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Master's Thesis

Analysis on Relations between Migration and

Development Policies in the Philippines

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Abstract

Analysis on Relations between Migration and Development Policies in the Philippines

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Migration and development have been actively discussed in tandem since the two issues are highly inter-related. The fact that migration has a variety of impact on economics, society, culture and politics in both the countries of origin and destination has garnered increasing attention. The recognition of migration within the Sustainable Development Goals (SDGs) framework and its targets exemplifies the growing association between migration and development.

In this research, the relations between policies for both migration and development in the Philippines have been analyzed. The Philippines is widely considered a prime example of a country in which migration has been a key impetus of national development. A high percentage of overseas Filipinos included the national population, and the third largest total amount of remittances in the world both indicate that the country's economy and society are highly dependent on migration. In this context, figuring out the relations of migration and development policies in the Philippines will be critical to better understand the relations and impacts of migration and development and to maximize the benefits from the policies in the future.

The study begins with the two following research topics. First, relations between migration and development policies of the Philippines have been examined and the main findings are as follows: the interactions on both migration and development policies have been reinforced. However, migration-linkage to development policy has turned out to be much stronger than development-linkage to migration policy. It can be inferred that relations of the two policies are not balanced, but rather asymmetrical, which leads to the assumption that the Philippine government has been placing much focus on the incorporation of migration into development policy.

Second, the characteristics of migration in development policy and development in migration policy in the Philippines have been compared. While development-linkages in migration policy are very limited, migration-linkages in development policy are much more diversified and extended to various subjects. In particular, it is significant that economic aspects of migration, such as remittances and investment, have been newly emphasized in the latest development policy. The structure of the institutions in development and migration provide further evidence that development has relatively stronger influence than migration, and that the government is pursuing development-centered migration with its focus on the economic perspective.

Based on the above findings, the research has concluded that the Philippine government has been linking both migration and development in its policies, yet the relations are leaning towards development.

Keywords:

Migration, Development, Inter-relations, Policies, Philippines

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LIST of Abbreviations

CFO	Commission on Filipinos Overseas
DAC	Development Assistance Committee
DFA	Department of Foreign Affairs
DOLE	Department of Labor and Employment
ECDPM	European Centre for Development Policy Management
GDP	Gross Domestic Product
HDI	Human Development Index
IOM	International Organization for Migration
MDG	Millennium Development Goal
MTPDP	Medium-Term Philippine Development Plan
NEDA	National Economic Development Authority
NRCO	National Reintegration Center for OFWs
OECD	Organization for Economic Cooperation and Development
OFW	Overseas Filipino Worker
OLAMWA	Office of the Legal Assistant for Migrant Workers' Affairs
OUMWA	Office of the Undersecretary for Migrant Workers Assistance
OWWA	Overseas Workers Welfare Administration
PCD	Policy Coherence for Development
PDOS	Pre-Departure Orientation Seminars
POEA	Philippine Overseas Employment Administration
POLO	Philippine Overseas Labor Office
PSA	Philippine Statistics Authority
SDG	Sustainable Development Goal
UAE	United Arab Emirates
UN	United Nations
UNDP	United Nations Development Programme
US	United States
VoIP	Voice over Internet Protocol

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CHAPTER 1 INTRODUCTION

1.1 Background

Currently migrants are crucial for the development of both sending and receiving countries, and migration is a key factor in major development question and solutions (IOM 2015). Literally as people move, migration produces economic, social, cultural, political and demographic impacts on both countries of origin and destination, and as such, migration and development are considered to be highly inter-linked. In addition, due to the advance of globalization, prospects for developing countries are as influenced by externally-driven issues, such as migration, as domestic concerns. (OECD 2009).

Migration has gained significant attention recently, as the Sustainable Development Goals (SDGs) adopted at the United Nations (UN) Summit in September 2015 include and address directly the topic of migration in several of its targets and objectives. For example, Target 8.8 under Goal 8 on Economic Equality refers to the rights of all workers, including migrant workers and women migrants in particular. Additionally, Target 10.7 under Goal 10 on Inequality calls for the facilitation of orderly, safe, regular and responsible migration – including implementation of planned and well-managed migration policies.

Given that specific goals and targets regarding migration were not included in the previous Millennium Development Goal (MDG) framework, the UN's recognition of migration's significance in development within the SDGs indicates considerable progress. In this context, inter-linkage between migration and development is expected to increase in the future.

With such correlation, migration and development have been at the centre of attention for much research and development policies (Hass 2012). Since policy coherence and co-ordination between migration and development can produce synergies and complement with each other, (OECD 2012) studying the relations between development and migration is vital to better understand the characteristics of each and design more effective policies for both.

This study will focus on the Philippines as a country case study on the topic of the inter-linkage of migration and development. As of December 2013, there are an estimated 10.2 million Overseas Filipinos residing throughout the world (CFO 2014), which account for 10 percent of the total population of the Philippines. In remittances, the Philippines ranked 3rd worldwide, following India and China, with a total of US\$28 billion in 2014 (World Bank 2015). Considering the size of the economies of India and China, which are relatively much larger than that of the Philippines, the absolute volume of remittances of the Philippines is surprising. All these figures indicate that the economy, society, and development of the Philippines are highly dependent on

migration and that it is worth conducting study on the relation between migration and development policies of this specific country.

1.2 Research Questions

Within this context, the research seeks to answer the following two questions.

- a. What is the relation between migration and development policies in the Philippines?
- b. What are the characteristics and trends of the relation?

In the first question, interaction between the two policies in social, economic, and political aspects will be reviewed. Furthermore, these findings will provide opportunity to understand the specific impact migration and development have on one another.

In the second question, the research will examine the characteristics and trends of the relation and compare degrees of migration impact on development and development impact on migration policies to determine whether the interactions are balanced.

CHAPTER 2 LITERATURE REVIEW

2.1 Migration in the Philippines

2.1.1 Fact Overview

As of December 2012 the Commission on Filipinos Overseas (CFO), a government agency operating under the Office of the President of the Philippines, estimated that there are 10.49 million Overseas Filipinos in the world. Among them, 4.93 million or 47 percent are permanent migrants, 4.22 million or 40 percent are temporary migrants, and 1.34 million or 13 percent are irregular migrants. The number of Filipinos Overseas accounts for about 10 per cent of the country's total population.

A significant number of these Filipino migrants are categorized Overseas Filipino Worker (OFW). The total number of OFWs in 2014 was estimated at 1.83 million (POEA Statistics).

In terms of occupation, laborers and unskilled workers make up the largest group which accounts for 32.8 percent of the total number of OFWs. Other large occupation groups include service workers and shop and market sales workers (16.5 percent). More than half the female OFWs are classified as laborers and unskilled workers (54.0 percent), while the largest occupation group among male OFWs is trades and related workers (25.1 percent) (PSA 2014 survey).

