

A CURSORY ASSESSMENT STUDY ON THE
SITUATION OF CHILD LABOR
IN THE QUARRYING INDUSTRY
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TABLE OF CONTENTS

	PAGE NOS.:
COVER PAGE	1
TABLE OF CONTENTS	2-3
1.0 INTRODUCTION	4-5
2.0 OBJECTIVES OF THE STUDY	5-7
3.0 SCOPE AND METHODOLOGY	7-12
<i>Review of the Literature</i>	
<i>Ocular Inspection</i>	
<i>Key Informant Interviews (KII)</i>	
<i>Focus Group Discussions (FGD)</i>	
4.0 TIMEFRAME AND SPECIFIC OUTPUTS	12-13
5.0 ANALYTICAL FRAMEWORK	13-14
6.0 GENERAL DEFINITION OF QUARRYING	14-15
7.0 PROFILE OF THE PHILIPPINE QUARRYING INDUSTRY	15-17
8.0 INCIDENCE AND NATURE OF CHILD LABOR	17-18
Misamis Oriental	18-19
City of Cagayan de Oro	
Leyte	19
Municipality of Albuera and City of Ormoc	
Cebu	19-21
City of Lapulapu and Mandaue	
Bulacan	21
Municipality of Sta. Maria	
Rizal	21-23
Municipality of Rodriguez (Montalban)	
Romblon	25-28
Municipality of Romblon	
9.0 OCCUPATIONAL AND HEALTH HAZARDS	28-29
10.0 GENERAL FINDINGS	29-33
Industry	
Community	
Household	
Child Laborer	
11.0 PAST AND EXISTING INTERVENTIONS	33-39
12.0 IMPLICATIONS TO PROGRAM IMPLEMENTATION	39-42
The need for an area-based approach	
The need to review the policy instruments regulating the industry	

Table of Contents.....Continued:

	The need to build capacities of different agencies and groups at local level	
	The need for alternative educational strategies	
	The need for community organizing/community development	
	The need to study the evolution of the industry into serious uses	
	REFERENCES	43-44
	LIST OF ANNEXES	45
Annex 1	Research Instruments	46-50
Annex 2	Conceptual Framework	51

1.0 INTRODUCTION

In general terms, “Child labor refers to work situations: where children are compelled to work on a regular basis to earn a living for themselves and their families and as a result, are disadvantaged educationally and socially; where children work in conditions that are exploitative and damaging to their health and to their physical and mental development: where children are separated from their families often deprived of educational and training opportunities; and where children are forced to lead prematurely adult lives.” (ILO-IPEC)

The Philippine National Report on Follow-up to the World Summit for Children (Revised January 2001) cited the 1995 National Statistics Survey commissioned by the International Labour Organization-International Programme for the Elimination of Child Labour (ILO-IPEC), estimating that three out of twenty children aged 5-17 years old are working children. Specifically, out of 22.4 million Filipino children aged 5-17 years old, 3.7 million are working children. The report further stated that sixty per cent of those working children surveyed (2.2 million), claimed exposure to hazardous working environments consisting of physical difficulties and chemical hazards.

Philippine legislation has already provided the broad framework for handling the child labor issue since after 1946. The laws established minimum ages for employment, stipulated working conditions, and specified prohibitions and sanctions. It has also created bodies or agencies to implement national and local laws against child labor. The ratification of international standards has also given the victims of child labor another layer of protection. Out of the seventeen international conventions related to child labor, the Philippines has ratified five. The most recent one was when the Philippines ratified in 2000 ILO Convention 182: Eliminating All Worst Forms of Child Labor.

For the purposes of Convention No. 182, the worst forms of child labor comprise:

(a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performance; (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

For the latter category, hazardous work was defined by the Department of Labor and Employment (DOLE), as: (a) work which exposes children to physical, psychological or sexual abuse; (b) work underground, under water, at dangerous heights or in confined spaces; (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads; (d) work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health; (e) work under particularly difficult conditions such a work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

Following the recommendations of the National Planning Conference conducted in July 1994, the Philippine-ILO Indicative Framework for Action identified and established the priority target groups of children, namely: children victims of trafficking, children in mining and quarrying, children in home-based enterprises, especially under sub-contracting arrangements, children trapped in prostitution, children in domestic service, children in commercial plantation agriculture including sugar and vegetable production, children in fireworks production, and children in deep-sea diving and fishing.

2.0 OBJECTIVES OF THE STUDY

Upon ratification of ILO Convention 182, a national interagency team was tasked to implement a Time-Bound Programme (TBP) assisted by ILO-IPEC. The conduct of assessment studies forms part of the preparatory activities leading to an initial assessment of the appropriateness and feasibility of including three priority child labor groups for the TBP.

Six priority groups of children were identified for the conduct of assessment studies, namely: domestic service, prostitution, pyrotechnics, deep sea fishing, agricultural plantations, and quarrying. The selection of the three out of the six priority groups will be based on the following criteria: 1) strong presence/support of major stakeholders; 2) presence of critical mass; 3) existing programs/good practices in the area; and 4) initial efforts in the policy and legal environment.

Specifically, this cursory assessment study is focused on the situation of child labor in the quarrying industry. Quarrying subjects children to manual handling or transport of heavy loads, expose them to work in an unhealthy environment from dust, heat and falling stones.

The Terms of Reference for the study listed down the following coverage requirements:

- 1) an estimate of the incidence under study in the area where is known to be prevalent;
- 2) an understanding of the nature and types of activities engaged in and why children engage in such activities, their families and the communities concerned (to include general profiles, migration and work histories, and the influences that resulted in their working);
- 3) characteristics of the usual employers, including identification of advantages/disadvantages encountered by them in engaging child laborers;
- 4) working conditions of the children including work processes and their physical effects, hours of work, place of work, rates of pay, work relations with the employer, etc.;
- 5) occupational safety and health conditions, bio-psychosocial conditions of child laborers;

- 6) the nature and extent of hazardous, unhealthy or illicit conditions prevailing in the sector, the chances for improvement or removal of the children from those conditions, the desire for rehabilitation, etc.;
- 7) the relation between school and work, the attitudes toward education of children and parents, the forces, pressures and attitudes that push children in one direction or the other, availability or accessibility of schools in the area;
- 8) identification and general assessment of past and existing programs in the sector to possibly include specific practices worth sustaining and lessons learned; and
- 9) determination of suitable bases for initiating programs and interventions by government agencies, non-government organizations, civil society, etc., including a general appraisal of existing resources and institutions that can help address the problem.

3.0 SCOPE AND METHODOLOGY

The quarrying sector has always been taken together with the mining sector. The clear delineation between mining and quarrying in terms of work processes was the starting point in limiting the sector. It is recognized that mining also includes quarrying operations. In fact, quarrying is one among the different surface mining methods.

The cursory assessment focused the study only on quarrying activities that contribute to the construction industry. To tackle the whole mining industry will require more time due to the variations in processes and conditions depending on the type of mineral product. Earlier video documentation is available on the situation of child labor in the mines of Diwalwal in Davao province. The ILO-IPEC also funded child labor interventions for the small-scale mining activities in Paracale, Camarines Norte through the Philippine Rural Reconstruction Movement (PRRM).

The study covered two full months from October to December 2001. Only sample project sites were covered for the conduct of Focus Group Discussions (FGDs) and rapid assessment procedures to validate the data from existing research studies done on the area. The sites selected were a cross-section of the different types of quarried products where the incidence of child labor had been identified. These areas were in the provinces of Rizal, Bulacan, Romblon and Cebu. Each site demonstrates some differences in industry characteristics and variances in magnitude of the problem. The Rizal case involves aggregates quarrying, Bulacan has “adobe” (volcanic tuff) quarrying, Romblon covers marble quarrying, and Cebu has stonecraft production from the quarrying of “Mactan stones”. Other provinces mentioned in the study like Misamis Oriental and Leyte were from bits of information available from NGO reports.

The previously-submitted proposal for the study had the intention of covering sites that were not previously identified in existing studies, in order to gain more information on the magnitude of children's involvement in this sector. However, based on consultations with DOLE offices and NGOs involved in child labor interventions, it is difficult to extract information where the problem is not openly recognized.

