

Towards Inclusive Social Protection Coverage in the Philippines: Examining gender disparities

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Objectives

1. To identify gaps in the coverage of social insurance programs - Social Security System (SSS), Government Service Insurance System (GSIS), and the National Health Insurance (PhilHealth)
2. To examine the characteristics and circumstances of men and women without access to social protection (who also belong to the poorest 30%)
3. To examine factors associated with access to social insurance
4. To draw insights for purposes of program and policy design in improving social protection coverage

What is main issue/rationale?

- ❖ People are exposed to different risks; unemployment and other income shocks; illness, disability, and recently this pandemic
- ❖ The Philippines is also highly vulnerable to natural calamities
- ❖ The coverage of social protection programs is therefore an important subject of inquiry.
- ❖ Focus: gender disparities

What is main issue/rationale?

- ❖ Previous work noted the disadvantaged position of women – many of them are not in the labor force
- ❖ Helping women is associated with holistic development; when women are protected, provided benefits → they are more likely to invest in proper nutrition, education and healthcare for children
- ❖ Men are breadwinners/heads; with women being confined in their traditional role of doing reproductive work at home – the family relies heavily on the male head for provision/family sustenance

Data and methodology

- ❖ We analyzed their circumstances using merged data of the LFS and APIS (2016 and 2017)
- ❖ Employed persons
- ❖ Not in the labor force; youth not in employment or education (NEE)
- ❖ Correlates of social insurance membership (regression analysis)

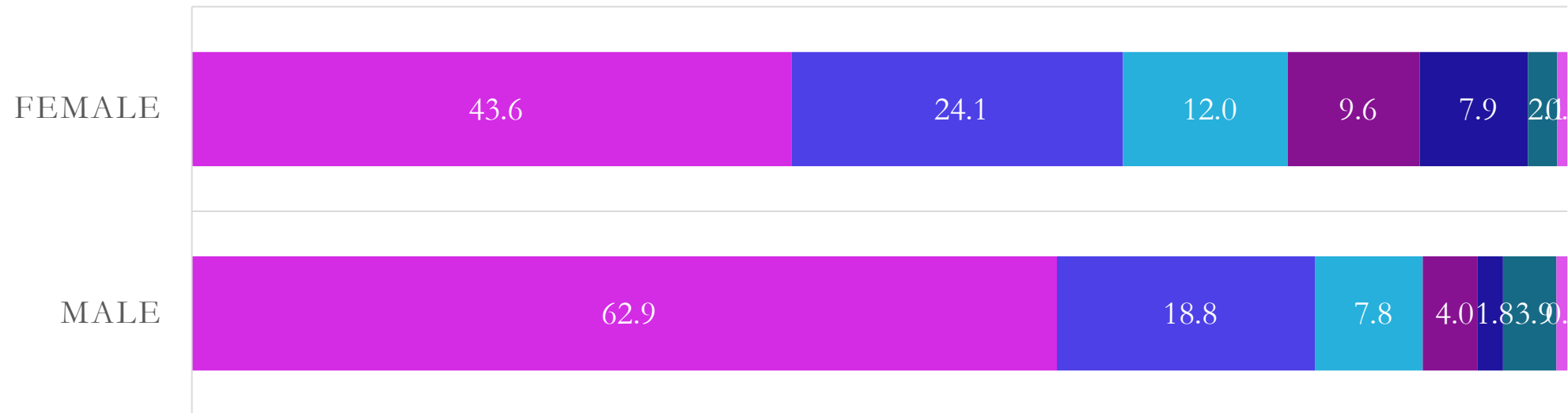
Composition of non-members (SSS/GSIS, PhilHealth) by sex (2017)



Source of basic data: 2017 APIS and LFS, PSA

Employed
persons

Composition of workers by class

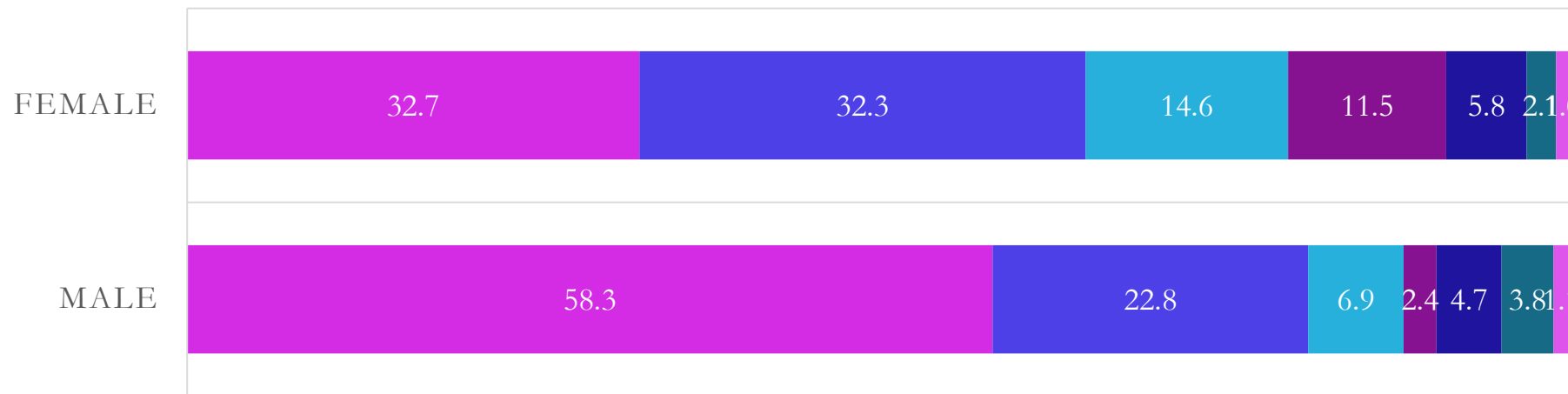


- Worked for private establishments
- Self-employed without workers
- Worked for government
- Worked without pay in family business/farm
- Worked for private households
- Employer in own family business/farm
- Worked with pay on own family business/farm