Table 2.1. Stock estimate of overseas Filipinos by migrant category, 2001-2013

Year	Permanent	Temporary	Irregular	TOTAL
2001	2,736,528	3,049,622	1,625,936	7,412,086
2002	2,807,356	3,167,978	1,607,170	7,582,504
2003	2,865,412	3,385,001	1,512,765	7,763,178
2004	3,204,326	2,899,620	1,039,191	7,143,137
2005	3,407,967	2,943,151	626,389	6,977,507
2006	3,568,388	3,093,921	621,713	7,284,022
2007	3,693,015	3,413,079	648,169	7,754,263
2008	3,907,842	3,626,259	653,609	8,187,710
2009	4,056,940	3,864,068	658,370	8,579,378
2010	4,423,680	4,324,388	704,916	9,452,984
2011	4,867,645	4,513,171	1,074,972	10,455,788
2012	4,925,797	4,221,041	1,342,790	10,489,628
2013	4,869,766	4,207,018	1,161,830	10,238,614

Source: CFO, Stock Estimate of Overseas Filipinos¹

Table 2.2. Annual deployment of OFWs by category

Year	Land-based	Sea-based	Total Deployed
2000	643,304	198,324	841,628
2001	661,639	204,951	866,590
2002	682,315	209,593	891,908
2003	651,938	216,031	867,969
2004	704,586	229,002	933,588

¹ See CFO website:

http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=1340:stock-estimate-of-overseas-filipinos&catid=134:statisticsstock-estimate&Itemid=814

2005	740,632	247,983	988,615
2006	788,070	274,497	1,062,567
2007	811,070	266,553	1,077,623
2008	974,399	261,614	1,236,013
2009	1,092,162	330,424	1,422,586
2010	1,092,162	347,150	1,470,826
2011	1,318,727	369,104	1,687,831
2012	1,435,166	366,865	1,802,031
2013	1,469,179	367,166	1,836,345
2014	1,430,842	401,826	1,832,668

Source: POEA, OFW Statistics²

The total number of OFW remittances has been increasing continuously for the past four decades since 1970s. In 2015, the total of annual remittances reached to US\$22 billion (Central Bank of the Philippines 2015). From 1975 to 1994, these remittances accounted for 2.6 per cent of the Philippines' gross national product (GNP). In the national development plan of the Philippines, MTPDP 2011-2016, it is mentioned that "policymakers will need to focus on leveraging remittances as a tool for economic development".

² See POEA website: <http://www.poea.gov.ph/stats/statistics.html>

Table 2.3. Overseas Filipinos' cash remittances, in million US\$

Year	Levels (Cumulative)
2000	6,050.5
2001	6,031.3
2002	6,886.2
2003	7,578.5
2004	8,550.4
2005	10,689.0
2006	12,761.3
2007	14,449.9
2008	16,456.9
2009	17,348.1
2010	18,763.0
2011	20,117.0
2012	21,391.3
2013	22,984.0
2014	24,348.1
2015	22,830.3

Source: BSP, Remittances Statistics³

2.1.2 History

Given the large population of migrants of the Philippines, migration has greatly affected the social, economic and cultural aspects of the country. As such, understanding the history of migration in the Philippines is valuable to learning about the country.

³ See BSP website: http://www.bsp.gov.ph/statistics/efs_ext3.asp

Based on the results of numerous studies and research, migration in the Philippines is characterized in three phases. In the first phase occurred in the 18th and 19th centuries, in which Filipino seafarers began migrating to Mexico, and later settled in the United States. At the end of the 19th century, Europe became another migration destination for Filipino students, professionals and exiles under the colonization of Spanish rule.⁴

The second phase of migration took place starting from the beginning of the 20th century until the 1940s, as Filipino migrants made their way to the United States during the period of US colonization. During this period, migration took place in a more systemic manner, as the Filipino migrants were considered US nationals. Most worked in the sugar plantations or as fruit pickers in Hawaii.⁵

Finally, the third phase of Philippine migration came about in the 1970s, particularly after the oil crisis of 1973, which hampered the growth of the nation's economy and triggered increasing unemployment. Additionally, with the increased price of oil, oil-rich countries such as Saudi Arabia and the UAE needed additional workers to implement their construction projects. Due to the supply and demand of this international labor market, many male Filipinos

⁴ See The Center for Migrant Advocacy website:
<http://centerformigrantadvocacy.com/history-of-philippine-migration/>

⁵ See The Center for Migrant Advocacy website:
<http://centerformigrantadvocacy.com/history-of-philippine-migration/>

began large-scale labor migration to the Middle East. As other Asian countries such as Singapore and Taiwan developed, they became popular destination countries for female Filipinos, many of whom took on domestic work.⁶

2.1.3 Policies

With a large scale migration to the Middle East in the early 1970s, the Philippine government established the first migration policy called the Labor Code of the Philippine, or Presidential Decree No. 442, issued by President Ferdinand Marcos in 1974. The Code was primarily declared for the State to “afford protection to labor, promote full employment, ensure equal work opportunities regardless of sex, race or creed and regulate the relations between workers and employers”. At the same time, the Code aimed to facilitate migration and provide “the best possible terms and conditions of employment” for migrants (Battistella 1999).

The Migrant Workers and Overseas Filipinos Act of 1995 (RA 8042) was the first enacted and is considered the most important migration law in the history of Philippine migration by many scholars (Battistella 1999; Rodriguez 2002, Ratha 2011). The act sought to “establish a higher standard of protection and promotion of the welfare of migrant workers, their families and

⁶ See The Center for Migrant Advocacy website:
<http://centerformigrantadvocacy.com/history-of-philippine-migration/>

overseas Filipinos in distress”. With RA 8042, the Philippine government intended to provide various social and economic services to migrants, such as assistance on the repatriation of workers and the creation of emergency repatriation fund, as well as re-placement and monitoring centers for migrants’ reintegration into Philippine society. Moreover, RA 8042 was also intended to protect Filipinos from illegal recruitment and abuse by their employers, by strengthening functions of government institutions for overseas employment and by placing high control on private recruitment agencies.

The case of Flor Contemplacion was a primary impetus for the Philippine government to pass RA 8042. Flor Contemplacion was a Filipino domestic worker in Singapore who was executed in 1995 for the murders of another Filipino babysitter named Delia Maga and a Singaporean boy named Nicholas Huang, who had been under Maga’s care. However, many Filipinos believed that there was lack of evidence incriminating Contemplacion, and that she was innocent. After the execution, the public masses in the Philippines took to the streets and blamed the government for its insufficient measures and efforts to prevent such an outcome. The growing pressure from the incident of Flor Contemplacion and the increasing public demand for the government to be responsible for overseas migrants’ issues became motivation for the Philippine government to enact RA 8042.

In 2010, RA 10022, an amendment of RA 8042 was enacted by President Gloria Macapagal Arroyo. RA 10022 was amended to provide further

protection and improved welfare for migrant workers and their families, than its predecessor. In addition, RA 10022 designates additional functions of the National Reintegration Center for Overseas Filipino Workers to improve capacity and promote welfares for returning migrants. Furthermore, RA 10022 recognizes a variety of stakeholders involved in migration – such as non-government organizations, trade unions and workers’ associations – which operate in pursuit of the protection and promotion of the welfare and rights of migrants.