Considering the limited time available to complete the study, it would be impossible to do a more in-depth analysis of the situation as observed in a longer timeframe. Based on numerous experiences cited by previous researches, field interviews can not be a one-shot deal but oftentimes took three to four visits before ample information is gathered. Given the limitations, a combination of quantitative and qualitative methods was applied in the study.

Review of the Literature

There were already several studies done on the subject of child labor in the country that describes the phenomena in general and is applicable to all types of child labor. Starting in 1986, several research studies were initiated on the child labor case in the Philippines. The

first 1986 study was done by Virginia del Rosario entitled “Child Labor Phenomenon in the Philippines, Problems and Policy Thrusts” and published in the Philippine Journal of Industrial Relations. This was then followed by an ILO-sponsored study “Child Labor: The Philippine Case” by a team from the University of the Philippines (U.P.) focusing on working children in garments and wood-based production and street trades, in selected areas of Metro Manila, Taytay, Rizal, Laguna and Batangas.

One of the earlier two video documentaries produced (No Time for Play) dramatized the plight of child laborers including those in the quarries in Mactan Island of Cebu. These videos were used as training materials aside from being main advocacy tools. During the period from January to March 1996, a series of film segments were shown on television through the program Batibot. These film segments were reproduced in video cassettes and shown in schools up to present time.

In 2000, Rosario Del Rosario and Melinda A. Bonga published a book that reviewed and put together child labor studies done in a span of ten years. According to this book, several research studies completed from 1990-1992 included the areas where child labor existed in the quarrying industry. Elizabeth Remidio of the University of San Carlos conducted a situation analysis for the “Breaking Ground for Community Action on Child Labor in Cebu” (1991) which included the situation of quarrying in the cities of Lapulapu and Mandaue. In 1992, Ma. Corazon Veneracion, through the UNICEF-assisted BGCACL project, wrote about “Child Workers in a Quarry Mine Camangyanan, Sta. Maria, Bulacan”.

In October 1993, Fely P. David of the Social Science Research Institute, Central Philippine University, Iloilo City submitted to UNICEF a report on the implementation of the BGCACL project in Cebu. In particular, the report covered “The Case of Children Working in the Stone Quarry in Basak, Lapulapu City”. In Region X, Palma and Sealza of the Research Institute for Mindanao Culture (RIMCU), Xavier University, Cagayan de Oro City, conducted a study to look into the working conditions of children employed in sand and gravel quarrying in Misamis Oriental.

The case of quarrying in Rizal gained attention only in 1996 when a government task force from the Mines and Geosciences Bureau was created to determine the environmental impact of the quarrying activities in the Municipality of Rodriguez (Montalban). Complaints were received regarding the destructive and irreversible impacts of quarrying to the environment from residents in the area, including the proliferation of child labor practices.

Related to the above, CO-Multiversity (formerly CO-TRAIN) commissioned a study entitled “A Study of the Quarrying Sub-Sector in Rodriguez, Rizal” by Patricia Gwen Borcena, et al in November 1998.

In the case of Romblon, the situation of child labor in marble quarrying was presented as part of a 30-minute video documentary on child labor entitled “A Spark of Light for the Child Laborer” during the National Child Labor Congress held in May 2001. The video documentary also included children in sand and gravel quarrying in Leyte. This was part of the culmination of the USAID-funded Expanding Children’s Participation in Social Reform Project (ECPSR) implemented by the National Coalition of Children’s Participation (NCCP). The coalition is composed of the World Vision Development Foundation (WVDF), the Christian Children’s Fund (CCF), PLAN International, and the Educational Research and Development Assistance (ERDA) Foundation.

The “Final Report of the End-of-Term Evaluation of ECPSR Initiative Against Child Labor” was submitted by the Asia Development Consultants, Inc. in 2001. This assessment report covered the 9-month implementation of the Initiative Against Child Labor Project in seven areas of the country.

Since 1988, the government forged a program cooperation with UNICEF to pioneer a project on child labor. Location-specific situation analysis studies helped pinpoint child labor incidence in various work arrangements in the rural areas. Since that time, the capacities of regional and local offices from different concerned agencies were strengthened especially in

database and information. However, reports and documentation available from the DOLE regional offices, as well as from other concerned agencies in the provinces covered by the study, were not adequately maintained as experienced during the conduct of the study. Sustained data generation and monitoring was not undertaken due to several reasons cited related to budgetary constraints, coordination problems especially with the local government units, and unclear mandates among concerned government agencies.

The required output from the TOR on the estimation of incidence of child labor considered the approaches resorted to by previous researches. Previous researches raised the concern of representative sampling and outlined the limitations of all attempts to measure the incidence of child labor. In this study, the estimation reflects those included in the NSO surveys in 1995 as well as those covered by the research studies and actual data gathered at the field.

Ocular Inspection

Familiarity with the area as well as the potential respondents to any of the chosen research approaches was an important preparatory activity. An appreciation of the community, home and work environments where the child laborers are exposed has helped put into context the analysis for the study. Actual observation of the quarrying process was also critical to understanding the nature of the activities and the working conditions of child laborers.

The choice of areas covered by the study then was limited to where there is a presence of NGOs operating in the area or where a government program has been undertaken. The ongoing activities presuppose that there is a general acceptance of the child labor situation in the area and that children are visible enough to be accounted for.

Key Informant Interviews

There were several categories of interviewees for the study in each of the three study sites, as

follows: community leaders, barangay officials, employers, and service providers. Guide questions were formulated in such a way that varying opinions to a common concern can be gathered (Please see Annex 1). Their views provided the inputs as to how and why such a situation prevails in the area. These groups of people also provided insights into how community-based programs and projects can be effectively undertaken. Due to limited time, however, the key interviews were quite few. There were reports of recent interviews by other organizations which were reflected in this study.

Focus Group Discussions (FGD)

This approach was used with the parents of the working children and with the child laborers themselves. The group interviews were coordinated with NGOs implementing in the area. This facilitated the gathering of potential groups considering their work schedules. Prior arrangements on when and where the groups can be gathered were made depending on the most convenient schedule and not necessarily using a scientific sampling frame ensuring proper representation. Summaries of previous FGDs undertaken in the area were also included in the study.

4.0 TIMEFRAME AND SPECIFIC OUTPUTS

The table below outlines the activities undertaken for the study:

ACTIVITY	OUTPUT	PERIOD COVERED
a. Preparation of detailed workplan and research framework including outline of final report	-Workplan -Framework for Analysis -Outline of Report	October 22, 2001
b. Coordination and information on the research with local authorities and agencies	-Regional and local support -Identification of specific research sites (at least one barangay per province per subject area) -Schedule of actual conduct of research	October 24-31, 2001

Table.....Continued:

c. Preparation of research study instruments	-FGD guide questions -KII guide questions -Direct observation “key indicators”	October 27-28, 2001
d. Conduct of documentary review	-Review parameters -Initial analysis of macroeconomic environment (affecting industry structure) -Profile of study area	October 28-31, 2001
e. Conduct of field visit and actual research	-Narrative report of FGD results and KII -Integration on findings from the field and documentary review (per study area) -Process documentation	
Region IV – Rizal (quarrying) Romblon (quarrying)		November 12-16, 2001 November 19-23, 2001
Region III – Bulacan (quarrying)		December 3-7, 2001
Region VII – Cebu (quarrying)		December 10-14, 2001
f. Write-up of first draft report	-First Draft	December 17-20, 2001
g. Submission of first draft comments		December 21, 2001
h. Presentation of report in workshop		Third week of January 2002
h. Revision of report	-Final Report	
i. Submission of final report		End of January 2002

5.0 ANALYTICAL FRAMEWORK

The Institute for Labor Studies did a monograph in November 1994 entitled “Comprehensive Study on Child Labor in the Philippines”. The monograph, which hoped to pave the way for the formulation and implementation of action programs under the ILO-IPEC Program 1994-1995, defined comprehensively the nature and extent of the child labor problem in the Philippines. The document discussed the microscopic factors involving the decision factors in the household and the community, as well as the macroscopic factors traced to global conditions, state policies, the national economic conditions and socio-cultural conditions.