Source of basic data: 2017 APIS and LFS, PSA

Composition of employed, non-members differ between men and women

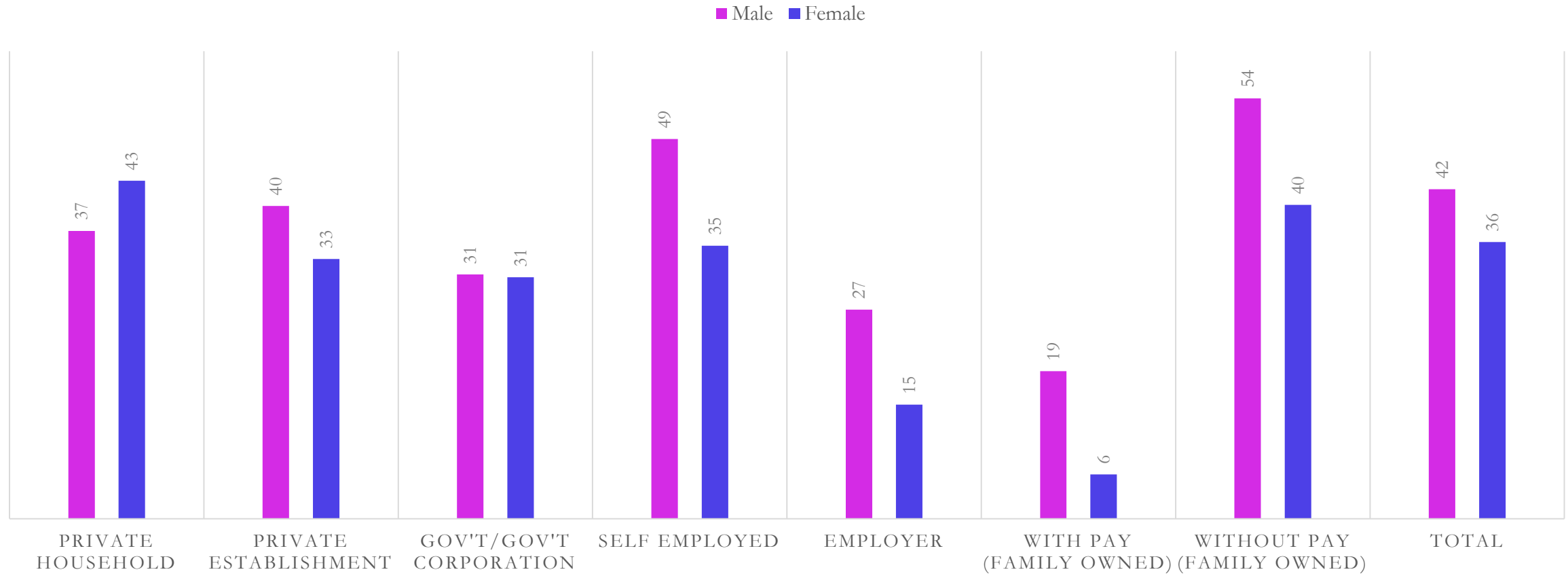
EMPLOYED, NON-MEMBERS, % TO TOTAL



- Worked for private establishment
- Self-employed without employees
- Worked without pay in own family business/farm
- Worked for private households
- Worked for government
- Employer in own family business/farm
- Worked with pay on own family business/farm

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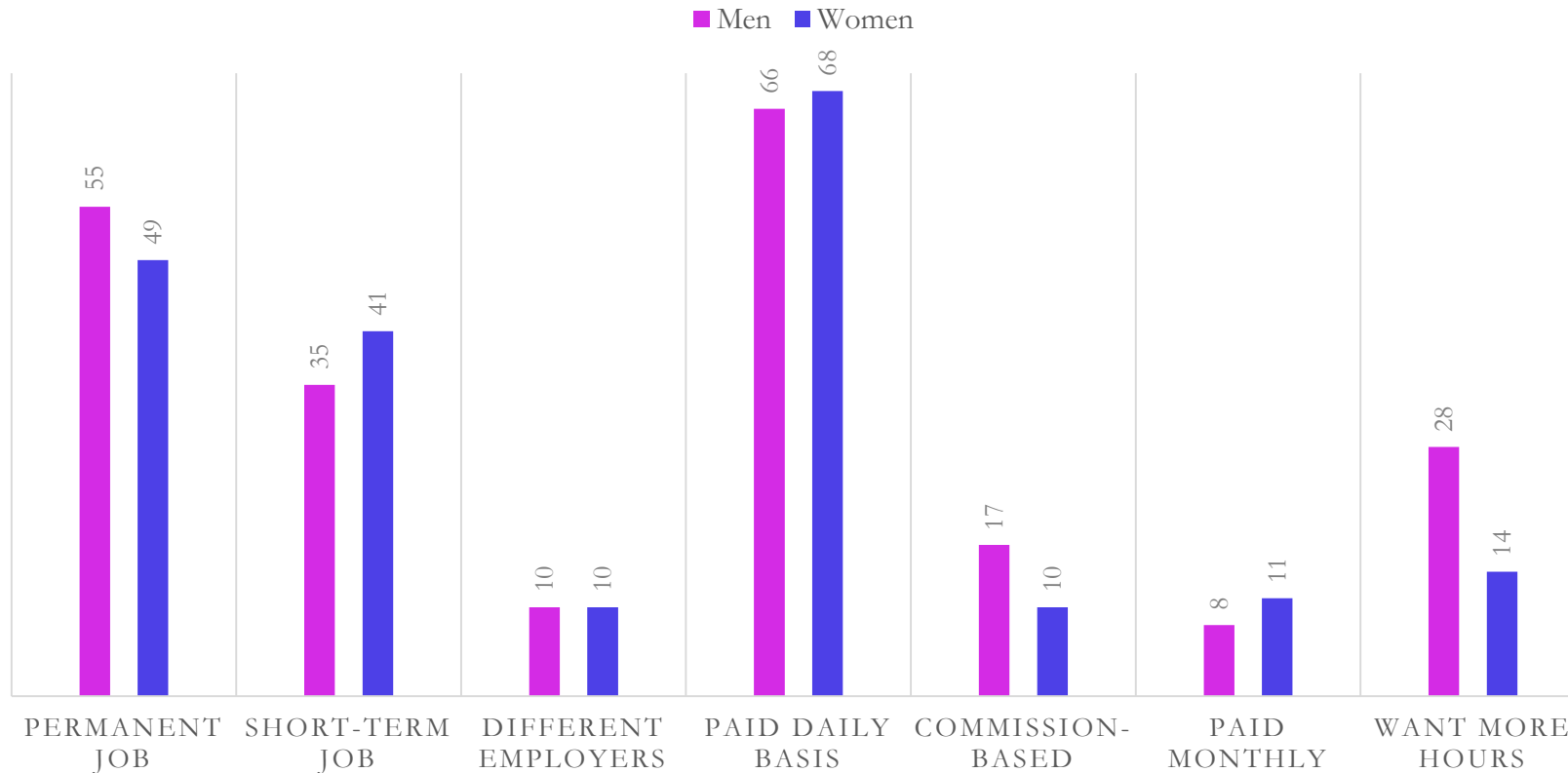
Employed, non-members in bottom 30%