2.1.4 Institutions

In the Philippines, the planning and implementation of migration policies is managed by various departments and institutions of the government.

Established in 1980, the Commission on Filipinos Overseas (CFO) is a government agency operating under the Office of the President. The mission of the CFO is to promote the interests and rights of migrants and to maintain strong ties between the migrants oversea and the Philippines. The CFO’s main functions are to advise the President and the Congress of the Philippines on migration policies and related issues, establish various programs to support the interests of migrants, and function as a channel to foster relations between migrants and the Philippine (IOM 2013). The CFO established its ten goals from 2010 to 2016, which have been categorized in five categories: policy advocacy, socio-economic development, integration and reintegration, culture

and education, and institutional development and organizational strengthening.

⁷ In addition, the CFO provides services for permanent migrants such as registration, deployment and pre-departure orientation seminars (PDOS) (Murata 2011).

The Philippine Overseas Employment Administration (POEA) established in 1982 is an attached agency of the Department of Labor and Employment (DOLE), which aims to regulate the recruitment industry and to manage the OFWs and temporary deployment workers. Specific functions of the POEA are to issue and manage licenses for private recruitment companies, facilitate the deployment of workers through government-to-government arrangement, and provide a variety of services for workers' protection such as PDOS for OFWs, anti-illegal recruitment seminars, legal assistance to victims of illegal recruitment, repatriation assistance, and so on.⁸

The Philippine Overseas Labor Office (POLOs) plays a role as the on-site extension of the POEA in destination countries (Murata 2011). The POLOs provide various services for the convenience of migrants, such as document verification submitted by foreign employers hiring Filipino workers, workers' protection (including medication or conciliation between OFWs and

⁷ See CFO website:

http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=1336&Itemid=856/

⁸ See POEA website: <http://www.poea.gov.ph/>

employers), community networking, issuance of overseas employment certificate for migrants vacationing in the Philippines, and handling of requests for assistance from various offices such as the POEA, OWWA, DOLE and OWMWA in the Philippines.

The Overseas Workers Welfare Administration (OWWA) established in 1977 as an attached agency of DOLE, and is mainly tasked to protect the interests and promote the welfare of OFWs, as well as provide social and welfare services to temporary migrant workers, including insurance, social work assistance, legal assistance, cultural services, and remittance services.⁹ It is mandatory for all OFWs who sign their contract with POEA to be a member of OWWA and to pay a membership fee of US\$ 25 per person, which can be paid by employer or worker (IOM 2013). With its pooled fund, the OWWA conducts investments in high-yielding financial programs (Murata 2011).

The National Reintegration Center for OFWs (NRCO), an agency of DOLE was created by RA 10022. The major responsibilities of NRCO are to help returning OFWs reintegrate into Philippine society, assist them in finding local employment and gather and collect their knowledge and skills for national development.¹⁰ For instance, the NRCO designs and operates

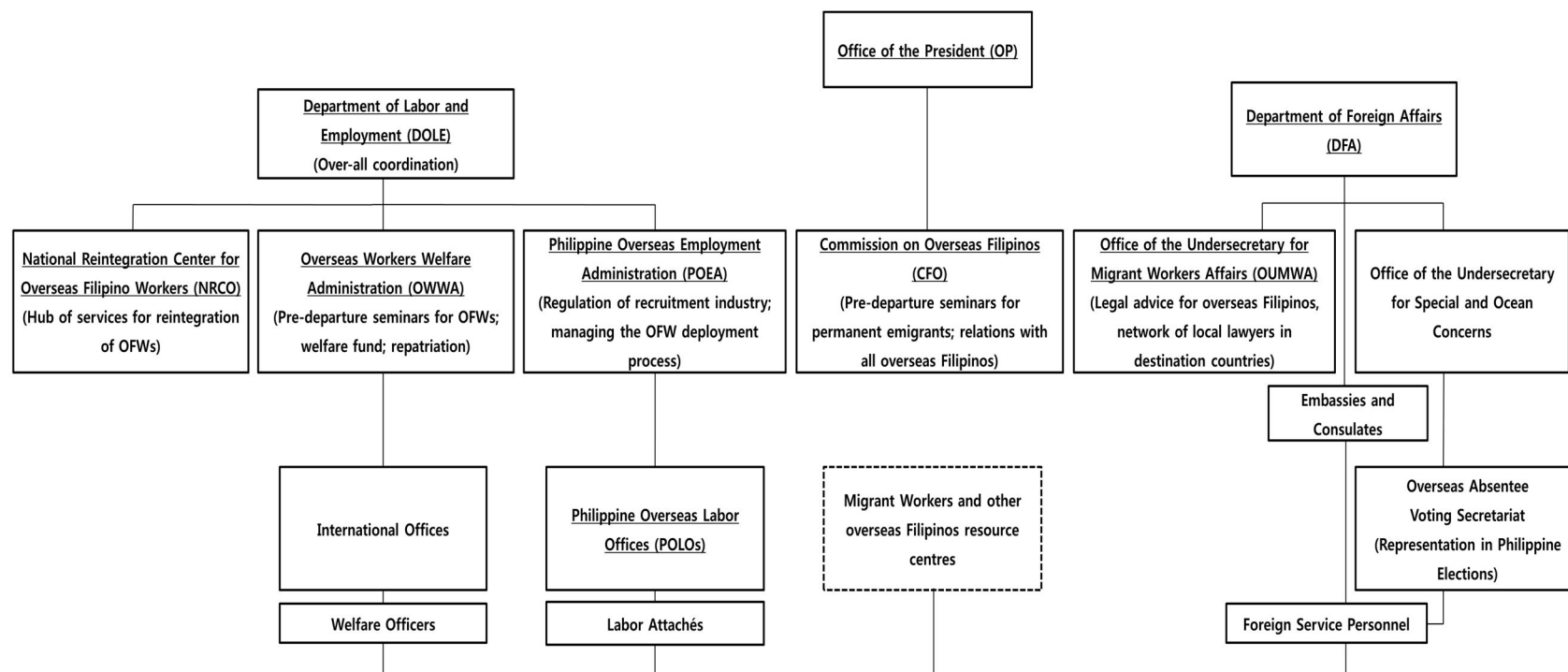
⁹ See OWWA website: <http://www.owwa.gov.ph/>

¹⁰ See NRCO website: <http://nrco.dole.gov.ph/>

education programs for entrepreneurship, savings and financial literacy for returning OFWs and their families (IOM 2013).

The Office of the Undersecretary for Migrant Workers Assistance (OUMWA) under the Department of Foreign Affairs (DFA) was first institutionalized by RA 8042 as the Office of the Legal Assistant for Migrant Workers' Affairs (OLAMWA), and later renamed (Murata 2011). It is tasked with providing local assistance and services for OFWs in distress, and also plays a focal part in the repatriation of distressed Filipinos (IOM 2013).

