



International
Labour
Organization

An In-Depth Study for a Time-Bound Programme Targeting Child Domestic Workers in the Philippines

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Structure of the Report

This report treats more extensively the issue of child domestic work in the Philippines by focusing on relevant specific issues and responses in the ground. This report is therefore explores strategic set of action relevant for the national time-bound program on the worst forms of child labor. There are two reasons for this.

First, the same consultant has already explored the magnitude, extent and complexities of the phenomenon in an earlier related cursory assessment commissioned by ILO-IPEC Manila. This work therefore is closely related to that assessment report. Together, they form a unified document.

Second, and more importantly, the reports' focus on programmatic action that come from the analysis of issues. Concrete project proposals are important. This report is written primarily to guide practitioners and planners to design relevant action programs directed to child domestic workers. There are now existing commitments to partly fund the TBP in the Philippines, but much remains to be done to mobilize support in from other donors.

To approach the second challenge, the consultant discusses in this report working principles for sustainability. They are based on assumptions and realizations that are tested in practice. These justify and are in line with the framework of action proposed under the TBP. Furthermore, the report is divided into separate but evidently linked project proposals based on the framework. There are thirteen (13) proposals all in all. Each proposal includes specific issues (justification); practices/projects worth sustaining and lessons learned; gaps and problem area; issues of coordination, implementing and monitoring; scenario if nothing is done; and possible areas of action. The more valuable inputs by the consultant is analysing the areas of action; recommending actions, desired outcomes, desired objectives, activities, risk factors and sustainability issues, and relevant indicators.

Summary of the Cursory Assessment¹

ESTABLISHING THE CRITICAL ELEMENTS OF THE CDW ISSUE

A child domestic worker (CDW) is defined as a child working in an employer's household with or without wage. CDWs perform such domestic chores as washing dishes, cooking, cleaning the house, and looking after young children and any other household related activities.

In the Philippines alone, there are around one million domestic workers mostly children, some as young as 9 years old. They still remain invisible and neglected. The pervasiveness of this practice is attributed to the fact that many people still desire and necessitate the existence. The practice is still deeply rooted that many working people prefer to hire someone else to do housework under an employer-employee arrangement, and possibly sooner as an extension of the family.

The cursory report explicitly concludes that child domestic work is one of the worst forms of child labor in the Philippines.

Magnitude and Extent

Current estimates indicate that there are least 1 million CDWs in different parts of the country, mostly found in urban areas. However there are no exact information about how many CDWs are found in very hazardous situations. By their sheer number and dispersion, CDWs can no longer be ignored in national policy-making.

In 1995, the National Statistics office listed some 28,882 domestic workers between 10-14 years old, comprising 4% of the total number of 766,200 domestic helpers nationwide. Thirty six percent (272,819) are in the 15-19 years old nationwide. However, they do not include CDWs working in exchange for room and board, or for the chance to study.

According to the same type of survey six years later in 2001, the NSO increased the estimate to around 300,000 “children working in private households.” However, regional dispersion is difficult to compare because some data used the variable, “private households with employed persons.”

The Visayan Forum offers a higher estimate: at least 1 million CDWs, a figure not fully accounted in the 4 million child labor estimate in the Philippines. If each CDW were to remit half the average monthly salary of P800, then the sector silently infuses to the countryside a monthly average of P40 million or nearly half a billion pesos every year. If we were also to

¹ For more details, please refer to: Pacis, R. *Towards a Time-Bound National Action on Child Domestic Workers in the Philippines – Cursory Assessment Report* (Visayan Forum Foundation, Final report, May 2002)

factor in their contribution of freeing women to seek employment outside the home, they virtually multiply national productivity to staggering proportions.

The lack of regional and localized data make it almost impossible at this point to estimate where across the country we can find CDWs. Data is wanting even if we can say with certainty that CDWs are invisibly scattered in many urbanizing centers nationwide, with Manila having the highest incidence. The available information from government agencies are “untallied” referrals and complaints on non-payment of wages because parents in the provinces are said to normally report only when their children stop to remit cash.

They come from large farming and fishing families in poor regions (77 percent), but are in great demand by employers in urban or other rural areas, where they work away from their home, separated from their families for extended periods of time. They mostly come from Visayas (66%), and mainly from the provinces of Samar, Iloilo, Negros, Cebu, Leyte and Bohol. Poorer regions are traditional sources of recruited CDWs, sometimes referring “cottage industry recruitment” to the massive facilitation of domestic helpers as acceptable major employment-generation scheme of local governments.

Employers tend to routinely transfer their CDWs across regions adjacent or accessible to NCR, and a large number of women and children that are later trafficked for labor and sexual exploitation are initially recruited as domestic workers. CDWs form a mobile group of children, always in transit and easily turned over from one employer to another, using ports as entry/exit points as well as land and air routes.

Profile and working conditions: CDW a worst form of child labor

At least 90 percent of CDWs are girls. A CDW works an average of 15 hours a day, and is on call 24 hours a day, but the current minimum wage is only PHP800 (US\$16) a month - if they are paid at all. Leave days are usually limited to one day each month; many have no day off at all. Freedom of movement is also limited, since many are not allowed to venture beyond the house gates, except when the employer sends them on errands or brings them along when their services are needed. Most CDWs have no work contract or benefits, no access to health services. The exposure to verbal, physical and sexual abuse is reported to be high.

While not all CDWs work in hazardous conditions, studies have shown that many CDWs suffer under worst practices and working conditions. Child domestic work is considered therefore a worst form of child labor.

There are many intersecting lines between theory and the practice of employing a child domestic work. Most CDWs fall under the definition of “worst forms of child labor” outlined in ILO convention 182. At a glance, many CDWs are sold or trafficked. Many work in bondage or without pay. Most work for long, indefinite hours, in isolation, often at night. Many are exposed to grave physical and emotional risk and health hazard. They are mostly girls, and are working away from home. Specifically, the issues along this line include:

- ❑ Perpetuating invisibility. Working away from home, the child is separated from her family for extended periods of time. Exercising guardianship, many employers prohibit their CDWs from venturing beyond the premises of the home, and even from communicating with their families. The child is thus under the complete control of her employer, who does not necessarily serve the child's best interests. Many CDWs are not even allowed to go beyond closed doors, except when the employer sends them on errands or brings them along when their services are needed. Isolated from family and peers, they rarely leave even when they suffer abuse.
- ❑ Employing children for all-around, multiple and continuous work. Many employers expect adult capacity from children to perform all chores needed in the home. Taken in combination, these chores are too heavy for the very young. Children are also expected to work until late in the evening or early morning. This is not simply training nor gaining experience anymore nor being commensurate to the total benefits derived from CDWs. Multiple work is also exacerbated by the fact that a child has to serve all the family members in the household as separate employers.
- ❑ Extreme physical, verbal and sexual abuse. Subjecting CDWs to these forms of inhumane treatment worsens their already multiplying problems. Under no circumstances are these acceptable in "normal" domestic work.
- ❑ Depriving life chances such as depriving the child from chances of schooling and self-development. Some employers also do not shoulder costs of basic services such as access to health and medication; so many CDWs do not seek relief even during extreme conditions. These forms of deprivation are forms of neglect. Such neglect of psychosocial-bio-physical needs have long-term negative impact on CDWs.
- ❑ Taking advantage of the vulnerability of the very young. Vulnerability comes with working at a very young age, being a girl, and having no immediate outside contact or support network. Vulnerability also emanates from the power relations of the child to the employer, who exercises guardianship and stewardship over the child domestic worker. Vulnerability also comes from the lack of alternatives for the child, especially in case she ran away from home because of similar abuse. When the employer-employee relationship starts to crack, the child is in more vulnerable position. The familiar assumptions of the relationship are breached and the parent-child relationship becomes secondary. During exit stage, for example, the employer can easily accuse CDWs of theft to preempt any retaliation the later can even start to consider. The CDW is always in a vulnerable position.
- ❑ Elements of child trafficking are rampant in domestic work. Most CDWs are facilitated into work at one point or another: very few are walk-in servants. Recruitment modes vary, takes different routes by land, sea or air, but some things are becoming prevalent and alarming beyond the traditional definition reflective of coercion, deception, threat, intimidation, misinformation, etc.. *Most traffickers use*

child domestic work as initial recruitment alibi to lure more and more children to other forms of child labor. This makes action against trafficking more important.

Looking at national efforts on CDWs: critical strengths and weakness

There is now a massive national recognition of the CDW problem under the two over-arching frameworks, the ILO Convention 182 and the proposed domestic workers' Magna Carta called *Batas Kasambahay*. While they are widely accepted, there are questions related to the affordability of minimum working standards.

This recognition is shown in the strong political will by the national government down to local levels involved in the consultative campaigns for *Batas Kasambahay*. Expanding the coverage of DO No. 4 to househelpers shows such strength, but government needs to improve coordinating mechanisms so that policies can work. Some local government units are also considering adopting the magna carta's principles into local ordinances.

National and area-wide responses enlisted by effective advocacy are in the germinal forms of networking and referrals. However, many institutions are yet to transcend the enclaves of their mandates to effectively venture beyond inspecting formal workplaces. They still lack the operational mechanisms, policies and procedures to proactively help CDWs at risk.

The lack of mechanisms allegedly roots from the lack of national and local data on CDWs. Existing national information still await wide dissemination. However, the recent attention on the worst forms of child labor, which constantly refers to the pervasive abuse of child domestic workers, continues to lead NPACL partners to revisit their workings and mandates in relation to the CDW issue.

The existing national laws for domestic workers are still scattered, inadequate and antiquated. They are scattered because of the ambiguous definitions of the terms and expectations within the employer-employee relationship. Inadequate, because they do not cover CDWs and its critical elements of trafficking, third party mediation and the like. Antiquated, that is why the principles embodied in ILO 182 are incorporated into our proposed laws such as *Batas Kasambahay*. Strength flows from NPACL partners working beyond codifying and lobbying fresh laws. Efforts to gain wide public acceptance of the *Batas Kasambahay* are indeed steps way ahead of the anticipated difficulties in the legislative mill.

There are very few specialized crisis centers across the country ready to handle the unique psychosocial make up of abused CDWs. The referral network for such cases is still very young and it needs to become effectively at par with the growing momentum in advocacy. Some institutions such as VF have started to theorize from their experiences in care giving for CDWs and can contribute to the critical enrichment of existing capacities of care giving institutions.

There are many aspects of the existing educational system that fails to absorb and retain child domestic workers. There may be some private and public schools that offer alternative

curriculum with immediately useful content through alternative learning methods, but efforts remain scattered and isolated. They also struggle to ensure high survival rates of CDWs by engaging CDW's attention, inspiring their creativity, and encourage retention. They also try to organize employers' support to help CDWs cope with their burden of combining work and school. CDWs shoulder their own expenses; their families back home cannot provide for their school uniform, supplies, and other expenses. Despite these problems, children exchange their services as CDWs for a chance to schooling because of the absence of free and accessible education in their remote localities.

There do exist efforts to curb trafficking in sending regions, but these are not enough. Licensing recruitment agencies operating in the provinces does not ensure prevention of entry and re-entry of children into abusive domestic work because informal methods of facilitation are more pervasive. Intercepting suspected victims of recruitment in ports may now be working, but we cannot underestimate the creativity of facilitators just to profit from meeting the demand for children in the labor market. Taking these preventive approaches in combination creates a powerful total impact to abate the movement of CDWs into unguaranteed working conditions.

Very few institutions help reach out, organize and train child domestic workers. For many CDWs, being part of a support group is a basic survival strategy to overcome their vulnerabilities in scattered and hidden work places. Yet there are many non-NPACL partners who help reach out to a critical mass of CDWs: religious groups, schools administrators, port personnel, park authorities, SSS offices, media hotline outlets, and the like. NGOs have also developed creative and effective ways in outreach and institutionalized CDW participation that aims to develop their inherent competencies despite their vulnerabilities. These competencies can be organizationally sustained, as in the case of SUMAPI.

Media is supportive to the CDW issue. Some media organizations have gone as far as providing direct services like legal, telephone hotline, and repatriation. Despite facing some perceived difficulties in sustaining public interest, media institutions take strength from the principles of proposed legislations and the exiting referral network, which include NPACL partners. In terms of advocacy in general, NPACL partners are yet to involve a critical mass of employers that can be most effectively influenced through face-to-face advocacy initiatives. This is where the initial efforts of many religious institutions to enlist employers' participation becomes strategically important. Expanding NPACL's advocacy work to enhance the judicial system is only very recent.