Source of basic data: 2017 APIS and LFS, PSA

Characteristics of non-members, in poorest 30

Workers in private establishments

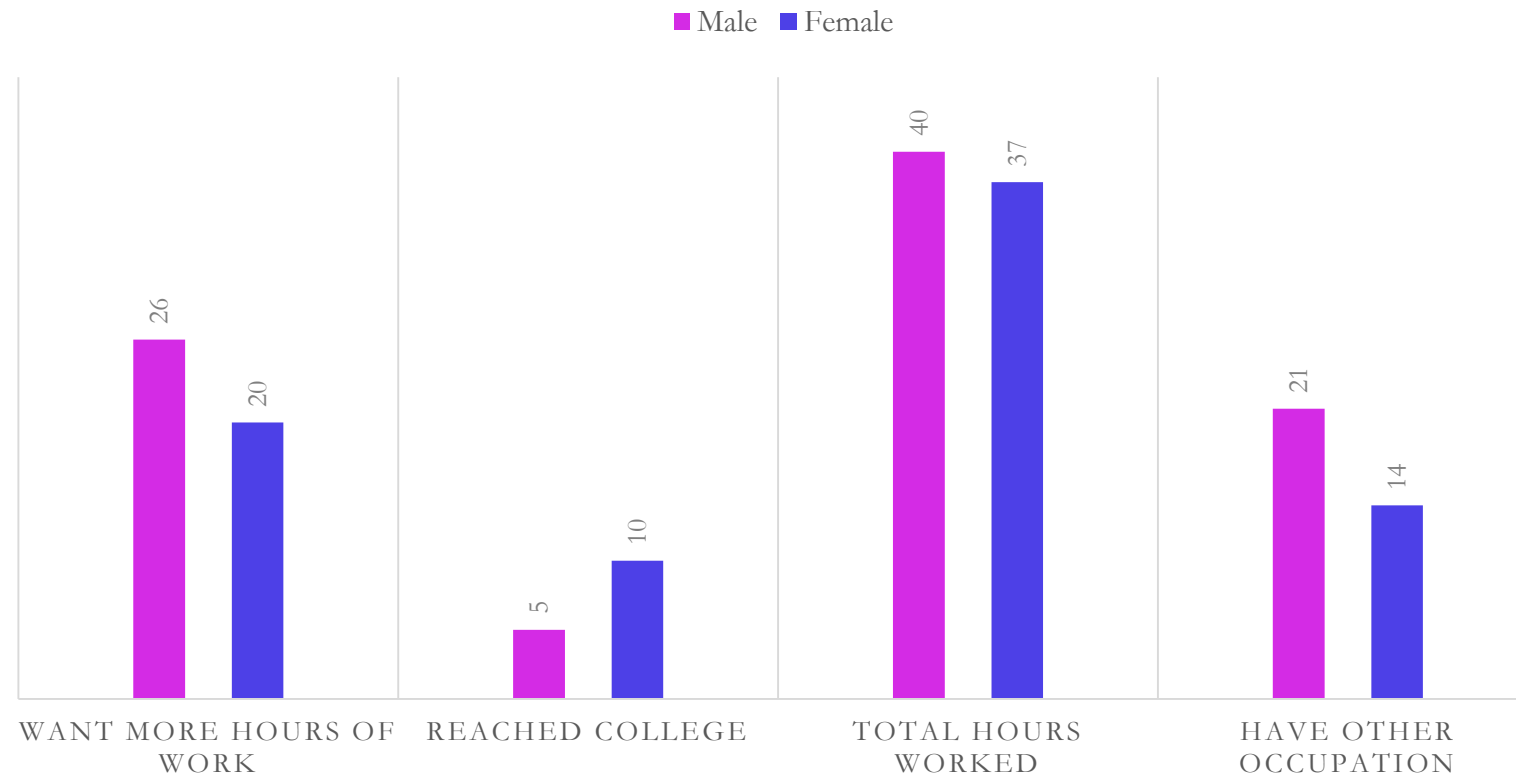


Ave. Daily Basic Pay
Men – P264
Women – P192

Have other job
Men – 9.5%
Women – 5.7%