Figure 2.1. Philippine government institutions managing migrations



Source: Ruiz. N.G “Managing Migration: Lessons from the Philippines”, World Bank, August 2008

2.2 Development in the Philippines

2.2.1 Fact Overview

According to World Bank economic data, the Philippines is categorized at the lower middle income level, with the country's Gross Domestic Product (GDP) at market price an estimated US\$ 284.8 billion in 2014- the 39th largest in the world.¹¹ Growth in the Philippines has averaged above 5 percent throughout the past decade.¹²

Table 2.4. GDP growth rate, Philippines, 2000-2015

Year	GDP growth rate (%)
2000	4.4
2001	2.9
2002	3.6
2003	5.0
2004	6.7
2005	4.8
2006	5.2
2007	6.6
2008	4.2
2009	1.1
2010	7.6
2011	3.7
2012	6.7
2013	7.1

¹¹ See World Bank website: <http://data.worldbank.org/country/philippines>

¹² See PIDS website: <http://econdb.pids.gov.ph/tablelists/table/861>

2014	6.1
2015	5.6

Source: PIDS Economic and Social Database

The Philippines' Human Development Index (HDI) has increased continuously from 0.561 in 1980 to 0.668 in 2014 (UNDP 2015). The Philippines 2014 HDI of 0.668 is above the average of 0.630 for countries in the medium human development group, and below the average of 0.710 for countries in East Asia and the Pacific. From the East Asia and the Pacific region, countries with 2014 HDI rankings – and to some extent, population size – relatively similar to that of the Philippines are Thailand and Indonesia, which HDI rankings of 93 and 110, respectively (UNDP 2015).

With regards to the MDGs, the poverty rate (the percentage of the population living below US\$1 (PPP) per day) in the Philippines has been reduced significantly from 34.4 percent in 1991 to 25.2 percent, yet the recent data for 2015 is expected to indicate failure to achieve MDG Target 1.A under Goal 1 –halve the proportion of population whose income is less than US\$1 a day.¹³¹⁴

¹³ See UNDP website:

<http://www.ph.undp.org/content/philippines/en/home/mdgoverview/overview/mdg1/>

¹⁴ See Philippine Statistics Authority (PSA) website:

http://nap.psa.gov.ph/stats/mdg/mdg_watch.asp

Regarding Goal 2 – achieve universal primary education – it is anticipated that the Philippines will fail to achieve the targets for 2015, as the net enrolment rate for primary education in 2013 was 93.8 percent, the proportion of pupils starting grade 1 who reach grade 6 in 2013 was 80.6, and the literacy rate of individuals 15 to 24 years old in 2013 was 98.1 percent.

Under Goal 3 – promote gender equality and empower women – one indicator shows high advancement in gender equality, in the ratios of girls to boys in primary, secondary and tertiary education, while two other indicators, the share of women in wage employment in the non-agricultural sector and the proportion of seats held by women in national parliament, have worsened from 1990 to 2013, and the data is improbable to indicate improvement for 2015.

The Philippines achieved positive progress across all indicators under Goal 4 – reduce child mortality. The under-five mortality rate has been reduced from 80.0 percent in 1990 to 31.0 percent in 2013, with high expectation to achieve the target of 27.0 percent in 2015. Moreover, the infant mortality rate has decreased from 57.0 percent in 1990 to 23 percent in 2013, with probability of reaching the target of 19.0 percent in 2015.

Adversely, Goal 5 – improve maternal health – is one of the areas where the Philippines is expected to exhibit poor results. The maternal mortality ratio, which was 209 per 100,000 live births in 1990, declined to 162 in 2006, yet is unlikely to reach the target of 52 in 2015.

Goal 6 – combat HIV/AIDS, malaria and other disease – indicates mixed results as the prevalence and death rate associated with malaria has reduced significantly from 1990 to 2013, but the prevalence and death rate associated with tuberculosis has shown little progress within the same period.

In general, the Philippines has achieved some progress in social and economic development within its modern history, yet there is still a significant percentage of the poor suffering from poverty and hunger, and the country has much need to sustainable and inclusive development in the future.

2.2.2 Policies

As with other developing countries, the Philippines has its own national development plan called the Mid-Term Philippine Development Plan (MTPDP). The MTPDP is re-established each time a new President takes office, serving as a comprehensive development guideline in the formulation and implementation of development policies and programs for the government. The MTPDP 1987-1992 was named as such for the first time under President Maria Corazon Aquino. The plan was also previously known as the Economic Program, or the Program for Economic and Social Development, and so on (Martin 2011).

Establishing of the MTPDP is characterized into three stages, the pre-MTPDP phase, the MTPDP deliberation phase, and the application of the MTPDP into policy formulation and action programs (Martin 2011).

In the pre-MTPDP phase, winning political parties crafted meta-plans – which reflected their ideologies and interests – to realize national development. These meta-plans turned into the platform and principles of the government which represented the parties’ development direction in a comprehensive manner (Martin 2011).

The second phase, the MTPDP deliberation, was a process in which meta-plans were realized into actual plans. The Office of the President provided directives to the National Economic Development Authority (NEDA), and the NEDA formed working committees involving all the relevant departments and government agencies to deliberate these platforms into actual plans (Martin 2011).

In the third phase, upon approval of the President of the Philippines, MTPDP was distributed to all the government departments, agencies and local governments to be applied in policy-making (Martin 2011).

2.2.3 Institutions

The NEDA is an independent cabinet-level agency of the Philippine government responsible for economic development and planning. The NEDA aims to put the substantive contents of the MTPDP and implement it, in collaboration with various government departments and bureaus whose mandates are tied up with the MTPDP guideline. The NEDA is headed by the President of the Philippines as chairman of the NEDA board, with the

Secretary of Socio-Economic Planning, concurrently NEDA Director-General, as vice-chairman. A number of Cabinet members are board member; Secretary of Budget and Management, Interior and Local Government, Finance, Agriculture, Public Works and Highways, Environment and Natural Resources, Transportation and Communications, Energy, Science and Technology, Tourism, Trade and Industry, and the Chairman of Metro Manila Development Authority, the Chairman of Housing and Urban Development Coordinating Council, the Secretary of Presidential Communications Development and Strategic Planning Office, the Cabinet Secretary, the Director General of Presidential Management Staff, Deputy Governor of Banko Sentral ng Pilipinas, the Governor of Autonomous Region for Muslim Mindanao, the President of Union of Local Authorities of the Philippines, and the Chairperson of Mindanao Development Authority.¹⁵

¹⁵ See NEDA website: <http://www.neda.gov.ph/functions-and-organizations/>

CHAPTER 3 ANALYTICAL FRAMEWORK

The relation between migration and development policies can be defined and explained in several ways. One such term, policy coherence, can be defined as “different policy communities working together in ways that result in more powerful tools and products for all concerned. It means looking for synergies and complementarities and filling gaps, between different policy areas to meet common and shared objective,” according to the OECD DAC. (OECD 2002). Similarly, there is another concept of the Policy Coherence for Development (PCD) which asserts “social, economic, political and environmental aspects of development are shown in a comprehensive and balanced manner” (OECD 2014).

