Labor Assistance Center (LAC) and selected job sites. Five POEA officers were fielded in Hongkong, Singapore, Riyadh and



Jeddah to assist in processing of employment documents.

Promotional materials such as primers, brochures, stickers and streamers were prepared to promote the program.





## CONFERENCE ON OVERSEAS EMPLOYMENT 2000

One of the top items in the Administration's agenda was the convening of "Conference on Overseas Employment 2000" to forge a new vision of 21st century contract migration. During the conference, government, NGOs and the private sector each presented their "individual maps" of what the programme should be. The gathering, held in December with Executive Secretary Teofisto Guingona as keynote speaker, hoped to forge an equitable relationship among all sectors and foster the spirit of multi-sectoral responsibility for the programme.

## TOP PERFORMERS AWARD

Government continues to encourage the private sector to develop and evolve as an accountable partner. The annual POEA Top Performers is a key instrument recognizing managers and entrepreneurs who have made contract migration both a profitable and ethical proposition. The year proved to be a rich ground for honoring excellent companies. The coveted award was given out to nine (9) manning agencies, two (2) construction contractors, one (1) private employment agency and one (1) specialized authorized to deploy entertainers. Two (2) agencies were elevated to the Hall of Fame and nine (9) received the Award of Distinction. For the first time, eight (8) agencies were conferred the Award of Excellence for earning the Award of Distinction for three consecutive years.

The awards were conferred by Executive Secretary Teofisto Guingona in simple ceremonies at the Occupational Health and Safety



Center as one of the highlights of the OE Conference 2000.

A corollary event is the Bagong Bayani Awards (BBA) which is given every year to outstanding overseas contract workers. For this year, two men and two women were honored by no less than President Fidel Ramos during the 20th Anniversary of the Department of Labor and Employment (DOLE) last December 8 held at the National Manpower and Youth Council (NMYC) grounds.



**T**

he Administration is investing in information technology to remain lean and efficient. It is upgrading its computer system to maximize use of technology to cut lead time in processing and documenta-

tion.

For this year, the establishment of a common data base has gotten off the ground. The necessary equipments have been purchased to upgrade POEA's mini computer and set up the workstations. When completed, the project will establish an on line network linking the Labor Assistance Center (LAC) at the Ninoy Aquino International Airport (NAIA) and Overseas Worker's Welfare Administration (OWWA) with POEA for monitoring of workers.

Computerization of welfare activities is being pursued to make informed decisions. Programs are being readied to provide latest information on nature of welfare cases received, skills processed under POEA transactions -- name hiring or those who secured employment on their own and hirings made by foreign governments, among others.

An added incentive has been given to the seabased sector. Profiles of agencies who belong to the Hall of Fame, particularly contracts processing has been computerized, facilitating business with POEA.

Computerization has also benefitted records keeping on employment data for both landbased and seabased workers. What started out merely as linkages with other agencies has resulted in a complete file for contract workers from 1988 up to 1993.

The installation of fax machines at the



Central Records Division has hastened the transmittal of important messages - information on employment for clients served by POEA and notices of hearing, among others. The machines were installed free of charge by RCPI, a telecommunications company. By the second half of 1994, an on-line system will be activated to improve verification and monitoring of employment documents.

## POEA ACTION CENTER

The POEA Action Center (PAC) is a very important link in the communication systems of POEA, linking the public with the different offices. It reinforces the high performance, people friendly image of the Administration.

By year end, the PAC assisted a total of 45,543 clients, 31,712 of which are walk in and 13,831 telephone callers. Most queries (33.8%) centered on verifying job orders and status of foreign employers. Other requests for assistance range from verification of status of recruitment agencies to information on Taiwan market to documentation requirements. Referral letters for some 284 aspiring workers were also sent out.

## INFORMATION

## TECHNOLOGY

With the help of the resident ombudsman, the Center continues its efforts to minimize transaction of fixers who victimize prospective workers. It also provides legal and technical advise to clients who wish to formalize their complaints against recruitment entities, illegal recruiters and fixers.

The Center also serves as a venue to generate feedbacks on contract migration issues which are tackled in the radio program of POEA.

To confront the need to communicate to all its clients, a Memorandum of Agreement was inked with Manila Times International Edition (MTIE) to run a column on issues and changes affecting contract migration. The columns which appear twice a week, both in the local and international editions of the paper discuss topics ranging from placement fee to insurance bonds to welfare schemes for contract workers.



## STAFF

# DEVELOPMENT

The Administration has set out to streamline its operations and focus on quality of service.

Last year, POEA unveiled a long term restructuring program to help the organization cope with changing forms of migration and to guide it through the 21st century. For example, the rank and file employees have been reassigned to jobs offering new perspectives and challenges. A similar move is poised for middle and top management. A redrawing of the organizational chart, essentially to strengthen core functions and rationalize seabased activities has been undertaken.

Investments have been made to develop a strong sense of corporate identity and strengthen staff capabilities through dynamic management, training and empowering people.

For the first time, middle and top management went through a visioning and strategic planning exercise. Facilitated by the Development Academy of the Philippines, the participants crafted a vision, mission and value statement, creating an image of both contract migration and the organization in the 21st century. But the really important thing is the ownership of the vision and commitment to its realization. Plans have been readied to



"cascade" the vision to the mainstream of the organization, making it a truly personal statement of every employee.

In contrast, the Corporate Planning Workshop engaged in "hardnosed" planning methodologies. For two days, discussions focused on identifying interventions required to satisfy needs and expectations of three principal clients of the agency - the overseas contract worker and his family, the recruitment entities and the foreign employers. Organizational accountabilities were also clarified.