Source of basic data: 2017 APIS and LFS, PSA

Self-employed

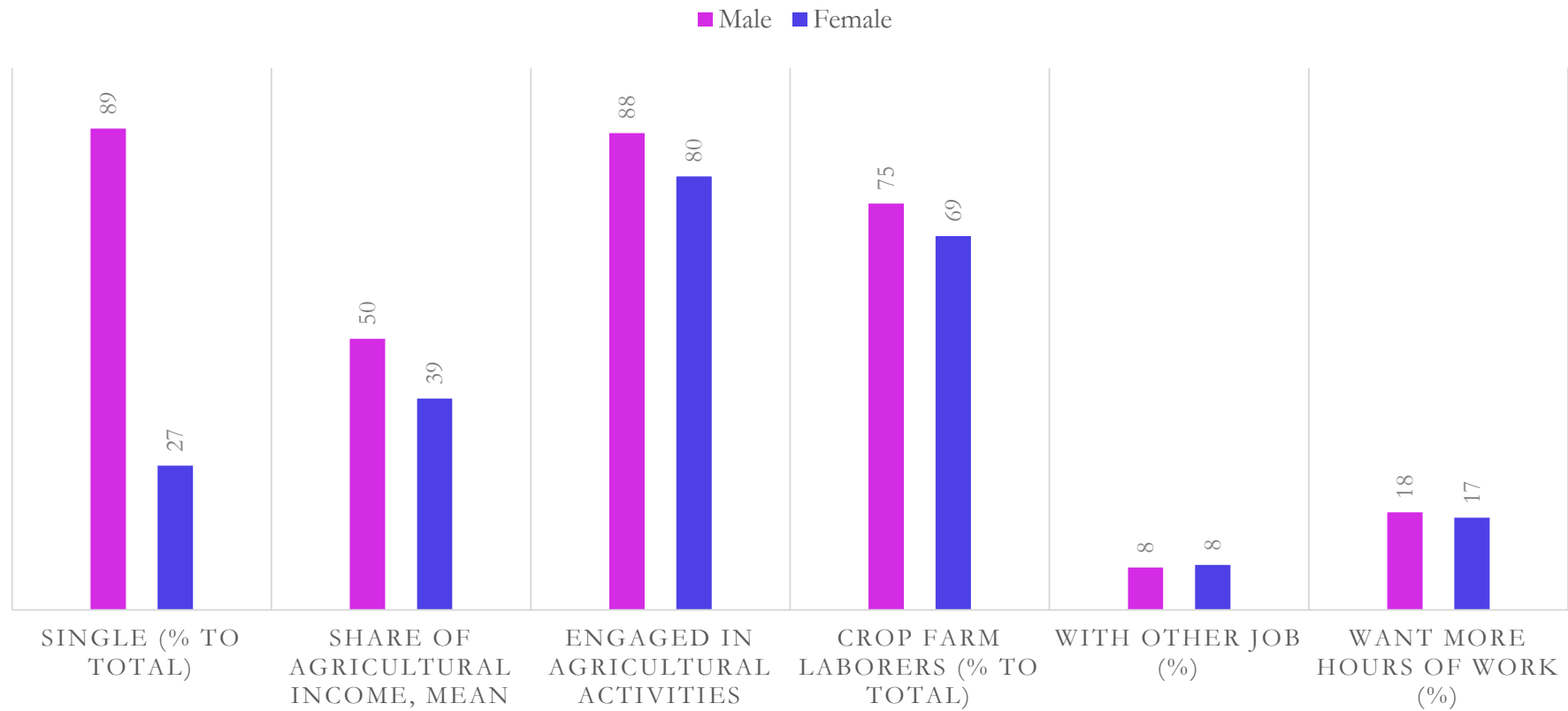


Men → usually work in the agricultural sector

Women → in small retail businesses and personal services

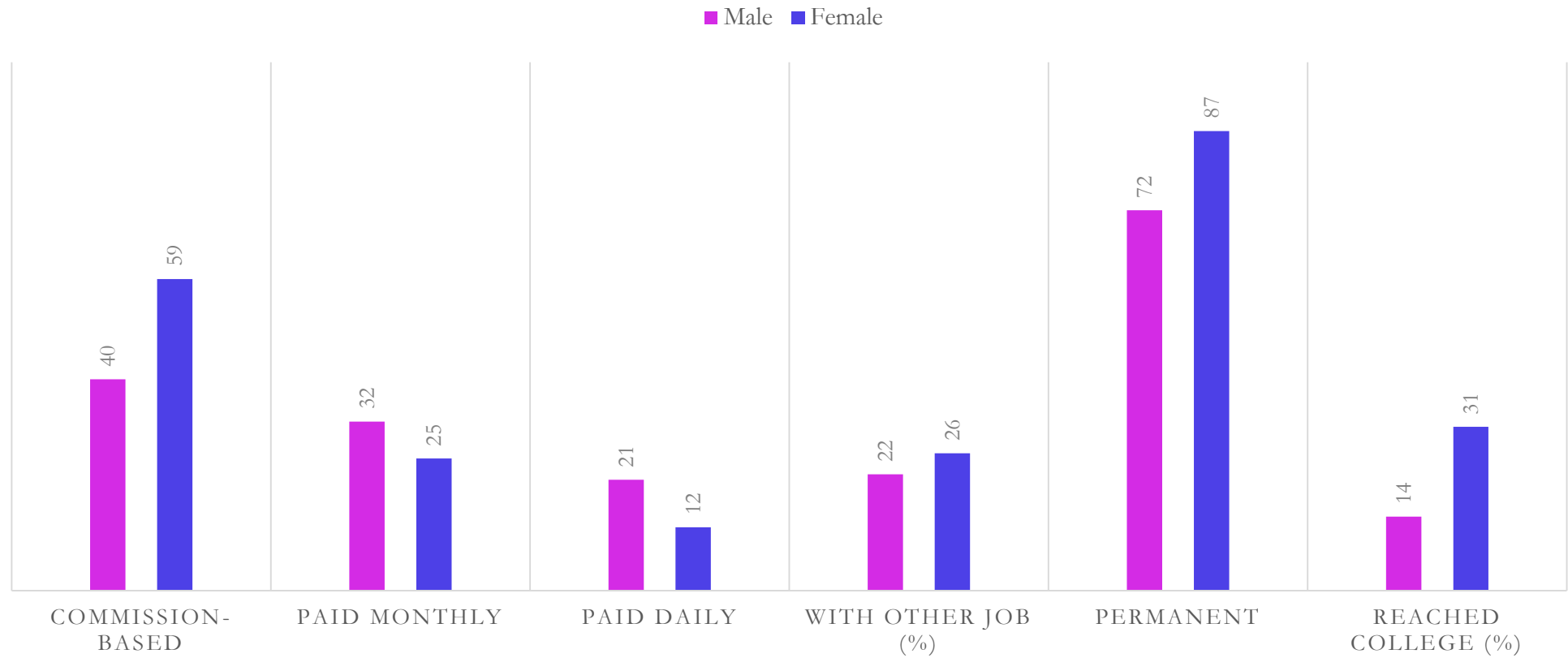
Source of basic data: 2017 APIS and LFS, PSA