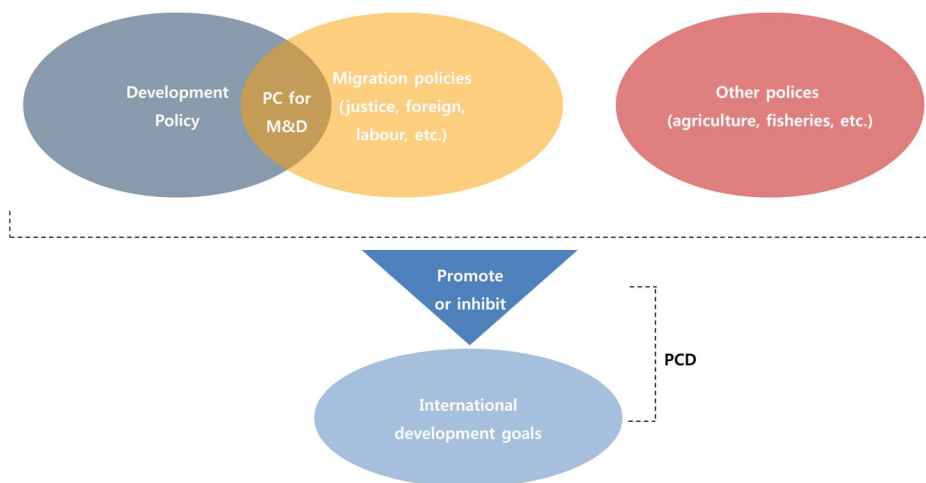


Figure 3.1. Concept of policy coherence for migration and development

Source: ECDPM, Migration and Development Policies and Practices, 2013

CHAPTER 4 METHODOLOGY

4.1 Introduction

This study utilizes the following method to measure the relations between the migration policies and development policies of the Philippines. The number of phrases related to development in migration policies, and those related to migration in development policies, are counted respectively. It is assumed that the higher the frequency of phrases counted, the stronger the relation is indicated. For instance, if there are 10 phrases related to migration in a development policy, and 5 phrases related to development in a migration policy, it implies that migration is more incorporated into a development policy, and 5 phrases related to development in a migration policy, this implies that migration is more incorporated into the development policy than development is into the migration policy. Another possible assumption is that if there are 5 phrases linked to migration in development policy A and 10 phrases in development policy B, the latter is more likely to show more integration of migration in its policy than the former.

Utilization of this method in research will indicate the degrees of inter-relation between migration and development policies, and at the same time, evaluate the change of degrees of migration-linkage within development policies over time, as well as development-linkage within migration policies.

The relations or phrases quantified in this research are categorized into

three sectors: economic, social and political. These three sectors are the most influential factors in describing the nexus between migration and development (IOM 2013). Though there are also cultural and demographic impacts generated by migration and development, as their influence is relatively mild by comparison, they have been excluded from this study.

Furthermore, the three sectors are divided into sub-sectors to identify the relations in more detailed and specific ways. The sectors and sub-sectors are shown in Table 4.1.

In migration policies, social relations, such as the promotion of migrant welfare and rights or the reduction of poverty, have not been included since the research asserts that such relations should be assumed. For instance, most provisions of the migration policies RA 8042 and RA 10022 directly address social aspects. Since the research uses ratio to measure the degree of development linkage in migration policy, including or excluding social relations in migration policies will not bear much impact on the results.

Table 4.1. Sectors and sub-sectors on relations between migration and development

Sectors	Sub-sectors
Economic Sector	Remittances
	Employment
	Labour (Skills, Brain Gain/Drain)
	Investment
	Entrepreneurship
	Industry (Service, Tourism)
Social Sector	Welfare & Protection for Migrants

	Education
	Poverty Reduction
	Diaspora
	Gender / Elderly
	Trafficking
	Reintegration
Political Sector	Right to Vote
	Governance (Administration)
	Security
	Foreign Policy

4.2 Data Source

4.2.1 Migration Policies

To measure the degree of interaction of development into migration policies, this study uses two laws as data source; RA 8042 and RA 10022, previously mentioned in Chapter 3. Migration policies in this study can be defined as policies intended to affect a variety of migration, such as the migration of temporary, permanent, unskilled, and/or skilled laborers, out of the Philippines into other countries. RA 8042 and RA 10022 are comprehensive enough to meet this criterion and recognized by many scholars as representative of migration policies in the Philippines.

In the Philippines, there exist various laws and policies which have relations with migration and affect Filipinos overseas, such as RA 8171 (An Act Providing for the repatriation of Filipino women who have lost their Philippine citizenship of 1995), RA 8239 (Philippine passport Act of 1996),

RA 8424 (Tax reform Act of 1997), and the overseas voting Act of 2013.¹⁶ It is true that these laws and policies are related to migration in some way, yet it is difficult to regard them as migration policies in this research since their coverage is too limited to satisfy the above definition.

4.2.2 Development Policies

As the case development policies in the Philippines, this research refers to three MTPDPs published under the three most recent Presidents, MTPDP 1999-2004 by President Joseph Estrada, MTPDP 2004-2010 by President Gloria Macapagal-Arroyo and Updated MTPDP 2011-2016 by President Benigno Aquino III.

The study has chosen the aforementioned three MTPDPs for two reasons. First, in order to measure interaction between migration policies and development policies objectively, the periods of formation and effects of the policies in migration and development must be similar. Since there are only two migration policies – RA 8024 in 1995 and RA 10022 in 2010 – these three MTPDPs were selected for the study because they were established concurrently. Second, these three policies were chosen in order to observe the trends on migration linkage to development policies over time. By analyzing

¹⁶ See CFO website:
http://www.cfo.gov.ph/index.php?option=com_content&view=article&id=1344&Itemid=811

three consecutive MTPDPs consistently, changes and trends within the degree of migration linkage can be predicted and recorded.

4.2.3 Limitation

The discrepancy in legality between migration and development policies is a weak point in the research. RA 8042 and RA 10022 are laws while the MTPDPs are national development plans. However, this limitation can be mitigated to some degree by comparing the ratio of the change in the number of phrases between the two different policies, rather than the change of the number of phrases.

CHAPTER 5 STRUCTURE OF INSTITUTIONS

5.1 Structure of Migration Institutions

As previously mentioned in chapter 2, section 2.1.4 (Migration Institutions), the structure of migration institutions in the Philippines are diversified across various departments and agencies. Since there is no single central institution responsible for migration, it is expected that the planning and implementation of migration policies will be very complicated and time-consuming. In fact, currently there is no one institution or department within the Philippine government with the authority to create a migration policy on its own.

In addition, the fact that there seem to be no comprehensive and inclusive laws or national plans on migration since RA 10022 in 2010 can be explained by this diversified structure of migration institutions.