The microscopic factors that influence child labor include the following: the pressure to meet the family's survival needs, the traditional practice of looking at work as a family affair, the need to support education expenses, the favorable outlook by society on children being able to help provide for the family's needs, and because there is opportunity for children to participate in simple jobs.

The macroscopic factors can be traced to the following: child labor is common among low-income and poor families, uneven economic development across areas and social class, the rise of an informal sector and subcontracting arrangements, and the hidden costs of education.

This study adopted an analytical framework emanating from the industry point of view. The issue of child labor is viewed here in the context of demand and supply conditions, wherein labor is an input to production. The child labor market is defined as the intersection of the supply and demand for child labor in the ILO-IPEC document on "Eliminating the Worst Forms of Child Labour: An Integrated and Time-Bound Approach A Guide for Governments, Workers, Donors and other Stakeholders" (April 2001).

As pursued in this study, the closer look into the industry from an area development perspective will show the interaction of political/legal, economic, geographical, ecological, and cultural factors that affect the industry. The hypothesis applied here is that the characteristics of the industry influence the child labor market. A diagram is presented to illustrate the framework in Annex 2.

As succinctly put by the CO-Multiversity brochure on the Montalban quarrying, the "conditions reflect the interconnectedness of the problems of poverty, marginalization of poor communities, environmental degradation, and lack of sustainable livelihood opportunities. Child labor is simply one of its symptoms".

6.0 GENERAL DEFINITION OF QUARRYING

The World Book encyclopedia defines quarrying as a method of taking large solid blocks or broken masses of stone from the earth and preparing them for construction projects. A quarry is a large pit in the earth from which the stone is taken. Some quarries are dug into the sides of mountains. Most quarries are open at the surface. Stone is quarried by (1) the plug and feather method, (2) the explosive method, or (3) channeling by machinery. Rocks can be split along smooth lines by exerting constantly increased pressure evenly on all parts of the rock's surface. With this pressure, workers can break the rock into any size and shape.

The principal tools using the plug and feather method are a plug (wedge), which is flat on its two opposite surfaces, and two pieces of steel, called feathers, which are rounded on one side and flat on the other. After drilling a series of small holes into the rock in a straight line, the wedge is placed between the two feathers and all three are inserted in a hole. When all the holes are filled, the workers drive the wedges and feathers downward to split the rock. The mass of rock that is broken off is turned over to other workers where they split the rock into smaller pieces with hand tools.

The explosive method is generally used to break off huge masses of rock from their place in the earth. Strong explosives are best if crushed stone is desired. Crushed stone is widely used in paving roads and making concrete. When larger, more regular stones are desired, a milder explosive is used. Holes are drilled deep into the solid mass and the explosive is put into the holes and set off.

Most large quarries use a channeling machine to make the first cut into a solid bed of rock. The machine chisels downward to gradually cut the rock. The rock is broken off either by blasting or by the plug and feather method.

7.0 PROFILE OF THE PHILIPPINE QUARRYING INDUSTRY

Quarrying is the backward-most linkage in what constitute as the construction industry. The most common quarrying provides the rock and soil particles as aggregates and as other construction materials. Aggregates are obtained from three major sources: lake/seabed deposits, riverbeds and mountain quarries. Quarry operators prefer mountain to river quarries because the mountain site can be operated throughout the year. River quarrying can be affected by the rainy season because of the swelling of the river. Aside from this advantage, construction companies have adopted foreign standards for building requirements using rocks from mountain-based quarries. The quality of rocks are also considered stronger for building construction, compared to river-based aggregates which are suitable only to roads and street pavements. Other rocks are used for finishing materials such as marble and other stones.

Republic Act No. 7942, otherwise known as the Philippine Mining Act of 1995, provides the legal framework for quarrying activities in the country. The law defines quarrying to mean “the process of extracting, removing and disposing quarry resources found on or underneath the surface of private or public land”. On the other hand, quarry resources “refers to any common rock or other mineral substances as the Director of Mines and Geosciences Bureau may declare to be quarry resources such as, but not limited to, andesite, basalt, conglomerate, coral sand, diatomaceous earth, diorite, decorative stones, gabbro, granite, limestone, marble, marl, red burning clays for potteries and bricks, rhyolite, rock phosphate, sandstone, serpentine, shale, tuff, volcanic cinders, and volcanic glass: Provided, that such quarry resources do not contain metals or metallic constituents and/or other valuable minerals in economically workable quantities; Provided, further, that non-metallic minerals such as kaolin, feldspar, quartz, quartz or silica, sand and pebbles, bentonite, talc, asbestos, barite, gypsum, bauxite, magnesite, dolomite, mica, precious and semi-precious stones, and other non-metallic minerals that may later be discovered and which the Director declares the same to be of economically workable quantities, shall not be classified under the category of quarry resources.” This definition clearly distinguishes quarrying activities from those associated with small-scale mining.

The value of non-metallic mineral reserves (where most quarry products belong) in the country totaled P20.4 billion in 1998, an increase from P19.5 billion in 1997. These included coal, salt, silica sand, sand and gravel, and cement raw materials such as limestone for cement manufacture, shale clay and silica sand.

Under the Philippine Standard Industrial Classification (PSIC) of NSCB in 1994, stone quarrying, clay and sand pits (113) includes the “operation of quarries producing monumental and building stone in the rough, roughly trimmed, or cut by sawing or by other means typically done at the quarry, such as slate, marble, granite, porphyr or basalt; the mining of chalk and dolomite; crushing and breaking of stone for use as a flux or raw material in lime or cement manufacture or as building material, road metal or ballast; gypsum and anhydrite mining; mining of clays for the ceramic or refractory industries, for drilling mud, or as a filter medium; and the operation of sand or gravel pits.”

In 1997, the Annual Survey of Establishments listed down 68 quarrying establishments (under Code No. 113) in the country with a total employment of 22,397 and a total revenue of P1.7 billion. Eighteen out of the 68 establishments were found in Region IV, followed by Region III (16). Other reported establishments included mining.

8.0 INCIDENCE AND NATURE OF CHILD LABOR

The National Statistics Office (NSO) recorded a total of 3,700 gainful children aged 10-14 years old in the mining and quarrying industry in 1990. In 1995, the total number of children aged 5 to 17 years old who worked during the past twelve months in the country reached 9,865 only for quarrying activities. The survey also found mining/quarrying as among the industries wherein children find some difficulties while working.

In 1999, the regional offices of DOLE identified the existence of child labor in several regions of the country engaged in quarrying activities:

REGION	PROVINCE
CAR	Mt. Province, Ifugao
III	Bulacan
IV	Rizal
VII	Lapulapu City
VIII	Northern Samar, Leyte, Eastern Samar
IX	Zamboanga del Norte, Zamboanga del Sur
X	Misamis Oriental

However, there were only few documented accounts on the situation of children in quarrying in all of the regions mentioned. Research studies were available on Bulacan, Rizal, Lapulapu City, and Misamis Oriental.

The following table summarizes the estimated incidence of child labor in quarrying based on available data:

Location	Year	Estimated No. of Child Laborer
Cagayan de Oro City Misamis Oriental	1995	10 provided educational assistance 1 published case
Albuera, Leyte Ormoc City	2000	2 case studies
Lapulapu City	1991	55% of total 3-14 yrs. old
Mandaue City	1992	71 (out of 37 households)
Sta. Maria, Bulacan	1992	16 surveyed
Rodriguez (Montalban), Rizal	1997	87 identified
Romblon, Romblon	1999	352 masterlisted

Misamis Oriental:

City of Cagayan de Oro -

Latest report gathered from the DOLE Region X did not confirm the situation in Misamis Oriental, but admitted the presence of child labor in the sand and gravel quarrying activities a few years back on the riverbanks of Iponan, Cagayan de Oro City. The City Social Welfare Office claimed that there were only 10 children involved and since then have stopped working after being provided with educational assistance from ERDA.

One of the case study included in the publication “The Muted Cry...”, described a 15-year old boy from Iponan, Cagayan de Oro City, who quarried sand and gravel at the Iponan River. The boy earned P40/day diving and swimming in the river for eight hours a day.