Although many are now setting-up microfinancing strategies in communities of child labor, there are few experiments to develop similar MFI schemes with domestic workers' themselves.

The Challenges: Scanning external threats and opportunities

Many individuals and institutions believe it is high time to launch a national effort to protect CDWs and employers now. They see the need to strengthen the existing national machinery (government, employers, workers and civil society) to collectively involve in investigating, monitoring, regulating and taking actions to improve minimum standards in the CDW-employer relationship.

However, there is a need to continuously address the basic problem that roots from the inherent character of CDWs themselves, of having little or no awareness and understanding of their basic rights and entitlements. Any information drive should at least go beyond increasing awareness; effective participation of CDWs within their support network that respects their own capacities and situations is crucial.

In general, many employers initially feel threatened and resist outside interventions that compromise the privacy of their homes. The challenge is to explore other creative ways that does not directly intimidate this common employer mindset. Employers should ultimately realize that having a sense of ownership of the CDW problem also entails observing decent work principles that positively benefits the employers' own homes.

The perceptives of parents and families continue to push the rising number of young girls into domestic work. Without their vigilance, illegal recruitment remains rampant in source areas. It would also be difficult to trace and rescue CDWs at risk if parents only complain once they suspect their children to be in danger, or stop remitting cash. Parents can also invoke their custodial rights to speed up removal operations. Finally, socio-economic alternatives such as microfinancing should be studied more comprehensively to benefit their parents once abused CDWs are returned for healing and reintegration.

We should also look into the workings of the Baranggay System as first line of defense of both employers and CDWs in cases when the employer-employee relationship collapses beyond repair.

As laudable a breakthrough as it is in codifying, improving and proposing provisions relevant to CDWs, Batas Kasambahay together with other proposed anti-child labor laws faces tough challenges in the legislative mill.

The Church and other religious groups is practically the sleeping third party giant. While it can offer services and programs for CDWs, it can more importantly facilitate the social dialogue with their employers.

Government should ultimately resolve the unspoken mandate dilemma which agency is to take the lead responsibility in working with the domestic workers sector.

While there is a comprehensive SSS law, few CDWs and employers voluntarily comply which impedes massive enforcement. To sustain effective compliance and distribute broad-based benefits of the social security law, the NPACL should creatively work with the SSS

towards alternative registration and remittance methods for hard-to-reach CDWs. It should also set up income-expanding strategies for CDWs through micro-financing and lending strategies to enrich the array of economic safety net for this neglected sector.

Considering the informality of the sector, limited implementation of strict labor standards especially on minimum age requirements without properly laying down alternative options for CDWs may ignite economic displacements such as sliding into other worst forms of child labor. When they transfer to less stricter cities, CDWs can become more invisible and harder to reach. The challenge therefore is to aim for national enforcement coverage, or at minimum in sending-receiving areas with high incidence of CDWs.

The CDW issue offers the opportunity to sharpen the lobby for a broader national and international effort for domestic worker young and old as tribute for their existence and underestimated contribution to national development.

The 15-Point Recommendations

It may be impossible to totally eliminate child domestic work overnight. A time-bound effort will therefore be seen in several stages with specific targets in the short-, medium-, and long-term.

Short-term: Within 3-5 years

1. Work for the immediate passage, popularization and implementation of the magna carta of househelpers or **Batas Kasambahay**.
2. Immediately set-up a national system of gathering data and information sharing. A CDW resource center should help integrate and catalyze the development and convergence of strategic interventions such as direct service provision, organizing, advocacy, etc.. To this end, the center can specifically:
 - Encourage quantitative and qualitative studies with working children and their families, under the conditions of ILO 182 and Recommendation 190 using action and participatory methods.
 - Develop an accessible and understandable database on the issue, especially in the regions.
 - Explore in depth employers experiences and perceptions
 - Analyze models of effective approaches and programs.
 - Determine the magnitude of the sector.
 - Help practitioners integrate ethics in the conduct of researches, especially sensitivity to children and women's issues.
 - Proactively engage with tri-media institutions.

3. Strengthen and expand the existing NPACL network efforts for CDWs in major sending and receiving areas such as NCR, Metro Davao, Bacolod and Batangas. The network should look into setting up similar efforts in critical sending-receiving areas such as Cebu and other major cities that have strong local demand and supply for CDWs. These regional centers also have a strong network of partners outside the NPACL that are willing to work on the informality of the CDW sector. An holistic approach for such a wide area must at least include the following strategies:
 - Developing mechanisms to proactively deliver direct services like drop-in facilities/temporary shelter, counseling, medico-legal, etc available to CDWs at risk by also using “non-traditional” approaches such as recreational outreach, telephone hotlines, health monitoring, and setting up catchment networks in transit points (piers, bus stations, etc)
 - Reaching out to, organizing and involving the active participation of CDWs in their areas of concentration such as schools, parks, churches, etc.
 - Exploring culturally-based methods of enlisting the productive participation of employers with the help of church, schools and tri-media networks
 - Setting up alternatives for CDWs such as microfinancing and supporting their immediate educational needs
 - Lobbying for local policies that embody the principles of Batas Kasambahay
4. In the context of NPACL facilitating the maturation of a national framework of action on child domestic work for the short-term, the following actions must have progressed:
 - Designing and implementing a national training or exchange program for care-givers, trainers and labor inspectors
 - Managing a newsletter/journal on CDW issue reaching also to actors outside NPACL network
 - For the DOLE, as lead agency in the NPACL, to provide clear vertical and lateral coordinative support to partners working on the issue of CDW
 - Strengthening and improving existing DOLE efforts in the licensing and monitoring of formal recruitment agencies in regions identified as main suppliers of domestic work
 - Encouraging the development of voluntary codes of practice concerning the employment of child domestic workers
 - Influencing policies and strategic directions of international agencies to provide immediate attention on the phenomenon of child domestic work. If possible, other institutions can be encouraged to draw up their own logical framework (setting objectives, outputs and indicators) in relation to CDW issue.

Medium-term: Within 10 years

5. For government and civil society to set up **specialized crisis centers and telephone hotlines** for abused CDWs in all major regional centers across the country. These centers can form an effective network provide sustainable healing and reintegration opportunities for these special types of children in crisis. Other centers should at least start to adopt clear-cut systems and procedures sensitive to CDWs.
6. For the education department and other private institutions to institutionalize a national educational program for child domestic workers that caters to their special needs and work situations. The educational system thus needs to be fine-tuned to its targets' requirements, in terms of access, availability, appropriate schedules, alternative methods, and immediately useful content.
7. To help create a national mechanism of encouraging household helpers to register in the baranggay office of their place of work to keep a record of the standardized contracts approved by their employers. Listing CDWs would make local officials aware of their existence, so third party involvement will be easier sought. However, it is better to lobby and implement standard contracts because employers will have written expectations of their house helpers, which the baranggay can use as basis for any third party mediation.
8. To work for the development of a more *kasambahay*-friendly judicial system and law-enforcement through advocacy, success-modeling and networking.
9. Continue the massive SSS registration among CDWs and increase the utilization of benefits by CDWs themselves.
10. For religious groups to set up national efforts to strengthen and enrich their actions with employers and CDWs themselves.
11. Institutionalization of nationwide efforts against deceptive recruitment and trafficking of children into domestic work, especially in entry/exit points, such as bus stations and ports.
12. Reviewing the national blanket ban of children below 15 years old into domestic work considering their extreme vulnerability to worst conditions at work as theoretically defined in ILO 182 and as documented in practice, and considering their special situation of working away from home and the difficulties in monitoring CDWs in private, informal and scattered workplaces.

Long-term: Within 20 years

13. Integrate in national and alternative development frameworks the lessons learned in community-based programs to be designed in the prevention of migration and trafficking of CDWs in pilot communities in sending and receiving areas. This assumes that a

critical number of pilot schemes must have been supported by development agencies while pursuing their own development agenda.

14. Recognizing and federating national domestic workers' unions.

15. For international agencies to work for the inclusion in gender policies and international labor standards to recognize domestic work as decent and productive work, with real impact to national economies, thereby setting up minimum standards governing the industry.

End of Summary

SUSTAINABILITY PRINCIPLES

Child domestic worker is an issue because they are large in numbers, yet remain invisible and marginalized both economically and socially because of the myths still surrounding their employment. They also comprise a large percentage of the domestic workers' sector. Most are girls suffering discrimination at work, and in society as a whole. Most are working in conditions that can be considered among the worst forms of child labor. Most are working under the control of employers whose primary concern may not be in their best interests as children. Many children are trafficked into domestic work, which can also lead them into other worst forms of child labor.

-- Draft Executive Summary, 2nd Regional Consultation on CDW in Asia, July 28, 2002, Makati City

Build a sustainable relationship between child domestic workers and their employers.

It is difficult to generalize about the relationship between employers and their child domestic workers. There are employers who are very exploitative and abusive of their child domestic workers, but there are also those who support or are even exploited or abused by some child domestic workers. Whatever the quality of their relationship is, one thing is clear: they each play a vital role in the other's life.

Recognizing and understanding the relationship between employer and employee and the different expectations that lie on both sides of it is crucial to understanding how best to intervene. Improving the relationship between employer and employee lies at the heart of improving the situation of CDWs, as it avoids or reduces many of the problems that emanate from unmet expectations on both sides.

Employers must understand the importance of the role that the domestic worker plays their family life. This is why advocacy with employers is key strategy to reduced abusive child domestic work. Conversely, child domestic workers must resiliently recognize their value and assert their rights, they have to help themselves towards empowerment.

Adopting the above approach influences the nature of our strategies and how we achieve them. It will be practical to mediate between the employer and child domestic worker to seek win-win situations rather than to straightforwardly confront and blame employers. But there will still be the last resort need to intervene on behalf of the child's best interest – if the child is being abused then she must be removed from serious threat and exploitation. In the absence of better alternatives and if initial abuses are not extreme, it makes more sense to look for more a sustainable arrangement– even if it sometimes means that the child still stays with an employer -- as long as it benefits both the child and her employer.

Building creative and sustainable partnerships with key institutions.

Few institutions still work on the issue of child domestic workers. This is true not only the Philippines but in many other countries as well. It is essential to involve many stakeholders, because the issue CDW issue must not be tackled in isolation from other issues such as domestic work in general, gender, trafficking and other related concerns. Networking is vital because it influences policy reforms at the national, regional and international level.

Building partnerships is essential to the success of all other strategies. For example, it is difficult to ensure the educational needs of CDWs if teachers and employers do not provide a supportive learning environment. Another example is in the case of intercepting potential victims of trafficking where a catchment network in transit points such as ports proves to be very crucial.

Building sustainable partnerships is the essential ingredient for making other actions possible. There are many approaches and strategies in dealing with CDW issues that still need to evolve given the formative nature of existing strategies. For example, park outreach has not been thought of until child domestic workers themselves offered their voluntary participation in reaching out to fellow child domestic workers.

The real challenge is to expand the existing limited partnerships found in the country today. There are a number of key elements to building successful relationships and long-lasting partnerships with others on the CDW issue. In particular the need to:

- Foster the attitude that everyone in the partnership has a part to play and a contribution to make;
- Recognize own strengths and weaknesses and the strengths and weaknesses of individual partners.
- Encourage partners to play to their strengths and seek others to fill the gaps in missing expertise;
- Facilitate sharing of expertise, information and resources;
- Invest time in developing the relationship and in creating an atmosphere of trust through consultations and follow-up;
- Create a non-confrontational environment, where people are encouraged to contribute their ideas and these ideas are taken seriously;
- Try to institutionalize the relationships forged with individual allies, i.e. turn them into relationships with the institution that can survive despite changes in personnel.

The lasting result of creating a partnership based on these elements is a strong sense of commitment to and ownership of the work being done.

Holistic approach to child domestic work

The issue of child domestic work cannot be separated from other forms of child labor and surrounding social issues. This is because the root causes of the issue – poverty, inequality, an unjust social order, and ingrained traditions and perceptions - are also common to many other societal issues.

This is why community empowerment or ‘self-sufficiency’ strategies are so important, because dealing with the situation of child domestic workers in a preventative way means dealing with the situations of the communities from which they emerge.

However, the sector demands immediate attention because of the sheer extent of the problem, and because the cultural as well as physical invisibility of child domestic work, as well as their separation from the protective influence of their parents, makes them very vulnerable to severe exploitation and abuse.