Unpaid family workers



Source of basic data: 2017 APIS and LFS, PSA

Government workers



Source of basic data: 2017 APIS and LFS, PSA

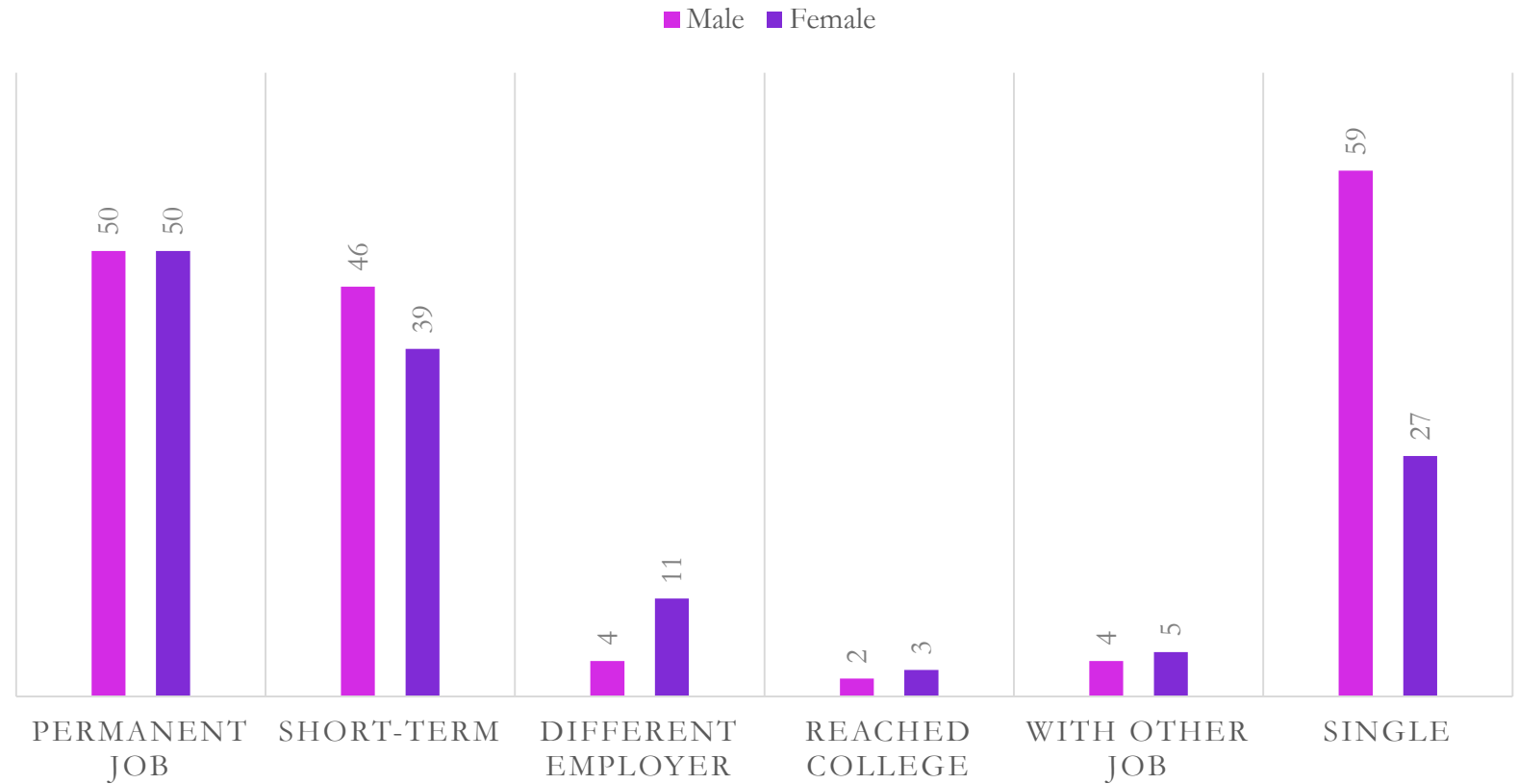
Government workers

- ❖ Men who worked for the government but were not covered by the GSIS comprised of cleaners, security personnel and protective services, garbage collectors and sweepers, building caretakers, legislators
- ❖ Women in this category comprised of community health workers, health care assistants, social work assistants, street sweepers, cleaners, barangay clerical workers, daycare workers, primary/secondary school teachers, teachers' aides

Private household workers

❖ Nearly 9 out of 10 of workers in this category are women

❖ 42% are from poorest 30



Source of basic data: 2017 APIS and LFS, PSA

Correlates of social insurance membership

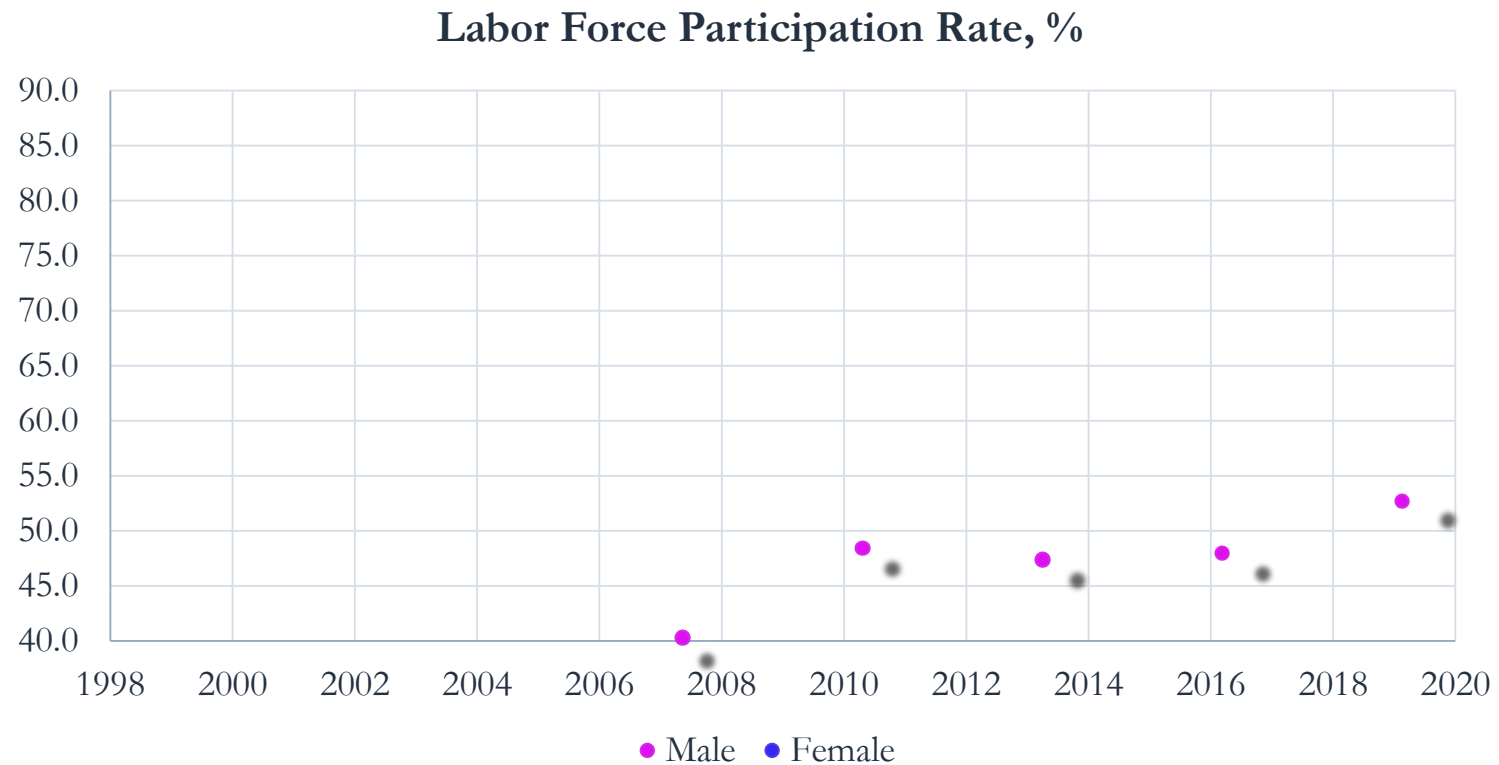
- ❖ Women are less likely to be covered by social insurance than men, controlling for other factors like human capital, economic condition, sector of work, importance of remittances and agricultural income to total income
- ❖ Education is a key factor in having social insurance, with likelihood increasing by the number of years a person is educated
- ❖ Formal employment or working in a private establishment or the government also greatly increases the likelihood of having social insurance
- ❖ The level of income positively correlates with being enrolled in both social insurance programs.
- ❖ The likelihood that a household member is enrolled in social insurance program inversely correlates with the share of overseas remittances the household receives as a share of total income

Correlates of social insurance membership

- ❖ Households that have higher shares of agricultural income to total income are also less likely to be covered by social insurance programs.
- ❖ This finding contributes to the notion that most agricultural households in the country are informally employed and/or have limited means for availing social insurance
- ❖ Women in households that rely more on agriculture do not have statistically different likelihood of accessing social insurance from others as shown by the insignificant interaction term for female dummy and share of agricultural income to total income. This is probably because women in general (including those who work in informal businesses and in private households) tend to be left out, not just women in the agricultural sector.