Leyte:

Municipality of Albueria and City of Ormoc -

The evaluation report for ECPSR included two case studies of child laborers in sand and gravel quarrying of Leyte province. One of the two children was a 16-year old boy from Barangay Cambaladin, Municipality of Albueria and the other child was a 14-year old boy from Barangay Malbasag, City of Ormoc (both areas situated in the province of Leyte). The first boy has been a child laborer for 8 years, while the other for 4 years now. Both boys are in high school. The rest of the siblings in the family of these two child laborers are assisted by either World Vision and the CCF (both NGOs). The children haul sand and gravel three times a week and were paid a daily income from P70.00-P100.00 a day.

Cebu:

City of Lapulapu and Mandaue -

In 1993, the report submitted by Fely P. David covered the implementation of the child labor program in the stone quarry in Basak, Lapulapu City. Barangay Basak is located in the city of Lapulapu’s dry and stony shoreline with 1,861 poor household dwellers. The barangay has six stone factories that process what was locally known as “Mactan stones” and which were also exported abroad. Many of those working in the stone quarries were children aged 3 to 14 years old. In particular, community advocacy activities were undertaken in Sitios Sudtunggan, Masalog and Masulon. Other communities included in the program coverage were Barangays Guizo and Lobogan in Mandaue City. However, the situation in Mandaue was not covered in David’s report.

Explosives are used to blast the Mactan stones into pieces and to be shaped into blocks of various sizes using bolos. The finished blocks are hauled from the stone pits to be loaded into trucks for use in construction or as decorative materials after processing by machine in factories.

In October 1990, it was reported that a research study was conducted by the Area-Based Research Center (ARC) of the University of San Carlos through the University of the Philippines Office of Research Coordination (UP-ORC). This was contained in the published study of Elizabeth Remedio (1991). Remedio reported that the number of children identified in the area was 55.21 per cent of the total number of 3 to 14 years old engaged in stonecraft in the province. These working children composed 60 per cent of those working at the barangay level. The average age of male children was 10.37 and the females, 9.25. The children in Lapulapu City join their fathers to quarry sites near their residences to gather, sort and cut decorative stones to be sold to the contractors.

The children usually work at the stone quarry after classes or every weekend. Regardless of the distance, they are paid P0.10-P0.25 for every piece of block hauled, depending on the size of the block. On the average, they reportedly spend 4 hours per day, 5 to 6 days in their work from which they earn an average of P5-P10.00 daily. These prices may have increased through the years.

The Department of Social Welfare and Development (DSWD) in Region VII conducted a participatory action research (PAR) from March to May 1992 to update the household information of working children identified in the Remedio study. The PAR showed that among the 37 households covered in the previous survey, 71 were child laborers (34 females and 37 males). Fifty of the 71 children were in school, while 21 were out-of-school.

Recent information on the situation of the quarrying activities in the area showed a significant decline in demand for the Mactan stones. One of the reasons cited, aside from the general decline in construction activities, was the durability of the stones. It was reported that the stones deteriorated after two years.

Bulacan

Municipality of Sta. Maria -

In 1992, Ma. Corazon Veneracion conducted a study of the child workers in a quarry mine in Barangay Camangyanan, Municipality of Sta. Maria in the province of Bulacan. Veneracion's study covered a total of 16 male child workers, 81.2 per cent of whom were 12 to 14 years old and 18.8 per cent were 9 to 11 years old. The study cited that the average household size for those involved in quarrying was 8 members.

A community worker from the CO-Multiversity project in Bulacan confirms the continuing activities involving children in Sta. Maria. However, there is an observed increasing number of child labor in the sand and gravel quarrying in the Municipality of Norzagaray, Bulacan. The absence of an NGO working in the area made it difficult to do interviews in the said site.

Rizal

Municipality of Rodriguez (Montalban) -

The municipality is composed of 11 barangays and is known as the quarry town of Rizal. There are presently 12 aggregate plants operating in Rodriguez, Rizal. Out of the twelve, 7 have their own quarry sites. Approximately 45 per cent of all the crushing plants are located in Barangay San Rafael. It is the second biggest barangay in terms of land area, the third most populated and second in terms of income in the whole of the municipality. This same barangay is also identified as the site where cases of child labor existed. In particular, the sitios mentioned were AC, Tabak and EEA.

Barangay San Rafael is located in the foothills of Mt. Parawagan where poor families from around its 11 sitios are engaged in “manual” quarrying. The quarrying process is done manually using hand tools. The mountain is either broken at the top or from below using metal bars and big hammers. A pulley moves the boulder or large chunks of rocks where they can be easily crushed into smaller stones. The stones have to be crushed to a size of ¾ inch, GI. The crushed stones were sieved to separate the sand. The materials are then shoveled to waiting trucks, sometimes coming from independent buyers outside the municipality looking for cheaper prices than from the large quarries.

Quarrying is the major source of income for the municipality especially in Barangay San Rafael. For decades, the families in the quarrying sites rely on this activity for livelihood. Those families located in the mountains rely mostly on agriculture like planting and selling vegetables, selling bamboo and charcoal making.

Quarry operations dominate the use of the land in the barangay, although there are crops (palay, ginger, rootcrops) grown on the top soil of the slopes of the “Blue Rock” mountain. The barangay is divided into upper sitios or the sitios in the mountain, and the barangay proper. Most of the residents in the upper sitios are typical of squatter communities in Metro Manila and the lands are not titled. These areas were either owned by government corporations like MWSS and DENR. Compared to the barangay proper, the houses in the latter are permanently built and majority are titled to residents in the area.

The houses in Sitios AC and Tabak are clustered and encroaching on the riverbanks. The nearest health center is one kilometer away from Sitio AC with one midwife and 25 health workers assigned to 16 areas in the barangay. The center lacks facilities and medicines. The municipality itself has no hospital, but has only the health center located in the town proper which is four kilometers away from Sitio AC.

The nearest barangay elementary school is two kilometers away from Sitio AC, while the public high school is five kilometers away (both averaging 60 to 75 students per class). A day care center in Sitio Tabak is ran by the municipal government. The town market is located in another barangay which is five kilometers away from Sitio AC.

The local government units collect taxes from the big quarry operators. In Barangay San Rafael, the barangay business tax collected in 1997 was P300.00 per aggregate plant (there were 8 plants). Estimates of the barangay's share of the sand and gravel tax would have amounted to more than P1.4 million in 1997. The barangay also imposes a toll fee of P10.00 per truck. The municipal and provincial governments, likewise, earn from taxes generated from the quarrying activities in their areas.

Most of the families working in the quarry sites have resided in the area for more than 10 years. Majority of them came from the Visayas region. In 1997, an NGO called CO-Multiversity started an action research project for children involved in quarrying in Barangay San Rafael. The NGO has identified around 87 child laborers with ages 7 to 17 years old working in open pit quarries at Wawa Road covering the three sitios of the affected barangay.

This particular site where children are involved in quarrying actually started in the early 1990s. The site was operated by Santander (a quarrying corporation) allegedly with the original purpose of doing a road widening project for the national government. The contract to quarry expired in 1998, but the people continued their quarrying activities in the area. The local government tolerated the situation because no alternative livelihood can be offered to the people.

It was only in 1996 when the residents in the area complained from the environmental effects of quarrying that attention was also given to child laborers in the industry.

There were rumors that children could be involved in the blasting operations of big

companies because of their ideal size to fit into the holes. These rumors were never validated up to this time.

Majority of the child laborers in San Rafael work with their parents in the quarry sites. They go to school in the morning and work the rest of the day. Those who stopped going to school were due to their families not able to support the costs of education and from difficulty of adjusting to the school environment upon return to school. In 1997, one-fourth of the total number of children in quarrying almost had no chance to go to school. But the work started by CO-Multiversity for four years now was able to send a total of 154 children to school from assistance provided through ILO-IPEC.

Several major activities were outlined from the IPEC-CO Multiversity partnership, namely: “Participatory research on the conditions of children working in the quarrying sites of Rodriguez (Montalban), Rizal”; “Developing community mechanisms in addressing the needs of children working in the quarry sites”; “Formation and consolidation of a multisectoral network of organizations (NGOs, POs, and GOs) and the development of necessary support services for the elimination of child labor in the quarry sites”; and the “Strengthening of organized community initiatives and establishing municipal-wide multisectoral participation in the formation of a sustainable caring environment for the poor and underprivileged, and especially of the working children.”