Develop a comprehensive policy for child domestic work.

Despite the significant efforts already undertaken in the Philippines to combat child domestic work, there is a need to expand the scope of the work far beyond the limits of a single organization. National policy specific to child domestic work, with corresponding alignments at regional, provincial, municipal and local levels will significantly impact on the situation throughout the country. Developing a policy must not only reach governmental framework for action, but also more importantly evolve an integrated and collective approach at all levels. There are groups and organizations already aware of and concerned about the issue yet they remain unclear about how to act. In a nutshell, developing a framework for action generates clear actions by others too.

Such an action framework is ripe from the unique experiences and capacities at the grassroots. These are unique resources that can bridge the gap between policy and realities. There are number of existing achievements in the struggle against child labor namely, the close alliance of ILO tripartite partners, the institutionalized involvement of NGOs, and the evolution of research and advocacy.

Lack of research and quality data cannot forever justify lack of action on the ground. The statistical invisibility of CDWs should not justify inaction. Reflecting on actions already tested by institutions deeply entrenched on the issue can improve the targeting of services for child domestic workers. However, national statistics establishing the size and exact nature of the problem will remain important in convincing major influencers such as law and policy-makers.

There is also one glaring example on the implications of lack of policy. Regional Officers from the labor department acknowledge the difficulties they face in reaching child domestic workers scattered in the informal sector. These officials recognize the need for specific policy on child domestic workers at regional levels in order to galvanize resources, develop mechanisms, procedures and tools to effectively deal with the informal sector. They cannot also speedily act on trafficking of children because, as they reason out, there is still no employer-employee relationship until they fall into the hands of employers. (Intercepting them in transit points thus is limited to pinning unlicensed operators).

Related to the above problem is the ambiguous definition of treating child domestic workers as part of the family. The social welfare department acknowledges that up until now abused child domestic workers lack of clarity about their status because the legal systems neither clarifies them as members of the employers' family nor workers.

Policy development already started with the *Batas Kasambahay*, which sets minimum standards for the recruitment and treatment of domestic workers, including those under 18 years old. Widespread acknowledgement of its provisions is already providing a framework for action in targeting employers and also serves to clarify much of the ambiguity that exists around the working child's status in the household of her employer.

Child domestic work: a 'distinct' child labor problem

While child domestic work cannot be dealt with in isolation from other forms of child labor and surrounding social issues, approaches are often required to be distinct because of the sheer complexity as well as the cultural 'rootedness' of the phenomenon.

Because of these children's scatteredness, invisibility and long isolation, institutions need to use unique approaches in making access to services and training truly accessible. Few organizations have actual experiences in investigation, mediation, removal, pursuing legal action, and healing, recovery, and reintegration of child domestic workers themselves. CDWs also require more than simply being mixed with other types of children during temporary shelter.

Training approaches need to be unique and flexible. Many child domestic workers are uniquely conditioned to be dutiful, to be ordered about, because employers expected them to be. Their submissiveness is clearly in contrast to the hyperactivity of other types of working children, and they are generally less expressive and less comfortable in a group. They are also only available during their days off.

Looking at the distinctiveness of the issue will convince existing direct programs that make CDWs peripheral targets. It is possible and important for more institutions to develop programs that focus on CDWs. It is thus crucial to build the capacity of as many institutions willing to distinctly focus on such complexities, and sustain the accessibility of these programs to CDWs.

Prevention, at all levels

It is important to recognize that child labor will not vanish overnight. The limited resources and the sheer scale of reaching scattered child domestic workers make it almost an impossible task. While the inequality and social inequity needs to be addressed by society, there are many instances when children could be prevented from entering abusive domestic work. This include:

- Working at source or sending communities, from where child domestic workers are recruited, thus the need for community organizing and empowerment.
- Checking child domestic workers' step migration from one city to another, from one employer to another;
- Helping child domestic workers in danger during transit, at embarking and disembarking points such as ports, bus stations, and border checkpoints;
- Preventing them from entering or being stuck in abusive employment situations; and
- Averting child domestic workers' slide into worse forms of child labor.
- Ensure access to free basic education and vocational training for all

To work at all these levels, partnership to combine the expertise of organizations will be important. Groups already working on the child domestic work issue need to creatively influence these organizations, and ultimately the government, and the communities they are able to reach out to. Crucial to the success of prevention strategies is the need to work with local government units such as the "*Baranggay* [Community] Council for the Protection of Children" to develop methods to prevent child domestic work like preparing ordinances which prohibits children being taken away from the community without a permit. The concept of a community child watch can also be extended in the everyday workings of people's organizations.

To make them invisible, **child domestic workers must involve themselves**

Invisibility is not only about the lack of statistics, or the lack of policy or legislative attention to child domestic workers. The ultimate test of sustainability will be the empowerment of a critical mass of domestic workers to fight for their own rights and to be decently treated. Unless they do not see themselves as a marginalized and abused sector, and still do not recognize their productive contributions to society, society will not give them the importance they long deserve.

As supportive institutions, we must help these workers come out and unite to be truly recognized and heard by society. We must help them plant their own seeds of freedom.

Participation is not easy. There are many difficulties which affect the ability of children to participate and organize, including: the very limited amount of time that they are available; moving from employer to employer, making them difficult to track; the scatteredness of workplaces; the limited access to modes of communication; shyness in a group situation and employers' attitudes to their activities. But these obstacles can be overcome.

Direct experiences in organizing such as the SUMAPI (Association and Linkage of Child Domestic Workers in the Philippines) show that there are huge potential benefits to programmes which involve child domestic workers themselves, for example in improving the targeting of services, developing self-help groups, and especially in advocacy. Even without outside help, organized domestic workers value their association as a first line of defense and support network in the face of crisis.

Indeed, programmatic responses, especially advocacy action on behalf of child domestics, will have little chance of working effectively unless children themselves participate. Providing a context in which children can articulate and express their views about their experiences – through resiliency training for example – is crucial to their personal development. Enabling older children to influence and operate services such as outreach and self-help organizations ensures that they will meet their needs. Providing a platform for them to express their views, in any number of ways, is one of the most effective forms of advocacy to influence practices.

END

The Role of VF in the PBTP

Targeting these informal children working in households will undoubtedly be the most challenging aspect of the time bound program in any country. CDWs are perhaps more numerous than all the worst forms of child labor combined, not including of course children in agricultural plantations. They are most difficult to protect because of their scatteredness and invisibility.

VF has shown that developing an integrated and holistic set of strategies to deal with the complex structural and cultural realities surrounding the CDW phenomenon is important and possible. From these experiences, VF need to expand its program and area of coverage and help other institutions develop similar and holistic strategies that contribute to PBTP targets.

For the past six years, the Visayan Forum has been the main partner of ILO-IPEC Manila in the work with CDWs. VF's ability to massively involve stakeholders such as the Church, educational institutions, and other tri-partite partners indicates that no single organization can deal with the complexity of the issue if more significant changes have to be impacted. VF's experiences and track record, both in the national and international arena, remain very significant considerations in determining how VF can more effectively influence other institutions. Influencing the strategies and policies of other stakeholders within the context of constructive engagement is a key resolve for a lead NGO that has pioneered on the issue.

As a key partner in the PTBP, the Visayan Forum should focus on certain challenges:

1. Giving central emphasis to influencing policies and framework of action of other organizations. While it needs to sustain demonstrated impact of its work, VF equally needs to reflect on and document its strategies that could be institutionalized by other stakeholders. Without influencing the policies of other stakeholders, their commitment generated by advocacy will be difficultly sustained.
2. Strengthen VF's lead position in constantly engaging in social dialogue with international agencies to generate more attention on the issue of CDWs. There is a need to bridge the gap between theory and practice, between international debates and local realities. In this way, VF can help mobilize more resources for other institutions that will focus more of their commitments to CDWs.
3. Sustaining and expanding its effective approaches to providing direct service, and integrating it with the workings of other institutions. It will be natural, for example, for other institutions to initially set up advocacy efforts in the beginning. In this light, it may be important for VF to consider setting up offices in other regions where it does not yet exist.

The above imperatives could be covered by the time-bound program approach. The second challenge, i.e. engaging in social dialogue with international institutions, could be more

appropriately addressed by the VF as a lead convenor of the Task Force CDW in Asia and the South East Asia coordinator of the Global March Against Child Labor. VF's work in the Philippines will have important implications to other countries (especially those planning to engage in time bound programs), institutionalizing the Kasambahay Program's approaches is the way to go. In this light, VF must strengthen its multi-faceted roles by a combination of being a regional/provincial partner, a resource center, a campaign secretariat, and a service provider.

As a regional partner, VF's presence in the regional child labor committees should be more reinforced. The CDW issue is the only time bound program target group that is present in all regions. This is because the regions may either send or receive child domestic workers, or a combination of sending-receiving status.

As a resource center, VF can continue to expand the current scope of its own Resource Center other than maintaining a website, publications and a library. It has to develop and implement training modules for other local institutions to enhance their capacity to develop their own programs. It can also facilitate exchange programs to promote first hand learning of field experiences among partners.

As a campaign secretariat, VF must continue to spearhead CDW specific advocacy that involves as many partners as possible. VF's strategy of involving CDWs themselves in advocacy and in project development will be invaluable to other advocacy efforts of other institutions. Central to public campaigns will be the passage of the Batas Kasambahay. The continuing challenge will be making it more popular and useful to ordinary people. VF has shown a great deal of experience in this regard and it can help develop similar expertise among other partners through trainings and joint advocacy.

Finally, VF needs to strengthen its role as direct service provider to help ensure a long term protection to the sector. At the same time, other groups may not immediately decide to go into direct service provision. CDWs also require specialized care, and mixing them with other types of children may not be advisable. To ensure holistic and developmental opportunities for CDWs, organizations such as VF need to expand CDW specific centers and methodologies.

Specific Recommendations for Visayan Forum

POLICY AND LEGISLATION

1. Conducting high profile national and regional workshops to unite and coordinate programs on CDWs under the PTBP context:
 - A national advocacy workshop to unite advocacy objectives on CDWs
 - A national workshop with labor inspectors to improve existing methods and approaches in workplace monitoring, in account for the informal nature of CDW
 - National and Regional Seminars on the Batas Kasambahay, targeting the judiciary, prosecutors, labor inspectors and arbiters, social workers, NGOs and baranggay officials
 - Set up baranggay level consultations in TBP areas to equip officials in mediating cases of abuse at the Lupong-Tagapamayapa level
 - Conducting regional field exchanges, where project implementers are able to see the work of other organizations at first hand and discuss emerging issues directly with other implementers.
2. Advocacy with the Church specifically through:
 - Providing regular sermon guidelines
 - Specific consultations with church organizers
 - Influencing the CBCP
 - Launching Kasambahay Friendly Homes Sticker Campaign
 - Formation of kasambahay help desk in the parishes
 - Help develop program to raise the awareness of employers
3. Launching of area-specific Araw ng Kasambahay every year in each of the TBP areas. This is a combination of coming out and service provision to CDWs.
4. Printing and dissemination of important documents and IEC materials relating to CDW issues:
 - 2nd and 3rd reprint of the book, “Kasambahay: A Living Experience”
 - Printing of press kits (designed for news and opinion makers)
 - An in-depth research on the identification of elements of hazards in CDW.
 - Continued development of the website which facilitates dialogue with other implementers
 - Designing a handbook in making local policies supportive of the domestic workers issue
 - Develop a general handbook for the design and implementation of program for CDWs

5. Work for the passage and implementation of Batas Kasambahay
 - Setting up regular activities in the legislature (photo-exhibits, etc.)
 - Conducting regular consultations with legislative staff
 - Launching a national and international campaign pressure
 - Printing of Batas Kasambahay in local languages and with CDW- and employer- friendly illustrations
 - Designing of pro-forma contracts, for mass distribution
 - Help in the passage of local ordinances