POEA managers and staff were sent also to regular short term trainings ranging from information technology, to human resource development and government rules and policies. One division chief participated in the year long Master in Public Management (MPM), a course offering of the Development Academy of the Philippines.

Last July, the Rank and File Employees Association (RAFEA) in coordination with the Administration sponsored a 2-day seminar on Public Sector Unionism (PSU). Participants were drawn from the senior level of the rank-and-file employees. The seminar provided a background on unionism in government and raised awareness among participants on the rights and responsibilities of government personnel.

# FINANCIAL

# REPORT

## PHILIPPINE OVERSEAS EMPLOYMENT ADMINISTRATION BALANCE SHEET

As of December 31, 1993

### ASSETS

Current Assets			
Cash	P	146,268,503.12	
Receivables		12,673,184.35	
Inventories		2,909,578.21	
		<hr/>	
Total Current Assets			P 161,851,265.68
Other Assets			275,729.47
Contingent Assets			247,087.46
Investments and Fixed Assets			
Investments	P	0.00	
Acquired Assets		0.00	
Land and Land Improvement		8,000,000.00	
Building and Structures		99,119,231.87	
Furnitures, Fixtures, Equipment, work Animals and Books		21,861,521.18	
		<hr/>	
Total Investments and Fixed Assets			128,980,753.05
			<hr/>
Total Assets			P 291,354,835.66
			<hr/>

### LIABILITIES

Current Liabilities			
Payables	P	14,625,654.89	
Trust Liabilities		147,458,340.95	
Depository Liabilities		12,072.50	
		<hr/>	
Total Current Liabilities			P 162,096,068.34

# FINANCIAL

# REPORT

Other Liabilities	7,914,765.17
Contingent Liabilities	
Long-Term Liabilities	0.00
Total Liabilities	P 170,010,833.51

PHILIPPINE OVERSEAS EMPLOYMENT ADMINISTRATION  
BALANCE SHEET  
As of December 31, 1993

Balance forwarded	P 170,010,833.51
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## RESIDUAL EQUITY

Cumulative Results of Operations:		
Per Statement of Operation	P 1,910,177.92	
National Clearing Account	(8,444,277.69)	
Unreleased CDC	(1,349,738.59)	
Total Cumulative Resulting of Operations		P (7,883,838.36)
Invested Capital		128,980,753.05
Contingent Capital		247,087.46
Total Residual Equity		P 121,344,002.15
Total Liabilities and Residual Equity		P 291,354,835.66

Approved by:

Certified Correct:

FELICISIMO O. JOSON  
Administrator

CANDIDA B. VISTRO  
Chief Accountant

# FINANCIAL

# REPORT

## PHILIPPINE OVERSEAS EMPLOYMENT ADMINISTRATION STATEMENT OF OPERATIONS For the Year Ended December 31, 1993

### GENERAL FUND

Cumulative Results of Operation (CRO) at the Beginning of the Year:			
Continuing Appropriations	P	500,000.00	
Appropriations Allotted/Expenditures- Unused Supplies and Materials		6,145,302.72	
Overdraft in Appropriations		(996,544.29)	P 5,648,758.43
		-----	
Add: Allotments received during the year - Republic Act No. 7645		78,663,242.00	
Others (Specify)		0.00	78,663,242.00
		-----	-----
Total Allotments During the Year			P 84,312,000.43
Less: Obligations Incurred during the year - Personal Services	P	44,356,611.84	
Maintenance and Other Operating Expenses		33,581,673.12	
Capital Outlays		452,999.10	78,391,284.06
		-----	-----
Excess of Allotments Over Obligations Incurred			P 5,920,716.37
Add:			
Income	P	202,839,099.80	
Grants and Aids		0.00	
Extraordinary Receipts			
Borrowings			
Adjustments - Additions or (Reductions)		443,451.26	
Current Year's Purchase of Supplies and Materials		3,858,113.72	207,140,664.78
		-----	-----
Total CRO During the Year			P 213,061,381.15
Balance forwarded			P 213,061,381.15
Less: Reversions to CRO - Unappropriated - Income	P	202,839,099.80	
Grants and Aids		0.00	
Extraordinary Receipts		0.00	
Borrowings		0.00	

# FINANCIAL

# REPORT

Unexpended Balance of Allotments	271,957.94	
Unexpended Balance of Allotments - Capital Outlay	500,000.00	
Adjustments - Additions or (Reductions)	443,451.26	204,054,509.00
	-----	-----
Sub-total		P 9,006,872.15
Less: Supplies and Materials Used		7,096,694.23
		-----
CRO at the End of the year		P 1,910,177.92*
		=====


\*Breakdown:

8-90-000	P	0.00
8-90-570		2,906,722.21
8-90-700		(996,544.29)
		-----
		1,910,177.92
		=====

Approved by:

Certified Correct:

  
FELICISIMO O. JOSON  
Administrator

  
CANDIDA B. VISTRO  
Chief Accountant



# POEA DIRECTORATE



**FELICISIMO O. JOSON, JR.**  
Administrator



**CRESCENCIO M. SIDDAYAO**  
Deputy Administrator for  
Welfare & Employment



**ANGELES T. WONG**  
OIC for Management Services  
Director, Licensing  
& Regulation Office



**JAIMÉ P. GIMENEZ**  
Director, Adjudication Office



**LORNA O. FAJARDO**  
Director, Welfare &  
Employment Office



**SALOME S. MENDOZA**  
Officer-in-Charge  
Pre-Employment Services Office



**PHILIPPINE  
OVERSEAS  
EMPLOYMENT  
ADMINISTRATION**

Department of Labor & Employment

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