Each of the sitios involved already formed their people’s organizations: TACDA, SMAC, and EEANA. Because of the community’s own actions, the barangay and municipal officials have allocated budgetary resources. The organization of child laborers has paved the way for a development plan in the municipality that addresses the issue of child labor. The growing concern in the area even expanded to other forms of child labor present in the area.

Romblon

Municipality of Romblon –

The economic activities in Romblon Island revolve around marble quarrying and processing. The marble products are tiles and slabs, gifts, toys and housewares. Gifts include novelty items, table bars, furniture, baptismal fonts and memorial tablets and statuaries. There are about 60 processing plants engaged in the manufacture of marble slabs and tiles. About 8 small processing plants process toys, gifts and other marble products. A new modern quarrying and polishing equipment was acquired through an interest-free loan worth P24 million from the Department of Trade and Industry (DTI) in 1997, to the Romblon Marble Development Multipurpose Cooperative.

For original residents in the area, marble quarrying and processing have been the livelihood of families. During that time when the extraction activities were still moderately undertaken, there were also other sources of income from coconut plantations and other crops. The location of houses were literally on top of marble deposits, in fact, the whole island municipality is marble.

Just like any resource-based industry, the depletion of resources have sparked more competition and demand for the products, accompanied by the growing number of local and especially, migrant populations, trying to find sources of income to survive.

One owner of a marble company who was interviewed was already a grandson of a family who survived through marble quarrying and processing. According to the person interviewed, he would consider himself a former child labor together with the other siblings in the family. The marble quarry was located right at the back of their house and they would help in the quarrying and processing activities after school. He did not feel that the children during his time were exploited because they had enough time for play and school work.

He tried to explain the worsening situation in their municipality as a result of migrants from nearby provinces (like Batangas) looking for work in the island. Also, he observed that the marble deposits have become more difficult to extract because they have to dig deeper under the ground to get quality rocks. The rocks protruding from the ground have now been slowly leveled off. The increased demand for other uses for marble from foreign buyers (Japan) have changed the production processes in the industry, from the need for slabs to crushed rocks. According to the key informant, the waste materials from marble processing are needed because of their high silica and lime content which is presently used as ingredients in the manufacture of detergents, toothpaste, and soap. The crushed stones are also washed out with abrasives and sold as artificial sand. Some of the stones are processed in the province of Cebu.

A landowner with a quarry site in Barangay Guimpingan was recently interviewed and described the same situation within the family as the previously interviewed owner of a marble establishment. The entire family including all his five children help in the quarry site. Before proceeding to school every morning, two of his children go to the quarry site to help their father move the marble rocks. He does not have a quarrying permit but as a member of the cooperative, he pays for a “DR” to be able to sell the rocks outside the municipality. The marble rock is paid at P5.00 per inch and the buyer sells it at P7.00 per inch.

In 1999, ERDA masterlisted a total of 352 child laborers in Romblon through the implementation of ECPSR project. ERDA partnered with the Handmaids of the House of God, a religious congregation which has been involved in development activities in Romblon for some time. The barangays covered by the masterlist numbered twelve, namely: Li-o, Ilauran, Sablayan, Macalas, Agbaloto, Guimpingan, Agbudia, Alad, Cajimos, Capachan, Sawang, and Agtongo.

By 2000, there were 348 children in the list, mostly involved in quarrying activities and

the rest in processing of products like “almerez”, “blockettes”, marble egg, etc. Fifty-five per cent of the 348 were males with the ages covered from generally 6 to 18 years old. For both males and females, more than half of the children were in the age range of 10-14 years old.

The Barangay Chairman of Guimpingan was cited in the ECPSR project as cooperative to the activities of the children’s association. He recognized ERDA’s contribution to the plight of child laborers in his barangay, and complained about DSWD’s lack of concern for them. He does not consider those working only during Saturdays as child laborers, but only being taught the value of work. He recommends the need for skills training for children as alternative to marble work, like handicrafts.

Another Barangay Chairman from Ilauran, on the other hand, recognized the efforts of DOLE Region IV in trying to help the children in his barangay. His office have been sending letters to residents in the area about disallowing children to work in the quarry sites. But the older children have continued to work in the quarries because they have stopped schooling for some time. He also observed a general decline in earnings from marble quarrying.

Barangay Ilauran is estimated with a total population of around 1,000 persons (with approximately 30-40% composed of children. The main economic activity is marble quarrying, with some copra making and ricefields. The people were already encouraged in the past with an incentive to plant 50 banana trees and be paid P500.00, but marble work earns more than what was offered. The quarry in this barangay was started way back in 1960 and the products made were in terms of memorials and tombstones. It was during the early 1970s that production peaked until the present. There are many quarry sites in the barangay.

According to a mother and daughter team, a truckload of crushed marble takes more

than a month to fill and they are paid P600.00 for this. Sometimes, the rainy weather prevents trucks from reaching the quarry sites and the workers have no earnings as well. The search for quality marble has become more difficult and taking several days of continuous diggings. Marble crushing may earn a child around P25.00 a day. An adult worker can earn from P30.00-P50.00 a day. A machine operator in a marble cutting factory earns P250.00 daily. One 8-year old girl has mastered the skill of making “ashline” (used as walling material) that she can finish an average of 40 pieces a day and paid P0.50 per piece.

9.0 OCCUPATIONAL AND HEALTH HAZARDS

Those involved in stone cutting are exposed to possible heatstroke or sunstroke. Those children who carry the stones on their shoulders and walk over rough and sharp stones, usually complain of exhaustion and muscle pain especially in the arms, shoulders, and legs. The children in Leyte province described their work as strenuous and difficult. They have to carry one sack of sand on their backs from the shoreline, one at a time, to the trucks.

Veneracion’s study in Bulacan noted that the common illnesses among the children in the quarry site were fever, coughs and cold. Also, the children were exposed to accidents such as mashed fingers, food struck by hoe, head struck by tools and foot pinned by adobe.

“Manual” quarrying in Rizal is considered a physically draining and dangerous work. Many quarry workers have been reported injured in the area, aside from headaches which are common among the quarry workers due to constant exposure to extreme heat and rain. There is imminent danger from soil eroding from the mountain tops especially during the rainy season. In 1991, a landslide occurred in Sitio AC of Barangay San Rafael, Rodriguez, Rizal, where four adults were killed and some were injured. There were also reported cases of minor injuries in the preceding years possibly involving children.

The children interviewed in the province of Leyte felt that their physical growth had been stunted because of the hard labor from hauling sacks of sand and gravel. Back pains and fever were the common complaints from the boy from Cagayan de Oro City involved in sand and gravel quarrying in Iponan River.

A young female marble worker claimed that she stopped working after one month in the marble quarry sites of Romblon because of developing skin allergy due to marble dust. The workplace is described as noisy, hot and dusty and there is no protective mask used. She was even hit at times by the hammer she uses in crushing marble. Apparently, being hit on the hand is the most common form of injury in marble crushing. Another male child laborer interviewed thinks that his work is hazardous. There is a danger of landslides, cave-ins, or being rolled over by the big boulders where only back hoes are used to lift big blocks of marble. He claimed that there were already accidents that killed some workers.

10.0 GENERAL FINDINGS

The quarrying industry across the country may exhibit different forms depending on the resource being quarried, but they all show a pattern of attracting poor, unskilled families (including the children) in the informal sector. Large companies with integrated operations require large capital and the establishment of firms is limited to the need to locate near the source of raw materials. Therefore, large companies rely on a long chain of industry players that brings the raw materials to them, such as the wholesalers/retailers, truckers, and distributors.

In the three areas highlighted in the study, namely: Rizal, Romblon, and Cebu, the quarry resources abound in the area. This is where a local economy begins to become dependent on a natural endowment due to the profits and income it brings to the community. The negative effects are only recognized when environmental problems begin to be felt and the cost of the

externalities are higher than the benefits. This latter was manifested in the case of Montalban when the people began clamoring for the closure of the quarry sites.

As hypothesized earlier, the industry characteristics breed the environment for child labor. In quarrying, the “manual” operations require more labor for menial tasks at a lower cost. Especially in the case of Romblon, it is not feasible to do automated mining when the quarry sites are relatively small and dispersed all over the town.