SOCIAL MOBILIZATION

1. Build partnerships with decision-makers and influencers
 - Providing national guidelines in organizing domestic workers' at the village level through the channels of employers' groups and local government units
 - A sustained national and regional training of organizers from representatives of CDWs themselves, employers' associations, park administrators, school officials, youth groups, and religious groups. They will be encouraged to train other organizers on how to set up domestic workers' groups in specific locations and settings.
 - A national campaign ad to demonstrate the benefits and principles of organizing domestic workers. Tabloids using the vernacular will be specially targeted.
 - Work with ECOP for the development of code of conducts for DWs
2. Institutionalize the reaching out and organizing of CDWs themselves
 - Expansion and institutionalization of the SUMAPI as a national network of domestic workers groups across the country. Secretariat functions could be funded separately. At a minimum, provisions for networking, chapter and national assemblies will also be important.
 - Providing venues for training of leaders and supporters of child domestic workers' groups
 - Assist in working for the strengthening of existing chapter and core groups and work for the recognition of SUMAPI in other schools, and expanding more areas of coordination if they are already recognized (such as activity centers, official activities targeted to students and employers, suggesting parents-teachers-employers associations)
 - Work with workers' groups to train DW on organizing and labor rights topics
3. More integrated approach to trafficking
 - Synchronize operations of the NCR and Davao halfway houses, and possibly the opening of other similar programs in critical areas (such as Matnog, Ilo-Ilo, Cebu and General Santos) with the help of other institutions

- Develop joint activity with ECOP and DOTC to raise awareness of shipping companies to work at national and regional levels
- Integrate the issue of CDWs in the development of child-friendly community-based watch mechanisms especially in source regions
- Help develop the capacity of local baranggay governments to create mechanisms to monitor the movements of children into domestic work

CAPACITY-BUILDING

1. Initiate **Seminar Series** for domestic workers' groups in specific areas of concentration. These are short and structured workshops designed for CDW limited time availability. The modules can focus on:
 - Basic Processing Seminars
 - Leadership and group formation
 - Basic rights education and para-legal work, including SSS orientation
 - Counseling training
2. Launch a National Trainers' Training Program to improve practitioners' capacity in the areas of research, legal orientations, and advocacy and program development. While this pool of trainers could be part of a bigger pool of trainers on child labor issue, their relevant expertise will be on the CDW issue. They will also be tapped for the training needs of non-NPACL partners such as those from faith-based groups, schools, employers' groups and other CDW associations.
3. Improve capacity for care-giving by:
 - Launching a trainings for caregivers (Care for Care-Givers)
 - Drafting of a handbook on care-giving for CDWs

DIRECT SERVICES

1. Continue to provide holistic direct services, including the possible set up of Kasambahay Centers in other PTBP regions
 - By continuously promoting services through tri-media advocacy
 - Maintaining certain centers as exclusively for girls, considering their unique psycho-social make up and fending the risks of mixing them with boys
 - Providing run-away CDWs with temporary shelter offering comprehensive training modules and skills trainings
 - Improving documentation of cases
 - Build a pool of volunteers that provide pro-bono legal and psychiatric services

- Improve methods of involving parents and families of abused CDWs during their healing process (following up of legal cases, ensuring that their children have access to education, etc., that they do not return to abusive work)
 - Sustained care for care givers program
 - Develop alternative livelihood program for CDW and their families
2. Improve educational opportunities for CDWs
- Maintaining educational assistance for organized CDWs
 - Groundwork expansion to new schools, in preparation for PTBP
 - Support to highly employable alternative skills trainings such as acquiring more sewing machines, food preparation, etc.
 - Lobby for the institutionalization of week end and night school in the DECS
 - Train teachers as a support group for school-based CDWs
3. Emphasize SSS sustainability
- While massive registration is important, sustaining the contributions and access by DWs themselves is important
 - Conduct awareness raising activity to the employers on the importance of SSS

End

Major Resources / Readings:

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Illo, J.F and Bagadion-Engracia, S *For children who toil: A report on sustainable action against child labour in the Philippines* (Institute of Philippine Culture, Ateneo De Manila University, 1998)

ILO/IPEC *Action Against Child Labour in the Philippines: The ILO/IPEC 1998-1999 implementation report* (ILO, 2000)

National Program Against Child Labor: Indicative Framework.

NSO. National Survey on Working Children. October 2001.

UNICEF. Innocenti Digest 5: Child Domestic Work. International Child Development Centre; Florence, Italy. May 1999.

1.1 Policy and Legislation: ***Advocacy for Social Change***

1. Specific Issues

Advocacy activities intend to raise consciousness among decision-makers or the general public by challenging myths still surrounding the employment of children in domestic work. Advocacy is very broad and encompassing and with limited resources, it should be cost-efficient by being audience specific. This entails targeting at least the employers, other key influencers, and child domestic workers themselves leading to the improvement of their situation. (A special analysis on advocacy for legislation is discussed separately in the next section)

It is very important to consider certain key specific features of child domestic work when we deal with advocacy:

- CDWs themselves lack deep awareness about the implications of the deprivations and abuses they suffer
- It is necessary to use special advocacy approaches in account for the special situation of CDWs, in particular the ambiguity of their private working status
- Public and private attitudes need to change to have a direct impact on the lives of CDWs

CDWs need to become more empowered to fight for their own rights and to be decently treated, in order to break their invisibility and marginalization. Such lack of self-recognition is further exacerbated by their limited ability to understand the nature of and free themselves from abusive working conditions. Few think they are capable of leaving abuses even when these are beyond their capacity to endure. Not aware of their basic rights, few have contact details of institutions that cater to their special needs. Such absence of information perpetuates their dependency to informal support networks such as friends and families who have limited resources and capacity to handle such problems.

Improving working conditions crucially rests on improving the relations of employers with their CDWs. While not all employers are bad, their treatment of child domestic workers is arbitrary and is not governed by any socially accepted minimum set of standards. There are no formal contracts to speak of in the first place because many CDWs agree to work through informal recruitment channels. With their universal right to privacy, many employers are therefore always above any power relations with child domestic workers. They are guardians and benefactors, they dispense discipline, they decide if the child can study or not, they may or may not permit days off or any form of outside contact. They have over-all control and their primary interest is to benefit from the exchange relations with the child as their worker and secondarily only as their family member.

Standards are crucial to end employers' arbitrary treatment of their CDWs. These standards can help convince employers to reflect on their existing cultural values and beliefs, and provide them with concrete guidelines for alternative behavior. Employers need to be convinced that they would benefit from changing the way they treat their domestic worker. While this is in itself possible, accessing employers themselves will be a big challenge, requiring various creative approaches.

Many institutions fail to recognize and include CDWs in their policies. The fact that government and organizational mandates and programs still vaguely address the needs of CDWs limits efforts of other organizations. This situation presents opportunities for constructive engagement especially in the shared crafting of policies and enlisting concrete support that can ensure sustainable intervention for CDWs.

Addressing parental perceptions is also crucial, as many parents have a strong sense of guarantee that domestic work is safest for their daughters. Parents must be clearly informed of the difficulties intrinsic to domestic work. Their perceptions are often clouded by the prospects of having a daughter to remit much needed cash. They also report to authorities only when they learn of their daughters' horrifying experiences at work.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. The NPACL network is composed of many partners actively involved in advocacy. Child labor has become a very recognized issue. Within the partnership, the Visayan Forum is key in creating awareness on the CDW issue. VF's work is a combination of "loud" and "soft" advocacy that reach even international proportions. There are key methods that VF consistently used such as the following:
- Documenting of solid analysis and experiences (by publishing a book, contributing to other newsletters, and maintaining a resource center)
 - Developing and involving child domestic workers advocates and equipping them to speak to the press;
 - Sustaining a core partner of allies in government and other institutions, ready to help in advocacy as resource persons and to mobilize campaigns;
 - Working with sympathetic media
 - Use of radio in order to reach parents of child domestic workers in rural areas, where it is the main medium. Radio broadcasts are used to reach individual parents whose children have been trafficked or otherwise abused. The broadcast also serves as a warning to other parents about the dangers that child domestic workers can face.
 - Involving religious leaders to incorporate CDW issue in their sermons
 - Producing and distributing IEC materials that can be immediately used by CDWs; these include flyers, contact details, information on rights, comics, etc.

- Initiating massive promotional activities (such as Househelpers' Day or Araw ng Kasambahay and Global March rallies) that can also combine provision of services
- Providing concrete inputs to international advocacy work at the UN system

2.2. *Efforts by Tri-Media Institutions*

Media is now taking on the issue of child domestic work. News and current affairs departments of television and radio stations are particularly receptive to Batas Kasambahay as a welcome framework in handling reported cases of abuse. Some independent segment producers have also successfully aired video documentaries such as *Nakatangong Kasambahay* (English title: Out of Sight, Out of Mind), regular segments such in *Unang Hirit* and even primetime talk shows in provincial stations. (*Unang Hirit* aired for two months a tri-weekly segment about the highlights of Batas Kasambahay and other practical tips to enhance employer-employee relationship). Some media organizations have gone as far as providing direct services like legal, telephone hotline, and repatriation. Provincial radio stations also help trace families of rescued CDWs. These are areas for sustained media advocacy.

The common thrust of these independent tri-media efforts is clear: to provide fresh information to help close the gap between existing practices as new way of defining what domestic work should be. It is high time that the country must begin professionalizing the work to benefit both employers and CDWs.

The difficulties raised by some practitioners include:

- Lack of reliable data to humanize their stories
- Very few available experts and organizations working on the issue
- Limited topics because of lack of data
- Initial employer resistance, but can one way be overcome through responsible handling of news and stories
- Taking special consideration to young employers (children of employers)

2.3 Church advocacy with employers – 'Spirit FM'

In addition to reaching employers through sermons the Catholic Church in Batangas uses radio to get the message across. 'Spirit FM', owned and run by the Church, is the most 'listened to' music station in the province of Batangas. It has developed 30 second to one minute 'moral spots' where church leaders interject their 'thoughts for the day'. This has been used to reach employers with messages about the treatment of domestic workers. Plans are advanced to develop a second 'news and talk' station which will contain more in-depth programming about the treatment of domestic workers and about VF's *kasambahay* programme. While

the effectiveness of these ‘moral spots’ remains unclear, there are plans to evaluate their impact as part of the stations regular audience evaluation activities.

Other churches, such as the National City United Church in Manila, have also developed strategies to advocate with employers by forming relationships between the congregation and child laborers and their families. In the case of child domestic work issue employers amongst the congregation have responded to the call from the pulpit by organising small group discussions to discuss what employing a child of less than 15 years means and how best they can help that child.

VF also uses radio in order to reach parents of child domestic workers in rural areas, where it is the main medium. Radio broadcasts are used to reach individual parents whose children have been trafficked or otherwise abused. The broadcast also serves as a warning to other parents about the dangers that child domestic workers can face.

3. Gaps & Problem Areas

- 3.1. Government has no clear policy on action for child domestic work. The only existing initial step is Department Order No. 4 which gives special to these children in classifying hazardous occupations. A further department order needs to come out to strengthen efforts by regional offices.
- 3.2. Other institutions do not promote the issue of CDWs in their advocacy agenda because they feel they are not part of a unified campaign for CDWs. There is a need to continuously link them to agree on core campaign messages and strategies.
- 3.3. Media attention is difficult to sustain, and helping them overcome difficulties will be crucial. Also, they need to deal with other institutions other than VF.
- 3.4. Employers need to be convinced that they would benefit from changing the way they treat they domestic workers. Standards will be crucial to end their arbitrary treatment of CDWs. These standards can help them reflect on existing values and beliefs, and provide them with concrete guidelines for alternative behavior.
- 3.5. There are factors that hamper/prevent employers to change attitudes:
 - a) Outside interventions may threaten their universal right to privacy.
 - b) They cannot financially afford new standards such as increased salaries, additional benefits, etc because these are additional burdens.
 - c) They cannot trust those who act as third party intermediaries. They tend to question attempts to interfere as they argue that they also have the right to exercise their (parental) guardianship.

- d) When economic interests of their families are threatened, they can opt to make other interests secondary. For example, secondary interests may mean strong religious beliefs and respect for human rights.
- e) Lack of practical mechanisms and tools to help employers observe minimum standards. If contracts are not introduced, practices remain arbitrary and subjective.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Need for a clear policy framework to unify messages and approaches of potentially diverse activities of institutions. It will be disastrous in the attempt to influence public and private perceptions if partners send conflicting ideas tackling CDW issue.
- 4.2. Traditionally, institutions and NGOs take a somewhat confrontational line when dealing with the employers of child laborers. However, with an issue as familiar, accepted and sensitive as child domestic work this is not a strategy which seems to bear much fruit. Given the need to gain access to child domestic workers, antagonizing those people who literally hold the key to the door is not helpful.
- 4.3. Alienating employers in this way reflects a fundamental lack of understanding of the CDW issue - that is that child domestic work persists and is still pervasive because society accepts it.
- 4.4. There is a need to ensure to preserve the best interests of CDWs when involving them in advocacy. Institutions involved in coordinated campaign with CDWs need to ensure that the children are protected and unharmed.
- 4.5. Strong emphasis on the connection between domestic work and trafficking will be crucial.