Persons not in
the labor force

Majority of women aged 15+ are not in the labor force

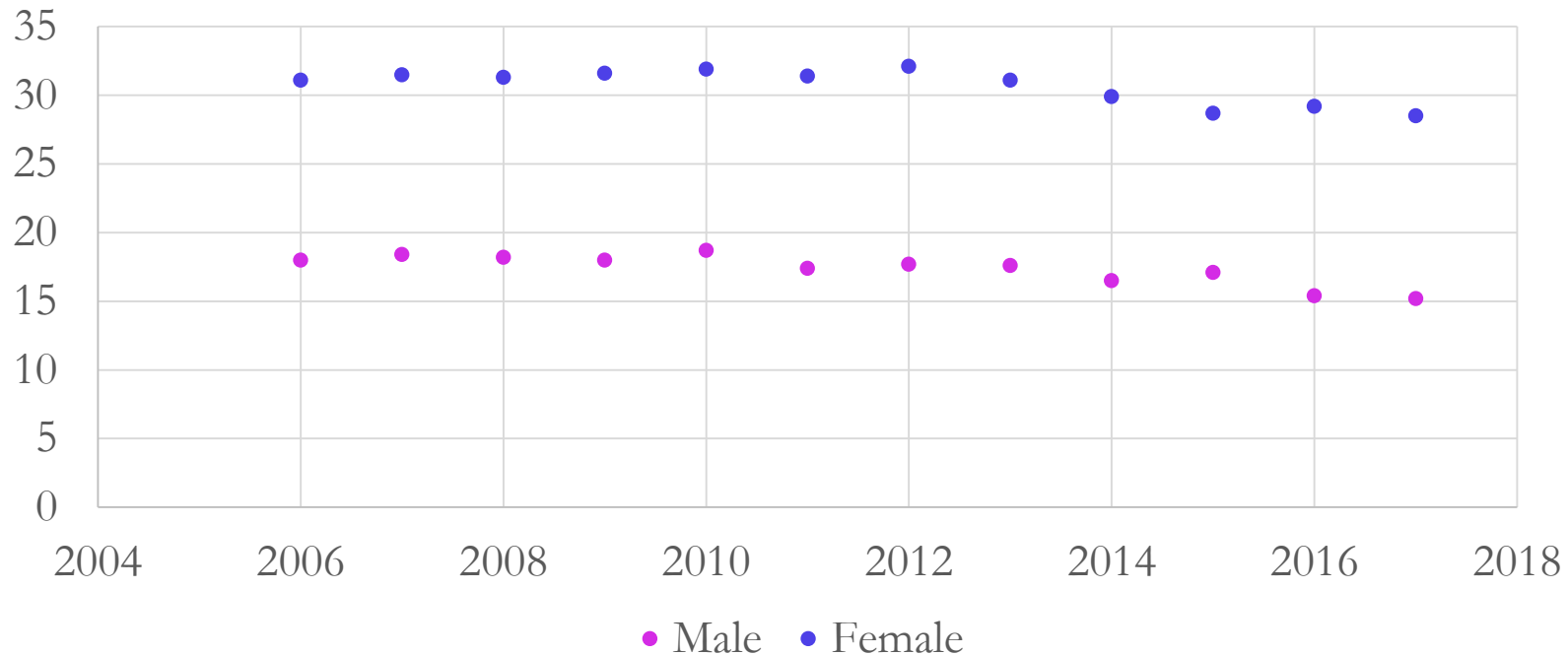


Source of basic data: PSA

Persons not in the Labor Force	2016			2017		
	Male	Female	All	Male	Female	All
Age, mean	33.1	37.2	35.9	33.9	37.8	36.6
Years of schooling, mean	9.9	9.6	9.7	10.0	9.8	9.8
Marital status, distribution						
Single	68.9	33.0	44.1	67.3	33.9	44.2
Married	24.5	54.5	45.3	26.2	52.3	44.2
Widowed	5.6	11.2	9.5	5.5	12.1	10.0
Others	1.0	1.3	1.2	1.1	1.8	1.6
Worked at any time before, proportion	42.9	61.7	55.9	43.1	59.2	54.2
Household per capita income (in Pesos)	33,614	28,622	30,159	37,314	32,839	34,219
Head's mean years of schooling (for non-head members only)	9.3	9.0	9.1	9.5	9.2	9.3
Observations	3,320	7,478	10,798	3,324	7,454	10,778

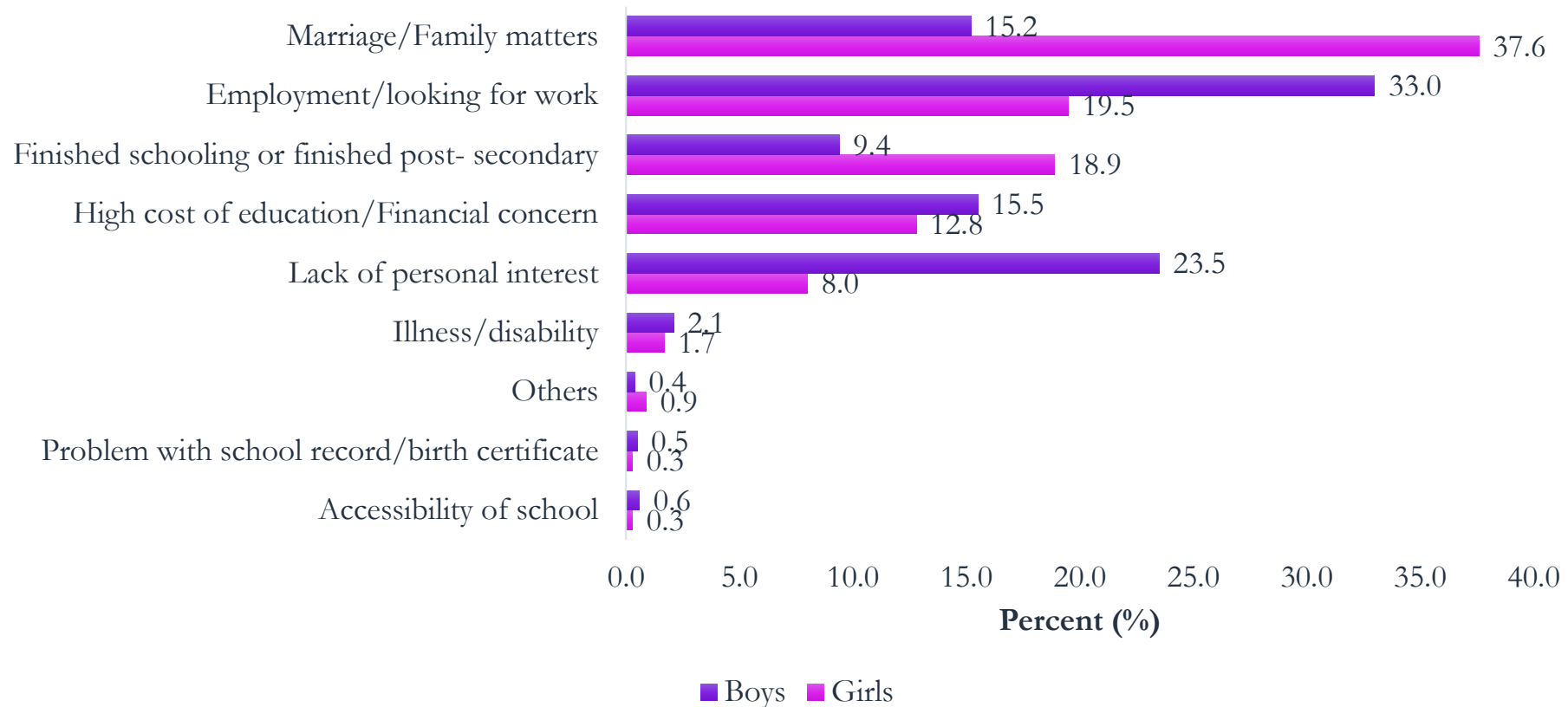
The NEE rate among girls is nearly twice that of boys