The dependence of a community on such accessible source of income, provided other alternative livelihoods have not been developed, attracts marginal families to any means available in order to survive. This is not only true to the quarrying situation but also manifested in other industries. The major concern here is the hazard and physical demands from children engaged in quarrying which violates the growth and developmental requirements of a child.

The following general findings try to capture the salient elements for each of the major stakeholder groups:

Industry

- There are many stakeholders involved in the industry, from the large construction companies and business establishments dealing with construction materials, to the buyers, truckers/haulers, landowners/quarry site owners, processors, up to the quarry workers. Since quarrying is the backward-most linkage of the industry, there are several groups of people who earn a living from the industry. This also includes the local government units where the quarry sites fall within their jurisdiction.
- The industry is resource-based and the continuous, unabated extraction of resources in turn, worsens the condition of the industry. The more competition for use of the resource causes decline in earnings from the industry, given the depletion in quality materials and the increase in poor families struggling to find sources of income from quarrying.

- The large companies have no direct connection to the situation of those providing the supply of raw materials. Thus, there is no accountability of the worsening conditions of quarry workers especially the involvement of child laborers. Since the supply of raw materials is relatively larger than the demand, the buyers can choose to buy from whoever offers the cheapest price.
- The technology used by quarry workers is manual and backbreaking, using only simple hand tools. With a large supply of workers (including children) willing to endure the strenuous processes, the buyers do not see any need to deploy machineries to minimize their own operating costs.
- The nature of the industry gives advantage to the supplier of raw materials who is close to the end user of the products due to considerations of transport costs. Although, generally, the current demand is lower than the supply.

Community

- Quarry materials are subject to industry changes like changing demand for products, competition from substitute materials, decline in the construction industry, and the depletion of resources. While the resource is still abundant in the area, it becomes the center of economic activity in the entire community. Meanwhile, there is no serious efforts to look for alternative means of livelihood.
- The local government units collect a significant amount of taxes and other fees from the activities. The concerns for environmental degradation and even of involvement of children are not taken seriously until major problems occur. There are inadequate government interventions in regulating the industry.
- The community dominated with a single resource can not help but be affected culturally by it. The people's way of life, habits, values and expectations revolved around and are shaped by the characteristics of that resource and its accompanying industry. The tendency is to identify the area as synonymous to the resource like Rodriguez or Montalban with sand, gravel and rocks; Romblon with marble, and the Mactan stones. When the process is prolonged, the residents conceive their collective identity as related to the resource, making it harder to let go.

- The physical condition of the quarry sites is not even ideal. The activity is relatively unregulated because the quarry sites are either open, public land or within the premises of private landowners. The households do not have decent housing and the surroundings are not maintained. Even the roads to the quarry sites are not paved.

Household

- The profiles of households with child laborers are generally from poor, unskilled and increasingly migrant families. They have no land of their own, therefore can not be expected to engage in agricultural pursuits. Although, in coastal communities, some may engage in subsistence fishing. They usually follow where the resources are available for quarrying.
- Almost all members of the household are involved in quarrying. The earnings of an individual member are not sufficient to support the family, so everyone has to pool together their income.
- For those who have worked longer in the industry, the skills are handed down to the children especially in the processing of some products (particularly in marble and stonecrafts). Sometimes, the parents do not still consider the children's involvement as child labor if they help only on weekends, or they work with their parents in their own quarry sites.
- Most of the parents and child laborers interviewed were aware of the laws prohibiting children from working in hazardous activities, as well as the rights of the children to education. A significant number of parents recognize child labor as a cause of their children's stunted growth and poor health. However, the risk of dying from hunger is more apparent than from quarrying.
- While child labor is recognized as a means to meet the children's schooling needs, it is also acknowledged as the hindrance to their access to proper education. Both parents and children aspire for a better future especially the opportunity to finished school and eventually get better jobs.

- Most of the families involved in quarrying reside within the quarry site. Their dwelling places are temporary houses and mostly they do not own lands. They offer their labor willingly and anyone who can fulfill enough output gets paid. The children in Romblon go to the quarry site freely because the quarry owner is the one who buys the rocks from them. In Rizal, the families flock to abandoned quarry sites to extract the rocks on their own and the buyers collect from anyone who has something to sell.

Child Laborer

- The children are not forced to work but instead were willing to help their families in any way. They share in the earnings for transportation allowance in going to school and to buy some school supplies.
- The physical requirements of the activity are not appropriate to children considering the heavy load and danger from use of large hand tools. The physical exhaustion takes its toll on the growth and development of children, as well as their mental stamina for school work.
- The children are paid minimal amount for work that takes them longer to complete. However, in the absence of other sources of income, the amount is perceived to be relatively enough to survive on a daily basis.
- Most of the children are still in school and prefers to be in school. The work can easily be done before and after school and especially during weekends. The children can even take their time to fulfill the acceptable amount of output for the buyers to readily pay for the rocks.
- Educational assistance provided by mostly NGOs operating in the area, is limited to one child pre family.

11.0 PAST AND EXISTING INTERVENTIONS

Improved Data:

The National Program Against Child Labor (NPACL) is a concerted effort of the government, trade unions and employers with international institutions and NGOs, to eliminate exploitative and worst forms of child labor. In 1988, the child labor program at the national level was supported by UNICEF and the Philippine Government, in order to increase awareness and action for children in especially difficult circumstances (including child labor).

It was during this period that several research studies were initiated on the different situations of child labor, including the situation analysis done by Remedio in Cebu. The initial efforts started in 1988 focused on building the database through action research studies and masterlisting of identified child laborers. The conduct of participatory action research (PAR) was done achieve focused targeting in the identified sites.

The NSO survey is a positive step towards institutionalizing information on child labor in the country. There is an advantage for child labor in the quarrying industry because the survey specifically shows a quantifiable trend especially at provincial level. The data should become a starting point to improve the baseline information at local level. On the other hand, the masterlisting activities undertaken at the field level by service providers have contributed to focused targeting for interventions. But the masterlist is not being updated systematically. There are several agencies with different masterlists and no one agency has an overall idea of the incidence of child labor in their area.

In the areas covered by the assessment, the local government units are aware of the situation. Only in the case of Romblon that the NGO in the area, reported the municipal government's general non-acceptance that child labor exists within his jurisdiction.

Multi-Sectoral Approach:

There was a creation of the national, regional, and local committees as coordinating bodies for the child labor program. Most of the interventions were either not sustained or unsustainable. Most of the programs have been oriented towards welfare, with strategies that do not necessarily alter the conditions of child workers.

Since the child labor issue was relatively new at that time, the interagency coordination was strong at the regional level with DOLE as the lead agency. The project interventions in the quarrying activities of Lapulapu City were participated in by DECS, DOH, DSWD, DA and DPWH (including local NGOs) at the regional level. At that time, the city and barangay officials were actively involved in the project. In fact, a Memorandum of Agreement was signed between DOLE and the city government of Lapulapu City. This demonstrates some attempts at convergence of services.

The report prepared by David, however, identified the limitation of DOLE as the coordinating agency to be weak at the provincial and city levels. The other government agency partners were also not clear on their roles and commitment to the child labor concern. Especially with decentralization, the local government units are critical to institutionalizing child labor projects. The successful experience in Rodriguez, Rizal shows how local government support can make a difference in project implementation.

Advocacy:

Advocacy activities have generally increased the awareness of the public on the situation of child labor in the quarrying industry especially at the national level through media exposure. The first video documentary that portrayed the situation of child labor in the country already included the child laborers in the quarrying sites of Cebu. Even up to present time, the heightened interest in the case of the marble quarrying in Romblon was triggered by a video documentary.

At the community level, core groups were formed to serve as advocacy groups in the case of Lapulapu City. The group held community activities like sports competition, mini-parade, and theater workshops dramatizing the plight of child laborers in the stone quarry.

Successful implementation of child labor projects like in the case of Rizal, is the best advocacy material. The brochures prepared by CO-Multiversity explicitly highlighted the processes and activities involved which led to the present situation of empowered communities in the area.