5.2 Structure of Development Institutions

Compared to the diversity of migration institutions, development within the Philippines is managed by a singular institution, NEDA. As mentioned previously in chapter 2, section 2.2.4 (Development Institutions), NEDA is lead by the president of the Philippines as chairman of the NEDA board, which implies that development is coordinated and compressively managed by NEDA with the highest national authority. Since a number of secretaries of various departments of the Philippine government are also involved in the

NEDA board as members, NEDA as a development agency has considerable roles and responsibilities, and provides stark contrast to the structure of migration institutions. An additional indication of the distinction between migration and development institutions is the creation of the sub-committee on International Migration and Development, chaired by NEDA in 2013. The committee functions as a singular coordinating body on development and migration, showing the Philippine government's willingness for institutional and cohesive migration. However, the fact that the committee was created under the NEDA structure implies the government's focus and priority on migration-related development.

Given these circumstances, the development institution in the Philippines is highly empowered while only conducting its role and lending its power in migration.

CHAPTER 6 Results and Discussion

6.1 Development Relations to Migration Policies

The study has found that there are 24 development-related phrases in RA 8042 of 1995 and 32 phrases in RA 10022 of 2010, which is calculated as 33.3% between the two policies. In terms of sub-sectors, the phrases in the economic aspect are 12 and 17 in RA 8042 and RA 10022 respectively, and in the political aspect are 12 in RA 8042 and 15 in RA 10022.

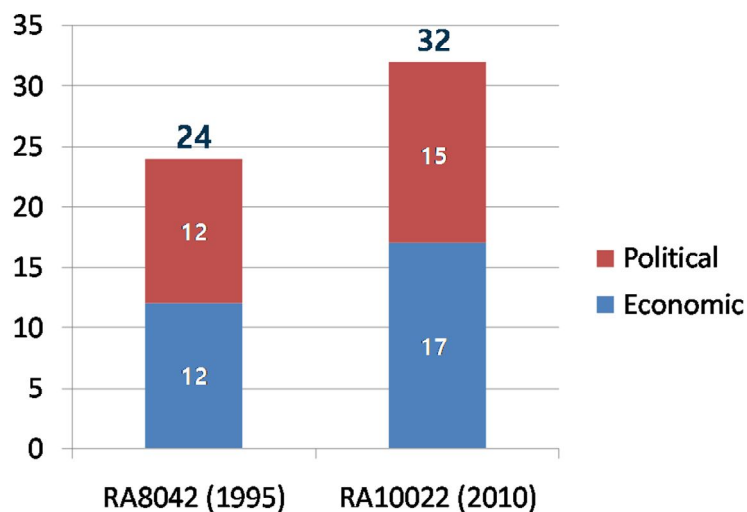


Figure 6.1. Numbers of development-related phrases in migration policies

By figures, it is concluded that development relations on migration policies in the Philippines have been strengthened overall between 1995 and 2010. With regards to sectors, the economic and political impacts have increased in a similar degree.

By sub-sectors, all economic aspects are related to labor in RA 8042. More specifically, the economic aspects cover skill development for returned migrants and stable re-integration into Philippine society, considering migrants as valuable human capital for national development.

Regarding political phrases, most are used in reference to the establishment of a government information system related to migration within an inter-agency committee. Since various departments, such as the Department of Foreign Affairs and its attached agency CFO, or the DOLE, POEA, OWWA, the Department of Tourism, Department of Justice, Bureau of Immigration, National Bureau of Investigation and the National Statistics Office are involved in migration, a comprehensive and integrated information management system was needed most within the Philippines.

One phrase under foreign policy is used in the context of rights and enforcement mechanism under international and regional human rights systems. Since RA 8042 was created in response to public pressure and blame on the Philippine government for not providing full protection for migrant workers, this phrase under foreign policy calls for undertaking necessary initiatives to multilateral convention, declaration or resolution under international and regional human rights systems for Filipino migrant workers.

Since RA 10022 is a revision of RA 8042, the 24 phrases that appeared in RA 8042 are included in RA 10022 as they are, and 8 new additional phrases related to development are added.

Five of these additional phrases that appear in RA 10022 are categorized under the economic aspect, including the creation of the monitoring and replacement center, which intends to add more responsibilities to the national reintegration center. The remaining three additional phrases are categorized under the political aspect and are used to enhance the capacity of the inter-agency committee for facilitating the sharing of information among the member agencies.

In conclusion, development relations in migration policies have been reinforced from 1995 to 2010, and are evenly emphasized within the economic and political aspects. The economic aspect pertains only to labor, while the political aspects are mostly related to the improvement of governance in migration. The ratio of the increase from RA 8042 to RA 10022 is 33.3%, which is expected to be comparable with the impact of migration in development policies in the nexus.

6.2 Migration Relations to Development Policies

Within the three MTPDPs, migration related phrases have been found as follows: 11 in MTPDP 1999-2004, 38 in MTPDP 2004-2010 and 71 in MTPDP 2011-2016.

Calculated in percentages, migration impact has been increased by more than 545% from MTPDP 1999-2004 to MTPDP 2011-2016, and it is evident that the linkage of migration in development policies has been significantly strengthened.

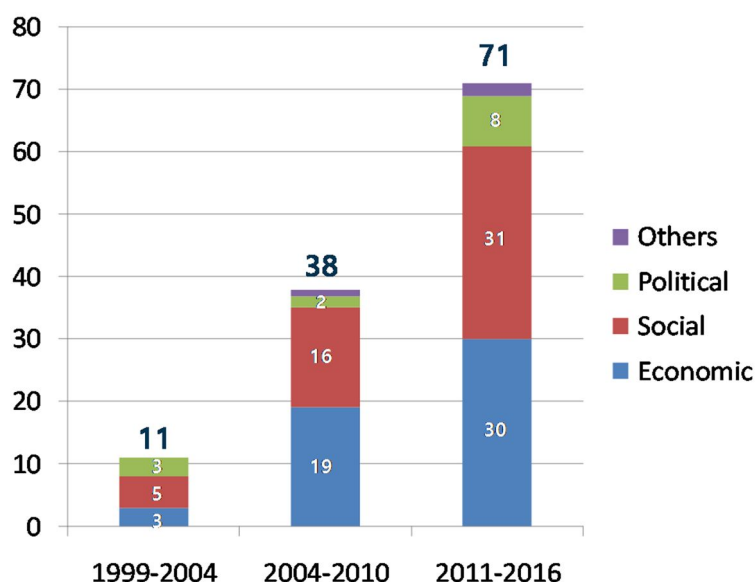


Figure 6.2. Numbers of migration-related phrases in development policies

By sectors, economic and social phrases have increased the most from 1999 to 2011: economic phrases from 3 to 30 and social phrases from 5 to 31. Political linkage has been reduced from 3 in MTPDP 1999-2004 to 2 in MTPDP 2004-2010, yet increased from 2 to 8 between MTPDP 2004-2010 and MTPDP 2011-2016. There are two phrases which are used in the context of respect for migrant workers' efforts and sacrifice for the nation's development and have been categorized under "others".

In the sub-sectors of MTPDP 1999-2004, the most frequently mentioned aspect is welfare and protection for migrants with a total of 4 phrases. Since RA 8042 was established in 1995, MTPDP 1999-2004 mentioned RA 8042 three times in the 4 phrases, which indicates close relations between development and migration policies in the Philippines.