5. Scenario If Nothing Is Done In This Area

- 6.1 The Church and other religious groups is practically the sleeping third party giant. While it can offer services and programs for CDWs, it can more importantly facilitate the social dialogue with their employers.
- 6.2 Legislative reforms remain difficult to push.
- 6.3 CDWs will not access services, even if present

6. Possible Areas of Action

Based on the above discussions, the relevant overall objectives will be:

- Removal of all children under 15 from domestic employment
- Access to education for all child domestic workers
- All child domestics must be able to join an organization
- Access of CDWs to services
- Regulations, backed by government
- An end to trafficking of CDWs

Proposed Order of priority:

1. To advocate to improve their terms and conditions of work
2. To advocate to prevent children entering into domestic employment or servitude
3. To advocate to rehabilitate child domestic workers and reintegrate them into normal childhood environment
4. To advocate for the removal of child domestic workers from the workplace

Advocacy is a broadly encompassing strategy and thus any TBP should carefully consider unifying goals, and how intermediate goals could be support and add-on to each other. Stepping stone-objectives are thus important:

- CDWs made more visible to society, and be recognized as child workers
- Recognition of the domestic work sector
- CDWs become more accessible to those providing direct assistance
- Develop an alliance of institutions actively campaigning on CDW issue
- Bring to court cases of trafficking and abuse of CDWs
- Recruitment of key individuals and institutions to endorse advocacy goals

Proposed Critical Steps/Activities

1. A national advocacy workshop to unite advocacy objectives on CDWs, taking into consideration the above proposals.
2. Advocacy with the Church specifically through:
 - providing sermon guidelines
 - specific consultations on church organizers
 - influencing the CBCP
3. Advocacy targeting Children of Employers
 - through orientations in the school system
 - providing concrete recommendations on how children influence parents
 - encouraging them to provide information on their CDWs
4. Launch Kasambahay Friendly Homes Sticker Campaign

3. Massively produce IEC materials (focus on workplace improvement)
 - Pro-forma Contracts
 - Posters, Stickers (for Cars)
 - Personal Letters
5. Launching of area-specific Araw ng Kasambahay every year in each of the TBP areas. This is a combination of coming out and service provision to CDWs.
6. Launching of 5-minute plugs in major TV and radio stations
7. Producing at least two documentary films on child domestic work: one for employers, one for CDWs
8. 2nd and 3rd reprint of the book, “Kasambahay: A Living Experience”
9. Printing of press kits (designed for news and opinion makers)
10. Working with a professional advertising agency to produce photographs, short digital presentations, etc. to strengthen the armory of advocacy.

End of section on Advocacy for Social Change

1.2 Policy and Legislation: *Legislative Work*

1. Specific Issues

Although laws exist (and are being proposed) concerning child labor in the Philippines, they may be extremely difficult to implement with respect to child domestic workers who are invisible and scattered.

There are no specific laws for children in domestic work. There do exist legal provisions for domestic workers but are still similarly scattered, inadequate and antiquated. They are scattered because of the ambiguous definitions of the terms and expectations within the employer-employee relationship. Inadequate, because they do not cover CDWs and its critical elements of trafficking, third party mediation and the like. Antiquated, because they do not embody the principles of ILO Convention 182.

The massive now national recognition of the CDW problem under the two over-arching frameworks, the ILO Convention 182 and the proposed domestic workers' Magna Carta called *Batas Kasambahay*. This recognition is shown in the strong political will by the national government down to local levels involved in the consultative campaigns for the bill. Expanding the coverage of labor department's order number 4 to househelpers shows such strength, but government needs to improve coordinating mechanisms so that policies can work.

As laudable a breakthrough as it is in codifying, improving and proposing provisions relevant to CDWs, *Batas Kasambahay* together with other proposed anti-child labor laws faces tough challenges in the legislative mill. Despite difficulties the Magna Carta has become so popular that general public are using its provisions even before its passage. Many employers for instance adapt standards as professed by religious leaders who became aware of the bill. Some local government units are also considering adopting similar principles into local ordinances.

Finally, the experiences and success in lobbying for this bill serves to encourage the lobby for similar laws in other countries.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

2.2 *History of Lobby for Batas Kasambahay*

The origins of the *Batas Kasambahay* – currently refilled in the Senate and House of Representatives (committee on labor already approved it) -- was in a documentary film *Nakatangong Kasambahay* (Hidden Domestic Workers) produced by VF, Anti-Slavery International and The Probe Team and aired on national primetime television in the Philippines in 1999. The resulting debate sparked Congressman Jackie Enrile to begin working with VF on the drafting of the bill. Other VF partners also collaborated in the drafting process, including academics, the Department of Labor's Bureau of Women and Young Workers, ILO/IPEC and members of SUMAPI.

The bill was filed in Congress in December 1999. Despite suffering a setback in its passage through the legislative process as a result of a Presidential impeachment in 2000, the Bill was re-filed simultaneously in Congress and the Senate in June 2001. This time, VF has already strengthened partnership with staff of the legislators and has prepared for the smooth advancement of the bill.

Inbox: Magna Carta with Special Focus on CDWs

Increased minimum wage, 13th month pay, regular days off, wider social security protection, and better working conditions — these benefits normally accorded to formal workers are enshrined in the *Batas Kasambahay*, which intends to recognize the contributions of local domestic helpers to national development. The Magna Carta has specific section on child domestic workers, a notable absence in previous scattered laws. The section includes the following articles:

- No child should be employed as a domestic worker under the age of 15. 15-17 year olds can work (in accordance with minimum employment age laws), but only under certain circumstances;
- Children of domestic workers should not be considered domestic workers themselves;
- Normal hours of work are limited to 10 hours per day;
- Night work is prohibited;
- Examining and criminalizing hazardous work and working conditions;
- Penalizing trafficking for domestic work;
- Child domestic workers have the right to receive the wages they earn;
- Days off and vacation leave should be regularized
- Emergency services should be more accessible to CDWs;
- Resources for repatriation to be improved/increased;
- Educational opportunities should be made more accessible and affordable
- Licensing of more institutions that can take custody of child domestic workers.

Advocacy around the *Batas Kasambahay*, especially amongst television, radio and print media, has ensured that despite the fact that it is still just a bill, public awareness about it is already high. In effect, this means that just by its presence the Bill is sparking debate and contributing to the transformation of attitudes around the treatment of domestic workers. For example, advocacy around the Bill inspired '*Katulong*', a musical drama about domestic workers with the lead role played by Sarah Balabagan, a well-known figure in the Philippines as a result of her experience as a domestic worker in the Middle East. The musical delves into her relationship with her employer, family and friends.

The bill is not without its detractors, including some government departments, because of the need to consider non-traditional methods of reaching out to child domestic workers. Recently however, the same institutions have solidly backed up the bill during the latest committee hearing.

International pressure is also mounting with the help of Anti-Slavery International action campaigners mobilized to send e-mails to the decision-makers. VF and ASI also recently conducted Legislative Advocacy Seminar on Child Domestic Workers in the Philippines joined by representatives from 11 Asian countries to share insights and experiences from the drafting and lobby of the Magna Carta in the Philippines. Participants also pledged to explore and enrich legislative work for CDWs in their own countries.

2.2 *Lessons Learned relevant to programming*

The factors sustaining public interest on *Batas Kasambahay* include the following:

- 2.2.1 Solid, well-research information. Government and NGO estimates are used and despite variations they strongly suggest a huge portion of CDWs that is hard to ignore.
- 2.2.2 Availability of case studies to personalize the issue and attract attention, especially to emphasize that mostly CDWs suffer discrimination at work, and in society as a whole.
- 2.2.3 Sustaining partnerships with key legislators. Follow up is important because the Magna Carta could be a jumping board for other future legislations related to domestic work. This entails enriching links with the legislators' staff, who are not only the ones actually developing the legislation but who also have privileged access to the legislators themselves and whose suggestions and recommendations are likely to carry added weight.
- 2.2.4 Employers as well as CDWs are consciously consulted through hearings and public forum and even media talk shows.

- 2.2.5 Openness to workable proposals for action in plugging gaps in the bill. However, the draft is kept to a workable (implementable) level as a springboard for future legislations.
- 2.2.6 Direct programmes for CDWs are in place to catch possible impact of the bill.
- 2.2.7 Stronger international attention and timely ratification of ILO Convention 182. Most legislators positively responded to international campaigns by the Global March Against Child Labor.
- 2.2.8 Developing good networks and alliances with NGOs and partners who, despite their lack of program focus on CDWs, openly support the bill. They also include the issue in their campaign strategies.

3. Gaps & Problem Areas

- 3.1. While it is crucial to work with allies in legislature, there is a long-term need to target non-allies with solid information. A unanimous passage of the magna carta will be instrumental for high social impact advocacy.
- 3.2. There is a strategic need to further study the gaps and potentials of the bill to prepare for the next steps for supplemental legislation. There is a re proposals for example to draft a supplementary bill that providing incentives for employers to register their CDWs to social security system.
- 3.3. Certain groups strongly believe in another supplemental legislation to set up and intensify training opportunities for domestic helpers.
- 3.4. There is a need to guide implementing agencies to make the proposal workable once it is passed. Aside from studying the implementing rules and guidelines, it is also important to come up with a practical guide to designing contracts to be used by employers and domestic workers.
- 3.5. There is an existing need to further lobby for the adoption of the bill for local legislation through ordinances.
- 3.6. To generate stronger international support in the context of working for an international instrument that sets up standards in the domestic workers' sector.

4. Issues of Coordination and Implementation/Monitoring

- 4.1 Strengthening the capacity labor inspection by clarifying its role and capacity is requisite to effective enforcement.

- 4.2 Uneven capacity to implement the law may force children to slide into other cities that are lesser strict. CDWs may also slide to other worst forms of child labor if alternatives and direct services will not be in place.
- 4.3 Further review of the impact and need for a national blanket ban of children below 15 years old into domestic work.

5. Scenario If Nothing Is Done In This Area

Failure to legislate will maintain the invisibility of CDWs to policy framework.

While legislation in itself will not change the hearts and minds of individual employers and society at large on an issue as deep-rooted as child domestic work, its very existence is a powerful tool for advocacy and, in setting minimum standards on the issue, to counter the arbitrariness of what individual employers consider acceptable behavior in relation to child and adult domestic workers. It is still worthwhile to engage the attention of policy-makers in the problem.

Where policies, laws and regulations exist, and where cases of abuse have been brought into court and given publicity, this has an important effect on social attitudes. Over time, it may be possible to obtain from the government, and from trade unions, the passage of regulations and their enforcement in cases of trafficking and gross abuse, and endorsement for codes of conduct regarding pay and other terms and conditions of employment.

6. Possible Areas of Action

- 6.1. Work for the passage of Batas Kasambahay at the Congress and Senate within 3 years.
 - Setting up regular activities in the legislature (photo-exhibits, etc.)
 - Conducting regular consultations with legislative staff
 - Launching e-mail campaigns especially to committee members
- 6.2. Information Dissemination about Batas Kasambahay
 - Printing of Batas Kasambahay in local languages and with CDW- and employer-friendly illustrations
 - A national ad campaign on the highlights of the law, once it is passed
 - Designing of pro-forma contracts, for mass distribution
 - National and Regional Seminars on the Batas Kasambahay, targeting the judiciary, prosecutors, labor inspectors and arbiters, social workers, NGOs and baranggay officials
 - Working with the employers sector (not only ECOP but village homeowners associations) in introducing codes of conduct to individual employers

6.3. Review of Monitoring and Implementation

- A national workshop with labor inspectors to improve existing methods and approaches in workplace monitoring, in account for the informal nature of CDW
- Study the possibility of tasking at least one DOLE regional officer specifically in-charge in working on CDW inspection

6.4. Local Laws and Policies

- Set up baranggay level consultations in TBP areas to equip officials in mediating cases of abuse at the Lupong-Tagapamayapa level
- Target local executives and councils to pass laws and policies
- Designing a handbook in making local policies supportive of the domestic workers issue
- Influence the Liga ng mga Barangay

6.5. In the long term, work for the development of an international standard for the domestic worker sector

- Policy review paper on standards setting for domestic workers
- Work with trade unions to introduce the proposal to the International Labor Conference

End of section on Legislative Work

1.3 Policy and Legislation: *Gathering and Exchanging Information*

1. Specific Issues

Data on child domestic work in the Philippines is available of recent surge, but few reliably and completely capture the complexity of the issue. There continues to be a lack of quantitative data about the numbers of child domestic workers: where they are to be found and in what situations. This needs to be addressed in order to improve the targeting of services for child domestic workers. It is important also to ensure that the lack of data does not perpetuate a lack of action on the ground, i.e. that the lack of research justifies inaction

Lack of national data also do not allow us to compare changes in the situation of CDWs overtime as a result of policies, programs and socio-economic structures. While some organizations have developed profiles of child domestic workers in various urban centers, such studies are limited in assessing the national and regional trends or prevalence. Organizations also collect information as they provide services to CDWs in drop-in centers and outreach areas.