Institutional Strengthening/Capacity Building:

There is the goal of making child labor concerns as part of the regular programming activities of the government and other concerned sectors. However, institutional mechanisms are still wanting as shown in the case of the quarrying industry. There are other government agencies that have not clearly mainstreamed child labor concerns in their own implementation of their regular functions. For instance, the mandate of DENR who is regulating the quarrying industry involves only environmental issues and do not include child labor complaints. The DTI promotes marble products but do not look into the situation of increasing child labor concerns in the industry.

The capacity building activities under the national child labor program increased the capabilities of national and regional level service providers to address the needs of child laborers. Since the increased decentralization of program implementation to local government units, there has been minimal capacity building activities directed to them. The responsibility over child labor concerns has not been clearly defined at the local government level. There is also a need to build capacities in project management especially at barangay level. The experience in Lapulapu City showed the organization of committees at barangay level, but the Basak Barangay Development Council did not consider the passing of an ordinance as a priority.

Educational Opportunities:

Some people argue that compulsory education is the answer to preventing children from engaging in hazardous work. However, even if public elementary and secondary education are supposedly free, there are other social costs related to education, such as the cost of transportation, school supplies, food, etc. The DECS in Lapulapu City, for example, organized remedial classes for child laborers and a program for slow learners in all levels. Equivalency and accreditation programs are available for child laborers who wanted to return to school. Non-formal education classes were also conducted for the parents of working children. However, there were problems regarding the irregular attendance of working children in the

remedial classes. Some children would rather go to the stone quarry to earn after classes than to attend remedial classes.

The educational assistance provided by NGOs like ERDA has prevented children from dropping out from school and in engaging in child labor (as a pre-condition for continuous assistance). However, the sustainability of the assistance by NGOs is also dependent on their own financial resources and the increasing number of children needing assistance. ERDA was a partner of CO-Multiversity in Rizal. During school year 1998-1999, ERDA provided basic school supplies and uniforms to 129 elementary and high school children working in the quarries. The assistance continued up to school year 1999-2000, but was then supplemented by local government scholarships.

Law Enforcement:

Most manual quarrying activities are considered illegal. The DENR-EMB requires the issuance of Environmental Compliance Certificate (ECC) for large companies with quarry permits. The responsibility for law enforcement lies within the local government units especially with small-scale quarrying activities.

Under the ILO-IPEC action program, the labor inspectors underwent an intensive specialized training program on child labor. In order to mainstream child labor concerns in labor inspection, DOLE Administrative Order No. 36 was issued in 1998. Despite the issuances, work assignments and budgetary constraints prevented the labor inspectors to do provincial and community level inspection. The training, however, increased awareness and motivated the labor inspectors to address child labor concerns. In fact, in the book entitled “The Muted Cry: Stories of Working Children”, two short cases of child labor in quarrying was included.

Alternative Livelihood:

The Punla sa Tao Foundation, through the facilitation of CO-Multiversity, trained community leaders to manage and sustain micro finance projects. They also supported the establishment

of savings and credit facilities and provided small business loans. At present, the People's Organization (PO) Federation which manages the micro finance project, has a total asset of P300,000. The DOLE Region IV also provided small capital for the Montalban's POs to start small businesses.

In the case of Lapulapu City, in 1993, the mothers were trained in Business management where they were taught how to manage and operate micro enterprises. The DSWD and DOLE also sponsored a food processing training to be funded under the SEA-K program of DSWD. Likewise, a Fathers' Group was organized and provided capital assistance for some livelihood activities by the Community Development Outreach Program (CDOP) of Cebu province.

Community Development:

Community development approaches in most of the project sites covered in this study were found to be the most effective in getting the participation of households and child laborers. It is the NGOs who apply this approach whenever they start working in the area. However, some of these initiatives can not be sustained without building the capacity of the communities themselves to organize and seek solutions to their problems. The role of the community organizer/facilitator was also seen as critical to the community development approach. The turnover of community workers in the case of Lapulapu City was cited as a contributing factor to the disinterest of the parents of working children and the children themselves in participating in the activities. The community organizing activities initiated by government personnel have been ineffective compared to NGOs. NGOs have community workers immersed in the community on a full-time basis and not as something that is done during regular working hours.

Community-based action programs have been most effective in dealing with the child labor issues as shown in the activities undertaken related to community organizing and organizing parents and child laborers. In both the Rizal and Romblon situations where NGOs have been at the forefront of project implementation, the community organizations have learned to take

action about their situation with local government units. There is also a realization that the community development process needs adequate time to take effect, compared to just quick response mechanisms in the form of direct service delivery.

The CO-Multiversity experience in Rizal explained their success on community organizing as “an approach that is at the heart of the child labor program”. The approach addressed the inter-linked issues of poverty, lack of basic services and access to resources, lack of awareness of the effect of child labor. Then, the group helped developed the “community’s capability to analyze, mobilize and negotiate with institutions and individuals in authority over resources and policies affecting the community’s access to resources.”

12.0 IMPLICATIONS TO PROGRAM IMPLEMENTATION

The characteristics of a TBP are listed down as follows: a) sectoral, thematic and geographical-based approach; b) links action against child labor to national development efforts; and c) strong emphasis on social mobilization and leadership. The success showcased in the ILO-IPEC assisted project in Montalban, Rizal contain the essential elements of addressing child labor issues within the context of the community’s needs.

In the book published by the Institute of Philippine Culture (IPC) through ILO-IPEC assistance entitled “For Children Who Toil A Report on Sustainable Action against Child Labor in the Philippines” (1998), it was not entirely optimistic about having sustainable action to eliminate child labor practices based on past experiences. However, it cited some “best practice” elements based on the Philippine experience. These were identified as:

- a) multisectoral action especially the involvement of local governments, NGOs and people’s organizations for effective and sustainable community-based initiatives;
- b) a multimedia approach for advocacy targeting different audiences;
- c) advocacy at all levels especially with the participation of child advocates; and
- d) capability building activities that promote the creation of institutional mechanisms.

The implementation by CO-Mutiversity in Rizal has provided a potential model to address the child labor problems in the quarrying industry. Although the industry has similar characteristics across the areas covered in this study, the cases are specific to the conditions of the area where the activity is located. As previously highlighted, the quarrying industry which is a consequence of a factor-driven economy revolves around the resource from which it is dependent on. Among the project sites covered by the study, the case of Cebu and Romblon are recommended for TBP for the major reason that there have been adequate past and existing interventions in the area.

Given the above conditions, the TBP can be designed to consider the following in other areas where child labor is most prevalent (as in the case of Romblon, Cebu and Bulacan):

The need for an area-based approach

The fight to eliminate child labor in quarrying activities can be achieved by focusing on the specific areas where they are located. A top-down approach to program implementation will not work especially with the increasing authority that local government units play at present. At the same time, there are national agencies that have not fully mainstreamed their roles in child labor concerns like DENR and DTI in the quarrying industry. Developing a program at the community level also allows the community to assume the responsibility of what is happening in their community. One can only address the issue if it is localized within the context of the area and around the felt needs of the affected community. An area-based approach also mean an integrated package of intervention that would respond to the inter-linked socioeconomic and physical issues in the community.

The need to review the policy instruments regulating the industry

The enforcement of the existing laws regulating quarrying should be reviewed. The implementation of the environmental impact statement (EIS) system needs to be seen in how child labor is considered under the social acceptability criteria and as part of the environmental risk. Likewise, the DTI's support to industries should also consider the accompanying effects

on the production process which encourages the participation of poor families and their children. The local government unit should play a major role for enforcement and not compromise the negative effects of an industry over the income generated by the industry.

The need to build capacities of different agencies and groups at local level

The building of a core group at local level should be strengthened involving all concerned government agencies including more civil society groups. This also means representation of organized groups of households involved in the industry as well as from the organization of child laborers themselves. Existing experiences from other NGO implementation in child labor projects in the country show successful implementation with the active involvement of the children themselves.

The need for alternative educational strategies

The needs of child laborers should be taken seriously by the formal education system in order to keep these children in school. Distance education may be explored as well as other vocational trainings. Literacy classes aimed at livelihood should also be directed to parents of child laborers to increase their access to available opportunities within the locality. The local government units should set aside income generated from quarrying as a safety net fund in cases of child laborers needing educational assistance.