Youth (15-24) not in employment or education
(NEE), %



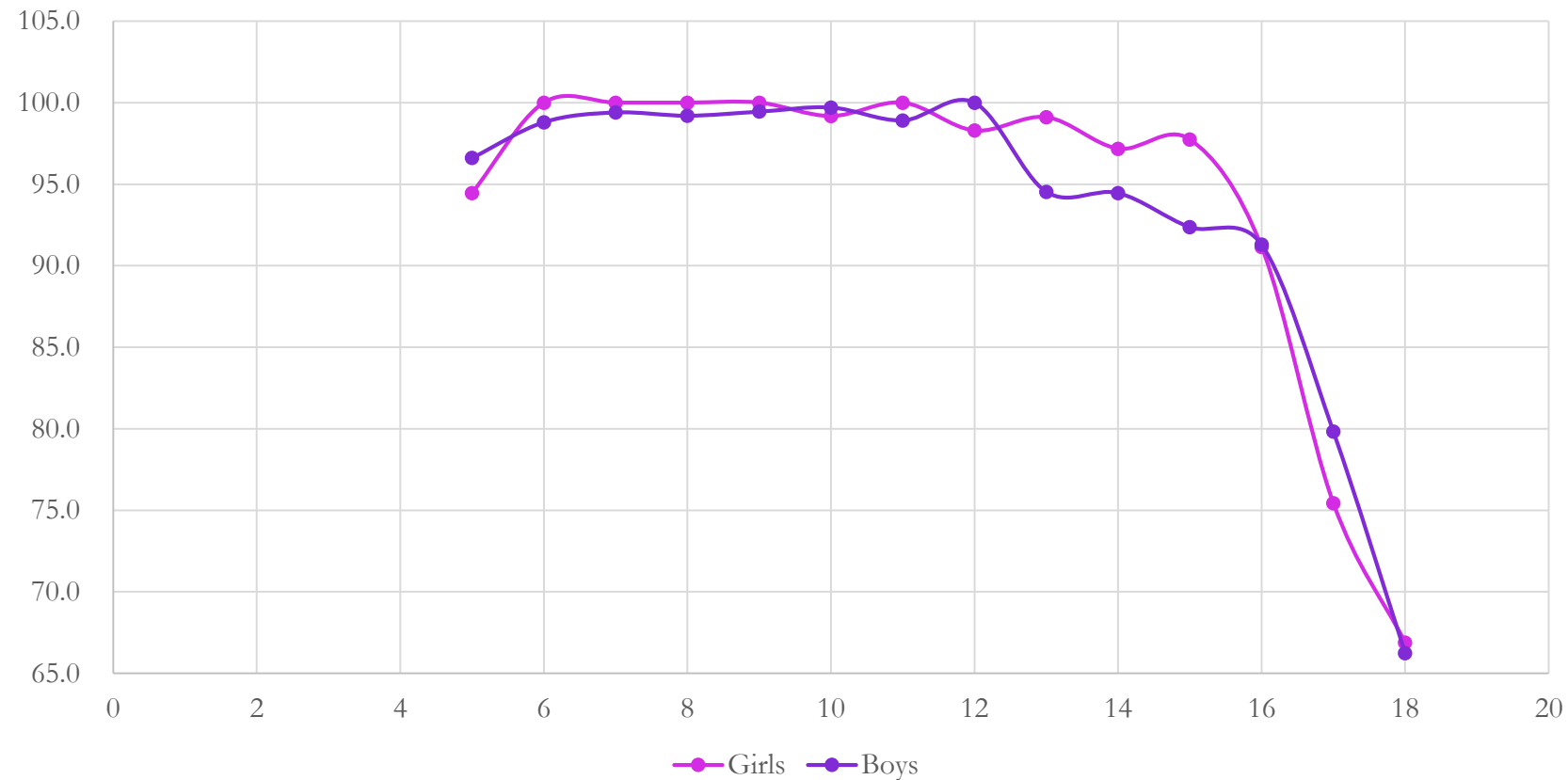
Source of basic data: PSA

Reasons for not attending school (15 to 24 years old)



Source of basic data: David, Albert & Vizmanos (2018)

School participation among children in 4Ps families



Source of basic data: APIS 2017, PSA

Persons not in the LF

- ❖ Women not in the LF face multiple barriers in exercising their right to employment, and in turn their access to social insurance.
- ❖ Most of them are married, slightly less educated than men in this category, and many live with less educated household heads and in households with lower per capita income. Majority have had previous work experience. Many worked in farming and other agricultural activities, some were domestic helpers and sales lady or salesclerks in their previous occupation. Yet they are unable to continue doing gainful work due to their traditional role in the family.
- ❖ Economic inactiveness starts early for women; the NEE rate among girls is nearly twice that of boys.
- ❖ Employment and engagement in unpaid farm work, on the other hand, seems too early for boys

What is the story for girls?

- ❖ Girls drop out because of family matters like early marriages or engagement in homecare work – resulting to their inability to participate in income-earning activities that can allow them to afford social insurance.
- ❖ Though many of the girls tend to stay longer in school, their traditional roles in the family tend to prevent them from engaging more actively in the economy after they finish school.

So what is the story for boys?

- ❖ Boys tend to drop out of school earlier than girls,
- ❖ Many of these seek employment; they land most probably in elementary jobs or short-term contracts that pay on a daily basis; because they are unable to continue their studies, they get stuck in these kinds of jobs as they grow up; although formally employed in private establishments, many male workers are without social insurance membership
- ❖ Others become unpaid workers in their own family farms or businesses; these young workers are shown to have one of the highest percentages of non-members in social insurance

What is the bottom line for women?