The difficult access to CDWs contributes mainly to this problem. And even when employers may cooperate, information seekers cannot deeply gather information from CDWs because the children lack capacity for self-expression and remain intimidated by the presence of their employers.

There is a diversity of unique experiences in tackling the CDW issue at the grassroots. These experiences represent and invaluable contribution to making CDWs visible. However national statistics establishing the size and exact nature of the problem will remain important in convincing major influencers such as law and policy-makers.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

2.1 National Surveys

In 2001, the NSO Survey on Working Children 5-17 years old estimates of that there are around 300,000 “children working in private households.” However, regional dispersion is difficult to compare because some data dealt with “private households with employed persons.”

In 1995, the National Statistics Office came up with the first ever listing of household members that included domestic helpers. The survey revealed that there are 28,882 domestic workers between 10-14 years old, comprising 4% of the

total number of 766,200 domestic helpers nationwide. It also outlined the dispersion of CDWs from the 10-14 and 15-19 age brackets.

On that same year of 1995, ILO-IPEC released a survey revealing that 35,770 children from 5-17 years old living and working away from home are engaged in housekeeping. They are mostly female and are from southern provinces in Bicol, Visayas, and Mindanao areas.

2.2. Academic Researches

Gopalen after studying three service sectors reported to the ILO that in the case of domestic helpers, “Most incidents of verbal and physical abuse are not treated as violence but only as an occupational hazard. Sexual and religious abuse are seen as calls to action.”

Camacho later on studied the paradox of “children working away from home, in somebody else’s home,” that is perpetuated at the micro-level by the presence of an intricate web of family-based social network. In her study entitled “*Family, Child and Labor Migration: A Study of Domestic Workers in Metro Manila*,” she concluded, “that this network is seen to minimize risks in the process of migration. It also evolves into a daughter community whose members linked not by a common residence but a web of contacts linked to their families in the areas of origin. As a strategy for survival, child labor migration is increasingly decided on by the children themselves and apparently favored by their own families. In the process of documenting, Camacho generated baseline information of CDWs in Metro Manila.

There are also unpublished collegiate researches. An undergraduate theses at the Centro Escolar University reveals that in Metro Manila, around 20-30 percent of CDWs suffer from severe post-traumatic stress syndrome (PTSD). The symptoms include nightmares, self-isolation, and blank stares. Around 50-60 percent suffered from “moderate” symptoms mainly of physical abuse like scares, bruises and fresh wounds.

2.3. Situational Researches

In the book, “Surviving the Odds: Finding Hope in Abused Children’s Life Stories”, resilient CDWs are recognized to have well-developed competencies for survival. The study gleaned intelligence and mental alertness among surviving CDWs who successfully escaped from abusive employers (Bautista, 2000). It also observed that “other-centeredness” is common among CDW survivors even when under extreme pain.

In a recent situational analysis funded by UNICEF, the VF also established that more than half of trafficked children at the Manila Port enter domestic work. This

suggests that trafficking is a closely linked issue, a main finding shared by an earlier research entitled, “Local Trafficking of the Filipino Girl-Child.”

The Institute for Labor Studies of DOLE is presently completing a rapid assessment on the situation of girl child domestic workers.

2.5. Documentation of Existing Practices

In the recent book “Kasambahay: Child Domestic Work in the Philippines,” Oebanda, Pacis and Montano from the Visayan Forum Foundation offered an initial synthesis of the Philippine experience based on the implementation of the ILO-IPEC supported national program since 1996. The book highlights the historical roots of the CDW issue, maps significant actors, and explores lessons learned using the IPEC framework of action. In the process, they offered sustainability principles and comprehensive recommendations in the Philippine context.

In August 1996, ILO supported the Visayan Forum to spearhead the first national consultation on child domestic workers to gather and document experiences of representatives from NGOs, media, academe church, school administrators and government. They established working unity to link planned and existing programs for CDWs.

On November 1997, the VF and ILO and Anti-Slavery International, set up an Asian consultation that enabled practitioners to study their current responses and identify gaps in their initiatives on the CDW issue. To prepare for the workshop, VF prepared a background paper in an attempt to organize what is known and what needs to be done for CDWs. The paper used studies and situational analyses in Bangladesh, Cambodia, India, Nepal, the Philippines, Pakistan, Sri Lanka and Vietnam. It provided a panoramic view of the prevalence, reasons, terms and conditions of work, legal protection and programs for CDWs in Asia. A notable contribution of the work is highlighting language and labels used to refer to CDWs reflective of how lowly regarded they are in many Asian societies. An offshoot of the consultation, a newly created Task Force on CDWs forwarded a regional framework of action on the plight of CDWs in Asia.

The Task Force met again this 2002 in Manila in light of emerging programs the members started. Documentation of the proceeding is to be finalized.

2.6. Project-Oriented Data-basing

Most NGOs collect information as they provide temporary shelter services and educational programs. Research is an integrated aspect in implementing programs by way of:

- Collating the case-studies of beneficiaries

- Data-basing basic information of outreached CDWs and those who avail of the telephone hotline and those availing of educational assistance
- Focused group discussions
- Documenting the drawing, paintings, and testimonies of CDWs who attend workshops and meetings
- Initiating specific group discussions to elicit information on the concrete problems of

While these information are available, they are yet to be documented for effective dissemination. Specifically, other groups are considering to conduct house-to-house survey but this could not ensure in-depth information from CDWs and employers themselves.

2.7. Resource Centering

The Visayan Forum has newly set up a resource center that as a venue to document experience and consolidate materials on the CDW issue, including the development of a website to contain information about on-going activities and developments on CDW issues. It has a library of materials now being sorted out. It also prints and distribute a Kasambahay Journal regarding new information and researches on the issue. A key function of the Resource Center is in the development of VF's capability to train other institutions on issue related to advocacy and setting up of programs primarily for CDWs.

3. Gaps & Problem Areas

- 3.1. National listings exclude children working as domestic workers for their relatives. They do not also include those involved in unpaid in exchange for free food, lodging and a chance to be sent to school.
- 3.2. Lack of area surveys is very notable, specifically in regions where TBP programs can be targeted. There need for example, rapid appraisals and surveys in Davao, Bacolod, Batangas, and Cebu to seek locations of CDWs.
- 3.2 Lack of information dissemination on current statistics and documentation of work on CDW in the country.
- 3.3 Profile and perceptions of employers not given much attention.
- 3.4 Policy study on the wage system relevant to domestic work sector needs to be addressed.
- 3.5 Need to influence other organizations to integrate CDW issue in their research agenda. To this end, research handbooks can be developed for their use.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Dissemination will be the choke point of all researches.

5. Scenario If Nothing Is Done In This Area

- 5.1. Policies will not be effectively influenced to recognize and work on CDW issues.
5.2. Planned programs and actions will be poorly designed because of limited understanding on the issue.
5.3. Difficulties in establishing national impact of TBP program on CDW sector if national data gaps are not addressed.
5.4. Advocacy efforts will be forced to use the same statistics and case studies again and again.

6. Possible Areas of Action

- 6.1. Redesigning the national surveys and improving their methodologies in account for the invisible, scattered and private nature of employing children, especially those working for their relatives.
6.2. Through the wide dissemination of a book written by VF for other programme implementers on child domestic work - '*Kasambahay* Child domestic work in the Philippines: a living experience'
6.3. An in-depth research on the identification of elements of hazards in CDW.
6.4. Through video documentaries which look at the situation of child domestic workers in the Philippines and which record the strategies used to combat their situation. Video documentaries of this kind can be particularly effective in orienting and training activists. For example, a video documentary which records the processes involved in starting and developing outreach work and self-help organizations;
6.5. Through the development of a website which facilitates dialogue with other implementers;
6.6. Through field exchanges, where project implementers are able to see the work of other organizations at first hand and discuss emerging issues directly with other implementers.
6.7. By working bilaterally or sub-regionally with implementers in neighboring countries with similar and/or related experiences.

End

2.1 Social Mobilization: Building Partnerships with Decision-Makers and Influencers

1. Specific Issues

Innovative partnerships make over-all efforts feasible and more sustainable. The mixture of efforts must be based on a strategic framework of action that considers the competencies of collaborators to create a synergetic effect. Any TBP approach must be able to foster knowledge networks, create a common understanding, creative synergy effects, designate responsibility and designate joint efforts to partners at many levels.

No single institution can tackle the CDW in isolation. Building sustainable partnerships with the above influencers is the essential ingredient for making other actions possible. An important goal therefore is to develop their sense of commitment to and ownership of the work that they do.

In the context of child domestic workers, decision-makers and influencers are those who can directly do something to immediately affect the personal lives of these children.

These include the very important target groups:

1. Domestic workers groups
(this will be tackled in organizing of domestic workers)
2. Employers
(like CDWs, they are also scattered, invisible, unheard, neglected, unorganized and even vulnerable)
3. Parents and informal support networks
(they influence key decisions on the pathways to child domestic work and form a web of support contacts to these children in the city)
4. Church and inter-faith groups
(they influence employers perceptions and have direct contact to CDWs)
5. Baranggay officials
(they are the immediate and legal third parties between CDWs and employers, and they can also immediately decide on complaints from either side)
6. Schools providing educational services to CDWs
(teachers are like second parents to CDWs)
7. Recruitment agencies and those involved in the transport sector in general
(this will be tackled in anti-trafficking)
8. Media Institutions
(aside from advocacy, they also provide direct services and counseling to CDWs)
9. Student Volunteers
(while they provide support skills and excellent research capabilities, they are also in fact mostly employers of CDWs and can influence their parents' decisions)
10. Other NGO and government agencies
(they provide especial programs and are capable of influencing policies)

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

Mobilizing efforts goes beyond the IPEC and NPACL network in the Philippines. However, it must be stressed that the IPEC provided very strong foundation in the work for domestic work issue, both nationally and at the international level. With this support, several creative approaches to partnerships became possible at the program-level, referral and hotline, campaigns, and task force setting.

2.1. Program-level partnering

By providing training, direct services, and organizing of SUMAPI, VF was able to influence several educational institutions have actually made CDWs a major focus in their vision and mission statements. This is in the case of the Assumption College of Davao and St. Bridget College of Batangas, which offer alternative curriculum to CDWs.

The SSS is also part of a massive program for registering domestic workers to the social security system during weekends.

Parks administrations (like QMC and the DOT in Luneta Park) also became part of the outreach program by providing venue and program support.

The **Philippine Ports Authority**, through its Gender and Development Program, entered into a five-year contract with VF to work on the establishment of halfway houses and mobilizing of port community partnerships to deal with trafficking.

TESDA regional centers especially in Batangas are providing skills trainings directly to CDWs.

The **Child Protection Unit (CPU)** currently based at the Philippine General Hospital (PGH) ward is an NGO that aims to set up similar CPUs in hospitals throughout the country. It helps assess abused children, and gives them medical assistance and counseling where appropriate. It has also special counseling where the child's testimony can be recorded by video and can be used as admissible evidence in court. It plans to set up new offices in Davao and Cebu.

Education Research and Development Assistance (ERDA) Foundation, which currently complements the programs of IPEC partners in 17 provinces plus the NCR, provides educational support to children in worst forms of child labor.

Stop Trafficking of Pilipinos Foundation (STOP) offers livelihood training for adults to improve family income and therefore lessen the need to send children into labor. It also engages networking for micro-finance for families and for education possibilities for children removed from the worst forms of child labor.

PUNLA Foundation, which specializes in microfinancing in communities with child laborers, can also help explore innovative mechanisms to set up MFI windows for CDWs in strategic cities across the country.

The **Ateneo Human Rights Center's Adhikain para sa Karapatang Pambata (AKAP)** offers legal assistance to CDW abuse cases and provides seminars/trainings on child labor laws and legal matters. It has a similar chapter in Davao.