The need for community organizing/community development

The work with marginalized communities needs persons working full time with the communities. This task can not be done by government service providers considering their regular functions. The NGOs and other civic groups play an important role as intermediaries or facilitators to assist the communities and families improve their living conditions and eventually able to eliminate child labor from the hazardous work. Empowerment of families and children is the ultimate objective of community development.

The need to study the impact of the industry as a whole in the community

The industry has to undergo a weaning process for the communities where they are located. Eventually, the resource will be depleted and everyone will be affected if alternative means of livelihood is not developed. In the case of Romblon, for example, the coconut plantations and other agricultural activities have been neglected by the communities themselves because of the fast income offered by marble quarrying. Even the fishing industry is not given a priority in these areas except for temporary needs. Even though the presence of such resource is considered a competitive advantage by the area where they are located, the dependence on a single main economic activity will never be sustainable in the long run. The most serious concern is to study the amount of income foregone by the local government units if quarrying is to be strictly regulated.

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LIST OF ANNEXES

- ANNEX 1 Research Instruments
- ANNEX 2 Conceptual Framework

COMMUNITY PROFILE

(Generated from documentary review, ocular inspection and key informant interviews of local officials, relevant government agencies, prominent personalities, long-time residents, civil society groups, NGOs, etc.)

About the Study Area:

- 1.Name of Municipality-**
- 2.Name of Barangay-**
- 3.Name of Sitio-**
- 4.Land Area of Sitio, Barangay, Municipality-**
- 5.Land Area of Activity Site (where quarrying is conducted)-**
- 6.General Description of the Physical Characteristics of the Host Barangay (e.g. agricultural planted to what type of crops, forested, barren and grassy, flood prone, etc.)**
- 7.General Physical Description of Settlement in the Barangay and around the Activity Site (e.g. very rural with houses made of nipa huts, dispersed location of houses, clustered neighborhoods, etc.)**
- 8.In a barangay map, please locate the following sites: health and education facilities, institutional facilities, recreational facilities, market or trading centers, residential areas, roads and waterways, quarrying or pyrotechnics manufacturing, and other pertinent data.**

About the Local Economy:

- 9.What is the major economic activity in the host Barangay?**
- 10.Are those households involved in quarrying also engaged in other economic activity aside from quarrying?**
- 11.In relation to No. 8, please probe the relationship between the main economic activity of the barangay and quarrying, whether the quarrying developed only as an alternative after the main economic activity was no longer viable.**
- 12.Can quarrying be considered a community activity in this area where the majority of the residents are somehow involved in any way?**
- 13.Do the local government benefit from quarrying manufacturing? How?**

About the People:

- 14.Population data of the Sitio, Barangay, and Municipality-**
- 15.Trend of population data (increasing or decreasing)-**
- 16.Are those households engaged in quarrying indigenous to the area? If not, where is their original place of residence and reasons for migration?**
- 17.How many children are identified to be working in quarrying?**

About the Activity:

- 18.When did quarrying start in the area (if possible, indicate year)?**
- 19.Did quarrying start legally (with licenses to operate and with the knowledge of local officials) or not?**

20. Did the local officials and general public in the area welcome the activity? Why?

21. Did these activities increase the income of many people? How do you measure this increase?

22. Do you know of incidents (like injuries or accidents) resulting from the quarrying in your area? Please narrate. How many were affected?

23. Do you know how quarrying is being done? Are the products sold outside the barangay or outside the municipality/province? How?

About Child Labor:

24. Do you know that children (18 and below) are involved in quarrying?

25. Do you think it is okay for children to work in these types of activities?

26. Do you know that it is generally illegal for children to work, especially in quarrying?

27. What are the local officials doing about this situation in your area?

28. Are the children working in these activities still able to go to school?

29. Are there government agencies and NGOs helping the children and/or their families? Who and how are they helped?

FOCUS GROUP DISCUSSION GUIDE QUESTIONS

(Questions can be adjusted accordingly for child laborers and their parents if interviewed together or in separate groups)

PARENTS OF CHILD LABORERS:

Characteristics of the Affected Households:

- 1.How many members are there in the household?**
- 2.What is the major source of income in the family?**
- 3.Who in the family are involved in quarrying? (With particular reference to the ages of the children involved)**
- 4.How were they involved in these activities?**
- 5.Where did you learn to quarry?**
- 6.How long have you been involved in the activity?**
- 7.How many families do you know are engaged in quarrying within your neighborhood? Within the sitio/barangay?**

Awareness of the Child Labor Issue:

- 8.Do you know that children are not allowed to work especially in quarrying?**
- 9.Do you know that there is danger in these activities?**
- 10.Do you think it is reasonable to allow the children to help in the family's source of income? Even if the work is considered dangerous?**
- 11.Are the local officials or other groups advising you about what child labor is?**
- 12.Are their government agencies and/or NGOs discussing about child labor?**
- 13.Are you contented with your present work in quarrying? Why?**
- 14.If given a choice, do you want other types of work? What other work?**
- 15.Do you have other skills to do other work?**

Knowledge About Children's Rights:

- 16.Do you agree that it is against children's rights to allow them to work in hazardous conditions?**
- 17.Are your children able to go to school? If not, is it because they are working?**
- 18.Which is more important to you: the children help in family income or they are able to go to school?**
- 19.Do you see to it that the children still have time to rest and to play?**
- 20.Are your children's health and nutrition affected by their work? How?**

Working Condition of Parents and Child Laborers:

- 21.How long does you and your children work in quarrying?**
- 22.Do your children work with the parents or separately? How?**
- 23.How much are the parents and/or the children paid?**
- 24.Do you all enjoy your work? Why?**
- 25.Are your employers concerned about your working conditions?**
- 26.Do your children feel pressured to do the work or they want to help the family?**

Knowledge About Interventions:

27. What are your local officials doing to help you with your needs in general?
28. Are there existing programs/projects being implemented to help you find other sources of income? Please describe.
29. What are your plans for your family and the children? Who do you think can help you realize these plans?
30. Will you support any activity that will not allow your children to work in quarrying?
31. How can you help government and other institutions solve the problem of child labor?

CHILD LABORERS:

Characteristics of Children-

1. How many children are involved in quarrying? What are their ages?
2. Are they working in the quarry with their parents or on their own?
3. How were they recruited into the activity?
4. How did they learn to work in quarrying?
5. Do they go to school? If not, why not?
6. Do they know of other children working in quarrying?

Awareness of the Child Labor Issue:

7. Do you know that children are not allowed to work especially in quarrying?
8. Do you know that there is danger in these activities?
9. Do you consider your work dangerous? How?
10. Do you think it is okay for you to help in the family income?
11. Are their persons or groups advising you about what child labor is?
12. Are you contented with your present work in quarrying? Why?

Working Condition of Child Laborers:

13. Describe what you do in quarrying?
14. How long do you work in quarrying?
15. How much are the children paid? Who pays you?
16. Do you enjoy your work? Why?
17. Are your employers concerned about your working conditions?
18. Do the children feel pressured to do the work or they want to help the family?
19. Did you get sick or have you had an accident while working? Please describe.

Attitude Towards Future:

20. What are the children's own view about their future?
21. What are the children's major problems?
22. What are the children's recommended solutions to these problems?
23. What are the children's view about improvement of their lives at home? At the workplace? In the community?

GENERAL SECTOR PROFILE

Quarrying –

- 1. Main Products**
- 2. Production Site (specific location: sitio, barangay, municipality, province)**
- 3. Market destination: Export and/or Local**
- 4. Duration of activity in the area**
- 5. How the activity was started in the area**
- 6. Describe the production process and total production per day**
- 7. Description of those involved in production chain: concessionaires, contractors, buyers (wholesalers/retailers), importers, exporters**
- 8. How labor is recruited and how work is paid (wages)**
- 9. Number of persons employed and skill required**
- 10. Cost of production**
- 11. Pricing of products**
- 12. Competitors**
- 13. Industry problems**
- 14. Role of government (national and local)**
- 15. Describe existing industry organizations (including type and number of members)**
- 16. Prospects of industry**
- 17. General attitude towards child labor**

CONCEPTUAL FRAMEWORK