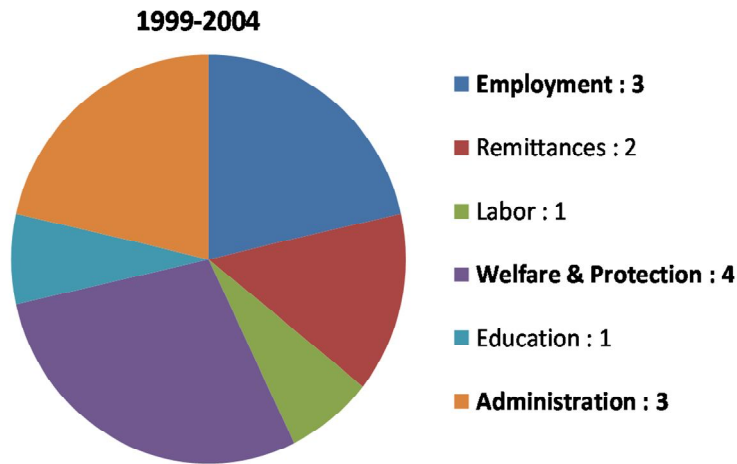


Figure 6.3. Sub-sectors of MTPDP 1999-2004

The second two largest sectors are employment under the economic aspect and administration under the political aspect. By introducing the specific number of 755,864 OFWs deployed in 1998, the Philippine government exhibits emphasis on overseas employment in the MTPDP 1999-2004. In terms of the administration aspect, the development policy in line with RA 8042 mentions improvement of the information management system of OFWs. Remittances are mentioned in the same phrases with employment, and education is included in Chapter 2 (Social reform and development) in the scope of focusing on the development of children's education among migrant workers.

In MTPDP 2004-2010, welfare and protection of migrants remained the most frequently mentioned with a total of 12 phrases, same as with MTPDP 1999-2004. The difference is that while welfare was mentioned only once in

MTPDP 1999-2004, it appeared five times in MTPDP 2004-2010, which indicates the government's increased focus on welfare. For instance, assistance in communication with OFWs and their families via Voice over Internet Protocol (VoIP) services and travel clearance services for migrants were among the welfare-related provisions.

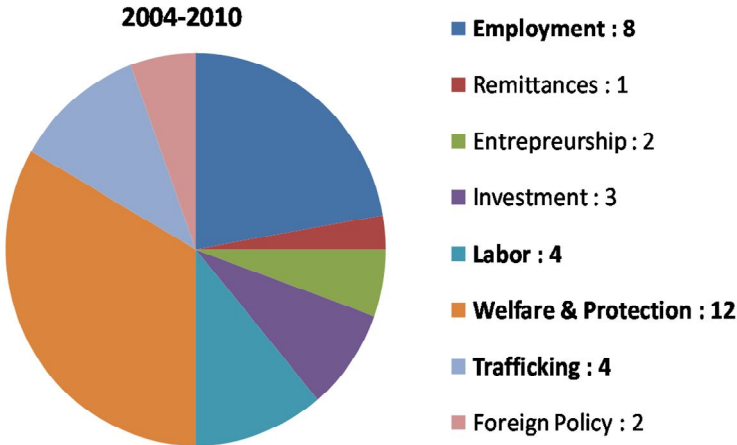


Figure 6.4. Sub-sectors of MTPDP 2004-2010

As in the previous MTPDP, employment has the second highest frequency of usage in MTPDP 2004-2010. The government introduced working overseas as a new opportunity to find employment and means of income for its people in the MTPDP. The third most frequently mentioned aspects are labor and trafficking. All labor related phrases are in reference to the brain drain of high skilled workers in science and technology.

In MTPDP 2011-2016, there are distinguishing changes in the order of the most frequently referenced sub-sectors. The most mentioned and influential sub-sector remains welfare and protection with a total of 18 phrases. Yet the

second and third are remittances and investment, both under the economic sector with a total of 11 and 6 mentions respectively, and these two aspects had never been included in the top three in the previous two MTPDPs.

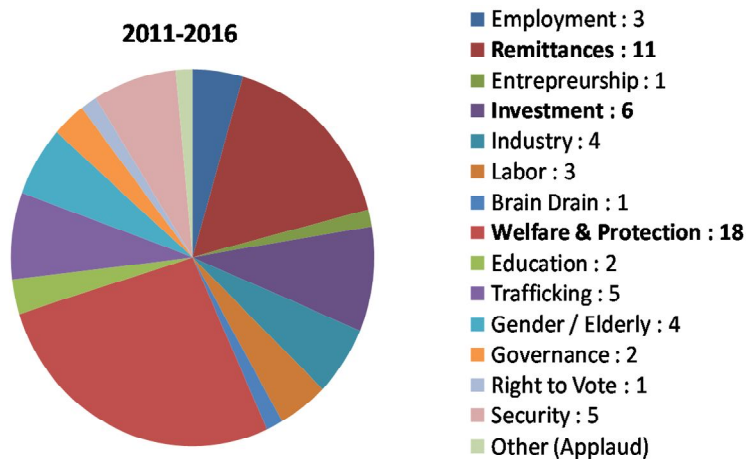


Figure 6.5. Sub-sectors of MTPDP 2011-2016

While remittances are mentioned one or two times in the previous MTPDPs, the fact that it is referred 11 times in MTPDP 2011-2016, ranking the second most frequently mentioned phrase, is rather surprising and indicates that the Philippine government started placing increasing focus on remittances in the development of its economy. In fact, the total amount of remittances in the Philippines has increased continuously by more than threefold from \$6,050 million USD in 2000 to \$18,763 million USD in 2010, emerging as an increasingly influential factor of the Philippine economy and capital market as a stable external source.

Investment is another new phrase that appears in MTPDP 2011-2016 as the

third most frequently mentioned. Since a portion of remittances is used as investment, remittances and investment both fall under the economic sector and are inter-related, and are mentioned a combined total of 17 times. This collective figure is even higher than that of welfare and protection under the social sector, indicating increased focus on economics.

Table 6.1. Top three phrases in developing policies, by sub-sectors

Rank	MTPDP 1999-2004	MTPDP 2004-2010	MTPDP 2011-2016
1	Welfare & Protection (4)	Welfare & Protection (12)	Welfare & Protection (18)
2	Employment (3) Administration (3)	Employment (8)	Remittances (11)
3	Remittances (2)	Labour (4) Trafficking (4)	Investment (6)

Coverage of the sub-sectors of migration linkage into development policies is another noteworthy characteristic. It shows migration relations are not limited, but rather extend into various aspects in economics, society and politics. Starting with only six sub-sectors in MTPDP 1999-2004, the number of sub-sectors increased to 14 in MTPDP 2011-2016. It can be assumed that the Philippine government has been concentrating more effort on linking migration into development policies in inclusive and various ways, and that migration relations have evolved and expanded into various forms in development over time. Simply stated, migration impacts in development policies have been increased in both quantity and quality.