2.2. Referral and Hotline System

The Sagip Batang Manggagawa (SBM) is a major quick reaction and referral network for child labor cases in the country. It also caters to cases of abused CDWs whenever reported to them.

DSWD in particular has catered to a number of CDWs for temporary shelter and repatriation. They are also involved in the investigations of hotline reports on abused CDWs.

Media hotline outlets are also now receiving CDW cases because of the increased public awareness on the issue. **Bantay-Bata 163**, part of the ABS-CBN Foundation, runs a program of activities dealing with the rights and needs of children in difficult circumstances. These include a 24-hour hotline throughout the whole country, a community program with medical and dental camps, a scholarship program for children, family therapy, and rescue and referral assistance. Its 163-hotline is already operational in Ilo-Ilo, Davao and Cebu.

2.3. Campaign-based partnership (Global March Against Child Labor)

The Global March campaign is still a very powerful partnership of tripartite and civil society groups in the Philippines. Launched in 1997, it is a largest-scale social mobilization in Manila and other regions such as Cebu, Davao, Bacolod, Tacloban and Legaspi. It is also instrumental in lobbying for the ratification of the ILO Convention No. 182 and the passage of the Philippine legislative agenda on child labor. It also conducted consultations with partners and children's organizations. It also launched signature campaigns in support to pending bills in Congress.

2.4. Setting up Task Forces (TF CDW in Asia)

VF is the lead convener of the Task Force CDW in Asia which aims to mobilize national efforts by way of research and advocacy, work on national legislations and policies, providing direct services and field exchanges. Representatives from 11 Asian countries recently meet in Manila this July 2002. There will also be a future international field exchange program this year.

3. Gaps & Problem Areas

While the above initiatives indicate a growing movement of institutions working on the CDW issue, there are notable gaps that need be addressed in programming for the TBP:

- 3.1. Employers need to be organized and involved at the village level. While working with employers can be possible at individual levels, such scattered efforts will not be sustainable. There are so-called “homeowners’ associations” that remain largely untapped.
- 3.2. The need to look into the opportunity of working with the Baranggay System in receiving cities because of its proximity to the private households where CDWs and employers can be found.
- 3.3. Creative approaches to tap the network of support of CDWs especially parents and relatives/friends/townmates in receiving cities. This network is seen to minimize risks in the process of migration. It also evolves into a daughter community whose members linked not by a common residence but a web of contacts linked to their families in the areas of origin.
- 3.4. The Catholic Church and other major religious groups influence individual and public opinion, and many of those attending masses and other church activities may well be employers of child domestic workers. While the Church has extensive reach, it lacks the technical know-how in relation to the CDW issue, and this provides the entry point to build the partnership with local dioceses. Through sermons, for example, priests are able to train advocacy directly at employers – making them aware of their obligations. We can capitalize on the effect of these homilies by providing practical support to employers in the ways they can improve their relationship with their domestic worker. Employers can be encouraged to allow their CDWs to attend school or other practical vocational trainings.
- 3.5. Mobilizing children of employers is also a potentially powerful approach. These children can influence their parents and other members of the household. These children can be reached in schools, as they can also set up specific initiatives such as doing outreach to their wards in waiting areas, sponsor conscientization activities, etc. Volunteer programs can also be influenced by way of research, immersion and field visits.
- 3.6. There is no mechanism in the SSS for the employers to acquire incentives to comply with existing legal provisions.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. *For existing NPACL Partners:* Collaborative work is fostered through regular partnership meetings and the sharing of technical resources, information and experiences. It is important to foster the attitude that everyone in the partnership has a part to play and a contribution to make. Create a non-confrontational environment, where people are encouraged to contribute their ideas and these ideas are taken seriously;
- 4.2. Respect the existing dynamics of non-NPACL partners is important. Others may wish to explore possibilities without necessarily working under the NPACL umbrella.
- 4.3. The need to institutionalize the relationships forged with individual allies. These should turn into institutional relationships that can survive despite changes in personnel.
- 4.4. Still, there is a need to clarify mandates of government agencies when it comes to CDW issue.

5. Scenario If Nothing Is Done In This Area

- 5.1. Unclear responsibilities of institutions will not promote accountability.
- 5.2. Possible duplication of efforts and programs may occur. Programs can even take present approaches several steps backward.
- 5.3. If existing partnership will not be expanded, present partners may become overloaded with programs they cannot implement effectively.
- 5.4. Without a national framework, conflicting approaches can stifle existing and future initiatives even among partner organizations.
- 5.5. Information sharing will not become relevant among isolated initiatives.
- 5.6. Continued reinforcement of the perception that work against child labor work in the country is exclusively addressed by certain partners and institutions. Such an exclusivity will become the limitation in the long-term.

6. Possible Areas of Action

- 6.1. Strengthen the present working linkages between tripartite members and other social partners. This will serve as a core network to implement any TBP effort in line with CDW issue.
- 6.2. Expand to existing national networks under a collaborative national framework of action with other partners and institutions such as the Church, educational institutions, etc.
- 6.3. Set up regional-level partnerships in areas selected for TBP focus. This is to account to region specific dynamics and to encourage the ownership by organizations in these areas.
- 6.4. Encouraging local government units, especially the baranggay system, to explore their own coordination and authority. In this line, the massive registration of CDWs to baranggay offices will be important. The baranggay system can be the most effective institution to:
 - Register CDWs especially in new areas, and act as depository of contracts
 - Help set up SSS registrations
 - Act as immediate third party in case of complaints. Resorting to other third party-mediation is a crucial alternative to resolve labor claims. In the Philippines, residents can bring their complaints to the barangay (village) justice system for possible settlement, before it can even be elevated to the court justice system. Barangay officials or accredited community volunteers can be trained to serve as effective mediators in the settlement of labour/compensation claims by domestic helpers.
- 6.5. Setting-up employers groups and/or influencing existing priorities of “homeowners’ associations” at the village level to have special attention on CDW issues.
- 6.6. Setting up of a national task force that will be responsible for specific priorities such as research and documentation, legal advocacy, coordinating advocacy, and sustaining capability-building efforts.

7. Recommending Actions

7.1. General Recommendations

All the above areas of action will be important. These networking efforts must concretely lead to action. It must also lead to influencing policy reforms at many

levels. The time-frame of these strategies will be crucial as hereby proposed as a general guide:

Immediate (1-3 years):	Setting up of core network; Mobilize a Task Force (country-level)
Short-Term (at least 5 years):	Expand to other networks; Regional-Level Partnerships
Long-Term (at least 10 years):	Working with the baranggay system; Working with specific employers' groups;

7.2. Recommended Outcomes That May be Desired

Output 1: Evolved a national framework that unifies and integrates all efforts related to child domestic work at all levels of action.

7.3. Recommended Objectives

Output Towards Output 1: Workable national framework

- 7.3.1 To mobilize a core of national partners that works high profile on CDW issues and coordinating with new partners.
- 7.3.2 To mobilize regional core partnerships able to design and together work on issues related to CDW.
- 7.3.3 To mobilize local government units increasingly take responsibility for monitoring of CDW pathways.
- 7.3.4 To enlist a number of employers' groups with special focus on domestic workers.
- 7.3.5 To enlist the sustained efforts of Church and other religious groups

End of section on Building Relationships with Influencers

2.2 Social Mobilization: *Reaching Out to and Organizing CDWs*

1. Specific Issues

Invisibility is real. As they are historically neglected by society, child domestic workers themselves are not aware of their rights and entitlements, and their productive contributions to society, which make them important.

Scatteredness is also real, and it hinders effective work on the sector. Marginalization results from their exclusion from the processes of social change, and their separation as individual victims.

Dealing with this scatteredness and invisibility is thus a major challenge and opportunity. Supportive institutions must help these children come out and unite to be truly recognized and heard by society. We must help them plant their own seeds of freedom.

Encouraging the massive formation and eventually linking of domestic workers associations across the country will have very long-term positive implications to any time-bound program. Providing broader venues towards genuine participation must have at least the following three-pronged objectives:

1. To increase CDWs often very limited awareness and understanding of their basic rights so that they can better deal with crisis situations at the work place.
2. To expand peer support to CDWs and channels to protect individual CDWs from abuse and/or greater exploitation. This can be developed into an intricate network of catchment mechanisms against abuses, illegal recruitment and the like.
3. To magnify the voice of domestic workers in order to advocate more effectively for the recognition of their sector, and successfully lobby for the passage of relevant laws and policies.

Child domestic workers can be organized in parks, schools, churches, and villages — their natural meeting grounds. Creative and interesting approaches to catch their attention are important outreach strategies. But outreach is but the first step to solid organizing. CDWs should be slowly built into core groups. These pocket-sized, manageable core groups helps address localized needs of individual members. Ultimately, these groups should be linked together as a massive network on a national scale.

The Visayan Forum Foundation adopts this approach and makes it probably the only NGO that has started to organize domestic workers in the country. SUMAPI is an association of domestic workers (adults and children) which VF helped to establish in 1995. It began as a response to the interest expressed by a number of domestic workers reached by VF at the beginning of the *kasambahay* programme, but who lacked the necessary logistical support to develop it. VF encouraged a number of existing informally

constituted groups of domestic workers to come together. Volunteer ‘core group leaders’ (domestic workers from branches of SUMAPI set up in different parts of Metro Manila) were appointed in December 1995 to formalise the aims and objectives of the association.

Since then SUMAPI has gone from strength to strength and there are now more than 5,000 members in 17 core groups all over the Philippines. SUMAPI has developed a speakers’ pool to give talks about SUMAPI all over the Philippines and internationally.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. The first step in the process of reaching out to CDWs is to identify places and times where they, or older domestic workers, congregate. VF has done this most successfully in parks where domestic workers come in their few hours off on Sundays to meet away from their employers’ households. However, they can also be found in churches, taking their employers children to school, in shopping areas during their free time, and at night school. Establishing a conspicuous, consistent and welcoming presence is important to attract domestic workers who have just a few hours off per week.
- 2.2. SUMAPI leaders systematically comb the park each week, making contact with domestic workers and distributing flyers with an outline of VF’s services for domestic workers and contact details. Using the right messenger to reach out to child domestic workers is the difference between gaining the child’s trust and putting her off in the few minutes available for the initial contact. The SUMAPI leaders, all of whom have been young domestic workers themselves, are able to relate much more effectively to other domestic workers than those who have not had this experience. In a place like Metro Manila, where the majority of domestic workers are from the Visayas region and Davao, the SUMAPI leaders are able to spot possible CDWs and to address them in their native language. SUMAPI leaders memorize the details they are given by the CDW in order to follow up with her in the following days. This was found to work better than filling out ‘intake’ sheets there and then – making it feel like a normal conversation and putting the child more at ease.
- 2.3. VF uses flip charts in the park with groups of newly contacted domestic workers as an aid to explaining their basic rights and introducing VF’s services. These brightly colored laminated flip charts contain pictures and words which are specially designed by social workers and trainers to suit the short attention span and availability of child domestic workers.

- 2.4. Methodically following up the contact made during the park, either by telephone, letter or even visits to the CDWs workplace, SUMAPI leaders work alongside VF staff to build the relationship with the child, and her employer. With the details that they have been given in the park they are able to build up information about her and monitor her situation.
- 2.5. Weekly case conference between outreach workers and VF's licensed social workers on Mondays identify the individual needs of those reached the day before, and therefore who should handle them. The needs of each child are then re-assessed on a week-by-week basis. Depending on the child's circumstances and the information they have been given, follow up is by telephone, letter or a visit to the house where the child is employed. Friendly letters are also sent to the employer explaining about VF and SUMAPI and the advantages to the child of becoming involved in VF's *kasambahay* programme.
- 2.6. Through this method of reaching and maintaining contact with child domestic workers, small core groups have been established in parks and schools in a number of areas of Metro Manila and other cities which address the localized needs of individual members. While each individual group is small, in order to form close relationships, they form part of a wider, national SUMAPI movement of more than 5,000 members in 17 core groups. More than 8,000 child and adult domestic workers have been contacted and participate regularly in outreach activities.