- ❖ Employed women's lack of access to social insurance appears to be associated with their lack of capacity to pay for premiums which is likely the case of the self-employed, unpaid workers in family enterprises, and the household workers.
- ❖ Self-employed workers, particularly those in small retail businesses and in personal services, have irregular income streams and may not be able to pay off the premium on a regular basis. This problem is more evident in the case of unpaid family workers
- ❖ Note that women (as well as men) in this category engaged mostly in agriculture which is less productive compared to other sectors. Although majority of household workers reported that their jobs are permanent, a significant proportion of these are considered short-term and are paid on a daily basis.

What is the bottom line for women?

- ❖ It is quite challenging to access social insurance with short-term jobs or contracts or when the workers are paid on a daily basis. Even if the employer co-pays the premium, there is also the issue of changing employers. Changing employers entail paper works.
- ❖ Ensuring these types of workers have access to social insurance perhaps requires a different strategy than the employer-employee mandatory contributory system because of the nature of short-term jobs and the fast turn-over in household workers.

It is noteworthy that despite their lack of secure income, women had comparatively lower underemployment rate. It is likely that they are balancing their time between work and home responsibilities (i.e. child care and home chores) that is why not many of them desire additional hours of work.

What is the bottom line for women?

- ❖ There is a need to ensure that all employed workers are provided access to social insurance as 48 percent of women working in private establishment and 44 percent of government workers still do not have social insurance.
- ❖ For those working for the government such as volunteer health workers, the short-term and, at times, coterminous nature of their work with the local political landscape may hinder their ability to access social protection on a regular basis.

What is the bottom line for men?

- ❖ For employed men, particularly those who worked in private establishments, their lack of access to social insurance seems to be largely attributed to their being daily wage and commission earners although most hold permanent jobs.
- ❖ It is important to investigate any barriers in private sector workers' membership in social insurance. Any violation of relevant policies concerning social insurance must be investigated.
- ❖ With their likely meager income, self-employed farmers and farm workers are unlikely to prioritize membership in social insurance. The high underemployment rate among such male workers signifies their need for higher level of income.

What is the bottom line for men?

- ❖ Many male unpaid family workers were young and single who worked in the agricultural sector tending their farms. It is likely that their farm work is seasonal and rather temporary given their demographic profile.
- ❖ However, their level of educational attainment is relatively low which tends to limit their capacity to obtain high-paying jobs.

Key issues for social insurance coverage expansion

- ❖ **Lack of income security** due to the unstable and casual nature of many jobs in private establishment, private households, small businesses, and in agriculture
- ❖ With unstable income sources, people are not encouraged to enroll and sustain their membership
- ❖ The main issue for unpaid family workers is that many of them work in agriculture which is currently less productive compared to other sectors. This is an evidence that improving agricultural productivity and off-farm opportunities in the rural areas are likely to contribute in the improvement of both women's and men's ability to access social insurance

Key issues for social insurance coverage expansion

- ❖ There may be **lack of enforcement or implementation** of the law in providing access to social insurance for workers in private establishments and private households. Further studies must be done to examine the barriers in these categories.
- ❖ There may be **lack of awareness and low level of perception** about the benefits of social insurance. It is also possible that there are **administrative hurdles** in enrolment, and payment or collection of contributions
- ❖ The high rate of **economic inactiveness** is largely a gender issue which emanates from traditional roles of women in the home. The high rate of not in employment nor education among women and early marriages and teenage pregnancies are also areas for concern.
- ❖ The early drop-out of older boys from school to seek for work or become unpaid workers in farms is an economic issue that warrants appropriate solutions

Recommendations

- ❖ Expanding membership in social insurance is vital.
- ❖ Ensuring as many government workers as possible become and remain members of both SSS and PhilHealth is a good start and is something that can be carried out in the short term
- ❖ Enhancing the implementation or enforcement of current labor policies that ensure the inclusion of all eligible private sector workers would benefit many male workers who are non-members because a large proportion of this group are workers in private establishments.

Recommendations

- ❖ Interventions that seek to improve women's access to social protection must prioritize those in the agricultural sector, the self-employed, unpaid family members, and household workers.
- ❖ Informal workers may be reached through the non-government organizations and social entrepreneurs working with them. Relevant government agencies and local governments must partner with these bodies for a more proactive promotion of social insurance to these workers.
- ❖ For the unorganized ones, social protection is a good entry point for their organization. Such approach's benefits come from the fact that social protection is crucial to these informal workers (e.g. home-based and casual workers) given the nature of their jobs.

Recommendations

- ❖ Further analysis must be carried out to understand the barriers of young women in entering the workforce.
- ❖ Reducing incidence of teenage pregnancies is important in addressing huge gaps in the labor force participation. Effective interventions must be also designed to address their educational and training needs.
- ❖ Boosting the employability of young men and women is essential to sustain efforts in enhancing access to social protection.

Recommendations

- ❖ There are opportunities in home-based work or enterprises that women can take on as alternative sources of income.
- ❖ There are many women who are now engaging in online businesses, using online platforms and social media to market their products. While the extent of their exposure in online work and business is yet to be examined, it is crucial for the government to design approaches that will entice them to become SSS and PhilHealth members.
- ❖ Partnership between the government and online platforms can be forged to encourage more entrepreneurs into social insurance.

Recommendations

- ❖ Efforts that facilitate and improve on their access to home-based income opportunities as well as relevant skills must therefore be implemented.
- ❖ Notably, there are young adults, both men and women, who are neither in education nor employment with relatively high education, it is important to create an environment that encourages them to participate more actively in the economy.
- ❖ Impediments, administrative or otherwise, toward expanding membership must be carefully examined and addressed. Local governments can implement more active efforts for expanding social insurance coverage by installing one-stop shops that enable residents to obtain the documentary requirements and enroll with the relevant agencies at the same venue and time.
- ❖ Other difficulties such as in terms of enrolment, payment or collection of contribution especially by members in remote areas must also be examined.

Recommendations

- ❖ Among paid family workers and employers in their own family-operated business or farms, the proportion of SSS and PhilHealth members is low but relatively higher than those of the unpaid workers and self-employed. This suggests the need for improving awareness and enhancing people's perception on the benefits of membership in both schemes.
- ❖ It is also crucial for national and local governments alike to conduct wide advocacy campaign for promoting awareness and need for social insurance, and even partner with various organizations and platforms including online venues in motivating people to be more proactive with social insurance.
- ❖ Insurance providers, SSS and PhilHealth, must also take a more active role in the information and education campaign. Ordinary citizens must understand the importance of social insurance.
- ❖ In the agricultural sector, for instance, income security can be improved if farmers are made more aware about the importance of agricultural or crop insurance in a country that is highly vulnerable to natural calamities.

Recommendations

- ❖ In a much broader sense, all efforts for achieving income security, enhancing agricultural productivity and off-farm income opportunities in the rural areas, and facilitating innovative work schemes that are inclusive of women are all consistent with initiatives for improving access to social insurance.

Thank you.

Salamat.

Dios ti agngina.