In conclusion, migration impacts in development policies have been

remarkably reinforced with a 545% increase from MTPDP 1999-2004 to MTPDP 2011-2016. In terms of sectors, economic and social relations have been enforced to a similar degree. Political relation has been relatively weak compared to the economic and social.

In the sub-sectors, the most frequently mentioned sub-sector is welfare and protection for migration workers under the social sector in all the three MTPDPs, which shows the government's prioritization of migration in development policies. MTPDP 1999-2004, employment in the economic sector and administration in the political sector follow as the second and third most influential sub-sectors. In MTPDP 2004-2010, employment still ranks second, and the combined total of labor under the economic sector and trafficking under the social sector rank third. The fact that remittances and investment under the economic sector have suddenly become the second and third most influential sub-sectors in the latest MTPDP 2011-2016 is most remarkable.

6.3 Comparisons between Relations in Migration and Development Policies

To compare the degrees of the development and migration impacts, the study has calculated the increased ratio of the number of the phrases related to development and migration in migration and development policies, respectively. As a result, development relations in migration policies are

estimated at 33.3%, and migration relations in development policies are recorded at 545%. Even taking into account the limitation of this study mentioned in Chapter 4 (Methodology) – migration policies being laws and development policies being national plans – the difference in the aforementioned figures remains evident. It can be concluded that the Philippine government has put forth efforts to integrate migration into development policies, not vice versa.

Another factor that the study has found is that the economic aspects of migration have been gaining more attention in development policies. Remittances and investment, which previously had not been considered significant in MTPDP 1999-2004 or MTPDP 2004-2010, have emerged as the second and third most frequently mentioned factors in MTPDP 2011-2016.

With regards to remittances, the role of remittances in supporting the national economy is well-acknowledged in the Philippines (Asis and Roma 2010). For many families and households, remittances sent by OFWs are the main source of income and many scholars have found that remittances have positive impact on development in the Philippines.

For instance, remittance-receiving households spend more on human resource development than their non-recipient counterparts (IOM 2013). “By increasing household investment in human and physical capital, remittances have the potential at the aggregate macroeconomic level to rebalance growth toward domestic demand and to create long-term growth” (Ang et al., 2009-16).

In this previously given context, frequent mention of remittances in the latest development policy is in line with the increasing importance of remittances in development and the government's acknowledgement and focus on this. As remittances are likely to continue to increase in the near future, it is expected that remittances will be more frequently noted in future MTPDPs.

Another difference between development and migration relations is the diversification in sub-sectors. While development in migration policies covered very limited sub sectors such as labor and governance, migration in development policies is related to a variety of sub-sectors and its impacts have been diversified across all sectors, such as economy, society and politics. This indicates that migration is considered a means to facilitate development in a variety of perspectives.

CHAPTER 7 CONCLUSION

First and foremost, the study has identified that the relation between migration and development has increased and each has become more involved in the policies of the other. With regards to development, the number of phrases mentioned in RA 8042 in 1995 and RA 10022 in 2010 has increased at a ratio of 33.3%, while migration in development policies has surged by 543%.

Based on the above findings, it is evident that the Philippine government has been putting more efforts on integrating migration into development policies, rather than merging development into migration policies, and as a result, the relations between migration and development policies are not balanced, but rather asymmetric and skewed toward development. While migration is becoming more influential in development policies, the economic impacts of migration, such as remittances and investment, have been emphasized in recent times. In this context, it is assumed that the government may take advantage of the economic aspects of migration in the implementation of its development policies. This is in contrast with the Declaration of Policies in RA 8042, which states that, “the State does not promote overseas migrant employment as a means to sustain economic growth and achieve national development”.

Another distinguishing feature of migration relations in development policies compared to development linkage in migration policies is

diversification. A variety of sub-sectors are regarded as migration linkage to development policies, ranging from remittances, investment, employment, industry to welfare and protection, across economic, social and political sectors. This implies that migration impacts in development are quite sophisticated, complex and inclusive. Not only in the Philippines, but also in other developing countries, as the SDGs recognize migration in its social, economic and cultural targets, it is expected that the range of migration relations into development policies will continue to expand and diversify in the future.

The structures of development and migration institutions in the Philippines also support the assumption that the Philippine government intends to utilize migration in the development of the country. While migration institutions are diversified and there is no singular department in charge of migration, development is headed by one singular agency, the NEDA, and its board is chaired by the President of the Philippines. Its board members are composed of various secretaries and other high-level administrative officials. This can be considered additional evidence of the Philippine government's focus on migration-based development, rather than development linked migration policies. However, it must be noted that integrating migration in development policies unilaterally may be precarious since the economic benefits of migration, such as remittances and investment, could overwhelm the promotion of migrant workers' welfare and the protection of their rights,

should they overlap with the government's interests.

In conclusion, the research based on the two questions posed in the beginning has analyzed the relations between migration and development policies, and found that characteristics such as asymmetric relations leaning toward development, and the economic emphasis and diversification of migration impacts in developing policies. It would be interesting to continue monitoring to see if these characteristics and trends will continue in the future and what kinds of results will be generated. Doing so may provide better understanding of the relations between migration and development in the Philippines and help achieve sustainable and inclusive development with well-managed migration for the benefit of the migrant.

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Abstract (in Korean)

국문 초록

이주와 개발은 서로 밀접한 연계성을 가지고 있으며, 특히 이주는 송출국과 유입국의 경제, 사회, 문화, 인구 등에 다양한 영향력을 미침에 따라 개발 분야에 주요 이슈로 부각하고 있다. 최근 유엔이 정한 지속가능개발목표(SDGs)에 이주와 직접적으로 연계된 세부목표(target)가 다수 포함됨에 따라, 이러한 이주와 개발에 대한 관심이 앞으로도 계속 증가할 것으로 예상된다.

이번 연구는 필리핀의 이주 정책과 개발 정책의 연계성에 대해 분석하였다. 많은 이주민 수, 송금액 등을 고려 시, 필리핀의 사회와 경제는 이주에 많은 영향력을 받고 있다. 이번 연구는 필리핀의 이주 정책과 개발 정책의 연계성과 특징을 비교분석하고, 이를 바탕으로 향후 정책의 효과를 극대화하는 데 목적을 두고 있다.

결론적으로, 필리핀은 개발 정책에 이주를 활용하려는 경향이 이주 정책에 개발을 반영하려는 것보다 강한 것으로 평가된다. 또한, 개발 정책 내 이주의 영향력은 이주 정책 내 개발의 영향력에 비하여, 경제, 사회, 정치 등 모든 분야에서 다각화되고 있으며, 특히 최근에는 송금과 투자 등 경제 분야에 집중되는 경향이 있다. 이번 연구를 통해 필리핀의 이주와 개발의 상호연계는 강화되고 있으나, 이러한 연계는 불균형적으로 개발에 치우쳐져 있으며, 필리핀의 이주와 개발의 정부구조도 이러한 특징을 뒷받침한다.

주요어 : 이주, 개발, 상호연계, 정책, 필리핀

학번 : 2008-22416