3. Gaps & Problem Areas

- 3.1. Evidently, there are other natural congregating areas of CDWs still has not effectively reached. These include:
 - Villages or subdivisions where employers may even approve their activities
 - Schools waiting areas where domestic workers wait for their wards
 - Church zones where domestic workers can be found every Sundays
- 3.2. There is a need to continuously address the basic problem that roots from the inherent character of CDWs themselves, of having little or no awareness and understanding of their basic rights and entitlements. Any information drive should at least go beyond increasing awareness; effective participation of CDWs within their support network that respects their own capacities and situations is crucial.
- 3.3. Like other children's organizations and other workers' unions, domestic workers' associations face problems such as lack of resources, limited capacity of leaders, unclear direction, minimum participation of members, external threats, among others. Some practical factors affecting the growth of domestic workers' groups are:

- Child domestic workers are available only once a week or twice a month, for 2-3 hours only
- Fast turnover from one employer to another
- Scatteredness of workplaces
- Limited access to outside communication
- Shyness, or being uneasy in a group
- Encroachment of park space by other interest groups
- Mushrooming of entertainment centers and malls which serve as alternatives during days off
- Employers' refusal to let them join a group

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Adult domestic workers should not be excluded in organizing. They are central to 'reaching out' to child domestics as a result of their knowledge of what is going on in the local areas in which they work, their ability to establish rapport with other adult and child domestic workers and their capacity for persuading employers nervous of allowing their CDWs out of the house to consent to releasing them initially on Sunday afternoons.
- 4.2. Workers' groups will have an important role to contribute. While NGOs could be encouraged to help set up domestic workers' associations, trade unions must also prepare its role to absorb such inclusion of the informal sector. They must also explore the gender dimensions of domestic work as related to the workers' agenda. High-level officials of unions and federations are necessary targets for massive conscientization programs to speed up the institutionalization process. In the long term, they will also be expected to help in providing technical support to formalizing domestic workers' groups as part of the labor movement.

5. Scenario If Nothing Is Done In This Area

- 5.1. NOT empowering CDWs to help themselves can limit the sustainability of other strategies designed to help them, especially in providing direct services and in advocacy.
- 5.2. If there are no domestic workers' groups, programs will have to target scattered individual cases. If there are groups to deal with, there will be better chances of providing services in bulk to these types of children.

6. Possible Areas of Action

- 6.1. It is important to work for an enabling climate for the proliferation of domestic workers' groups in the country. Activities to this end can for example be:
- Providing national guidelines in organizing domestic workers' at the village level through the channels of employers' groups and local government units
 - A sustained national and regional training of organizers from representatives of CDWs themselves, employers' associations, park administrators, school officials, youth groups, and religious groups. They will be encouraged to train other organizers on how to set up domestic workers' groups in specific locations and settings.
 - A national campaign ad to demonstrate the benefits and principles of organizing domestic workers. Tabloids using the vernacular will be specially targeted.
 - Printing and dissemination of comics, pamphlets, teasers and flyers to initially help organizations of domestic workers educate within their ranks
 - Publication of stories and case studies of successful domestic workersw packaged to increase the morale of CDWs themselves
- 6.2. It will also be important in the long-term for TBP provide technical assistance to domestic workers' groups so that they can unite their objectives on a large scale. This could be done through:
- Expansion and institutionalisation of the SUMAPI as a national network of domestic workers groups across the country. Secretariat functions should be funded. At a minimum, provisions for networking, chapter and national assemblies will also be important.
 - Providing venues for training of leaders and supporters of child domestic workers' groups
- 6.3. Finally, it will also be important for government (and other tripartite system partners) to set up formal mechanisms for consultation and joint actions with domestic workers' groups.

7. Recommending Actions

7.1. General Recommendation

Recognizing limited resources for a national time-bound program, the consultant suggests that the focus can be in enabling intermediate partners to organize domestic workers' groups. This approach however requires for them to at least have the immediate capacity to provide services to CDWs. It will be difficult to organize without dealing with the everyday concerns of these children.

It will also be important to work for the first suggestion, which is providing a supportive or enabling climate for the proliferation of CDW groups. Their mushrooming will provide more room for designing future programs with their groups.

7.2. Recommended Outcomes That May be Desired

Through the mobilization of intermediate partner groups, the following outcomes can be desired:

- 7.2.1. Output 1: A significant number of CDWs outreached during their days off, schooling or in transit during the recruitment process (Note in targeting: if we base on the national estimates, at least 30% of the total number of CDWs must be targeted to have a significant impact)
- 7.2.2. Output 2: A significant number of organized core groups with an active membership of at least 10,000 child domestic workers nationwide will have been established in the TBP target areas
- 7.2.3. Output 3: A critical number of leaders (CDWs themselves) shall be developed the capacity as trainers, organizers, counselors, and advocates capable of popularizing the program, workers' rights, and providing services within their own ranks (Note in targeting: A ratio of one leader to 50 members can be considered, so we must target at least 200 CDW leaders in TBP areas)

7.3. Recommended Objectives

7.3.1. Towards Output 1: Outreached CDW

- To encourage institutions to embark on creative outreach programs for CDWs in their own localities
- To disseminate materials (comics, flipcharts, pamphlets, teasers and flyers) to initially beef up the capacity of organizations reaching out to CDWs

7.3.2. Towards Output 2: Set up core groups

- To provide national guidelines in organizing domestic workers' at the village level through the channels of employers' groups and local government units
- A national campaign ad to demonstrate the benefits and principles of organizing domestic workers, focusing on how to set up and link to other core groups

7.3.3. Towards Output 3: Developed Leaders

- To embark on a national training program for leaders of CDW organizations linking up to the SUMAPI

7.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
Multi-level Dialogues	Workshops series on the benefits and dynamics of organizing CDWs. Target groups include CDWs themselves, employers' associations, park administrators, school officials, youth groups, and religious groups.	DOLE	Year 1	Funds for national workshops (P2,000 x 200 pax)	P400,000
Supporting outreach activities	A TBP fund allocated for outreach programs in targeted areas/cities		Only in the first 3 years	(can be integrated in direct service programs)	
Disseminating orientational materials	Developing comics, flipcharts, pamphlets, teasers and flyers for use in organizing of CDWs.	PIA	Year 2 - 5	Developing and printing costs	P500,000
Developing national guidelines	Hiring of national consultant to study effective efforts in organizing CDWs. Output will be a basic document on the whys and how to reach out to CDWs.	DOLE	Year 2	National consultant	P150,000
National Campaign Ad	A series of short video-audio materials to campaign for positive general public opinion on setting up CDW organizations	PIA	Year 2	Production and Airing Fees	P300,000
National Training Program	Specialized training programs in TBP areas for SUMAPI leaders and advocates enhancing their effectivity as leaders in their areas.	VF	Year 3- 5	Training expenses (P2,000 x 200 leaders)	P400,000

8. Risk Factors & Sustainability Issues

- 8.1. The issue of organizing children in domestic work will be a very contentious issue especially if taken in the context of unionization.
- 8.2. The very transient nature of CDWs (from one employer to another, from one workplace to another) must be taken into account.
- 8.3. A system of linking efforts among intermediate partners must be ensured.
- 8.4. Very few intermediate partners may embark on outreach and organizing because of the specific demands of the strategy.

9. Relevant Indicators of Success

- 9.1. Number of institutions reaching out to CDWs
- 9.2. Increased number of CDWs reached out & regularly attending program activities in the parks, schools and waiting areas
- 9.3. Core groups actually working at local level
- 9.4. Annual assemblies electing new set of officers and core group representatives
- 9.5. SUMAPI Leaders with the capacity to develop other leaders
- 9.6. Registration of SUMAPI as a national organization of domestic workers

End of section on Reaching Out to and Organizing CDWs

2.3 Social Mobilization: *Prevention of Migration and Trafficking*

1. Specific Issues

There do exist many efforts against trafficking especially against prostitution but few have focused into the elements of child trafficking that are rampant in domestic work. A huge number are recruited through the combination of deception, false promises and cash incentives. Most traffickers also use child domestic work as initial recruitment alibi to parents who easily believe that domestic work is safest for their children. But once in transit, their children simply vanish into destination cities offering a myriad of low-paid and often illegal opportunities to earn money – from factory jobs and domestic service to bar work and prostitution.

While poverty, lack of work opportunities, the desire to help parents, and discontinued education are the most commonly cited reasons for entry to domestic work, young girls are also attracted by the simple methods of recruitment, *“One doesn’t need to have higher skills, nor is required to submit report cards, bio-data, etc. to be hired immediately.”* Town mates, siblings and relatives with established contacts with employers in the city, recruit a majority of these workers who guarantee that the decent facilitation is risk-free.

Others say that they agreed to work as house helpers as stepping-stone towards other jobs such as factory work, *“to gain experience, familiarity and contacts in the city.”* This predilection to domestic work makes it easy for recruiters to lure young women into prostitution and other worst forms of child labor.

The cultural acceptance to migration also lends a high degree of acceptability to recruitment for domestic work in the communities. Community members believe that families with children working away from home are moving up the social ladder. Infusing cash into the cycle of debt and bondage to the farm raises their social status. Remittances take care of emergency expenses of their families such as medical access, paying tuition fees, or as basic as buying rice.

It is not therefore surprising that of the yearly average of 3-5 million passengers going through the Manila North Harbor, more than half are estimated to be women and children in search of work. The human Diaspora pumps day and night, powered by a well-organized network of contacts oiled by good connections between unscrupulous agencies and government authorities. Most of the contracts and birth certificates are often fabricated to attest to the lawfulness of their recruitment.

Those who are victims of illegal recruiters are forbidden from contacting people outside the group. They frequently have only sketchy information on who will meet them: just a name, or a picture, or an old phone number. Some are stranded for hours, some for days, and some permanently. Fetchers do not show on time, or are misinformed about arrival

schedules; many migrants simply have no contacts and linger at the ports; some cannot afford return passage; fixers and robbers steal their money. Few opt to return, saying that it is “shameful to go back hungry and penniless.”

Scheming taxi drivers, fellow passengers, and even illegal recruiters posing as social workers or good Samaritans prey on them. Port authorities cannot intervene unless a passenger complains. As they say, “We are in the business of moving people, not hampering their exercise of their constitutional right to freedom of movement.” Thus, they can intercept at the ports of origin, under-aged passengers suspected of being illegally transported. But they cannot apprehend perpetrators. They can shelter these passengers only for 24 hours, or until somebody legally claims them. Except for dining and waiting areas, ports lack facilities for stranded or intercepted passengers.

Once these children leave the port area or bus station, they may simply vanish, absorbed into invisible or illegal work. It becomes nearly impossible to reach them and monitor their situation. Services should be available and intervention should be done in these places, before they are moved beyond the reach of services, of intervention, and of all our good intentions.

Setting up catchment mechanisms in transit points is thus very crucial. If children could not be totally prevented, they should at least have some information and contact numbers in case they decide to break out from the system of trafficking.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. There are many programs of government agencies and institutional structures that respond to the various aspects of trafficking for children. However, it must be noted that there is an absence of integrated program that interlinks these efforts. Only a few also focus on the particularity of domestic work and its connection to trafficking. For this reason, the following actions are directly relevant to the issue of domestic work:
- 2.2. In terms of research, there have been recent data that profiled trafficked children for labor and sexual exploitation. Some of these studies were done primarily to assist in setting up programs in specific locations.
- 2.3. The Quick Action Teams (QATs) of the Sagip-Batang Mangagawa (Rescue Child Laborers) established nationwide respond to reported cases of child labor. There is also an operational plan since March 2001 until this year approved by the Secretary of Labor. It consists of schemes to closely monitor children being recruited in the provinces. Strategies include networking, setting-up of anti-child labor desks in entry and exit points, dialogues with bus operators and shipping owners, rescue operations and provision of livelihood programs.

- 2.4. The Philippine Overseas Employment Administration is actively campaigning against illegal recruitment through seminars, IEC materials distribution and travel advisories. It also provides free legal assistance to victims.
- 2.5. The Department of Tourism is currently implementing an ILO-IPEC supported program to build the capacity of local governments to respond to issues of child labor, mainly in trafficking for sexual purposes
- 2.6. The Department of Social Welfare and Development provides temporary shelter and repatriation services to victims of trafficking.
- 2.7. Employers and workers groups (especially NUHWHRAIN) have strong actions in advocacy and campaign focused on trafficking of children in the tourism industry..
- 2.8. Since August 2000, the Visayan Forum Foundation (VF) operated a halfway house called "*Balay Silungan sa Daungan.*" It provides the following 24-hour services for trafficking victims:
 - Emergency temporary shelter towards reintegration
 - Informational assistance about travel, employment and possible support networks
 - Quick referral of cases, including legal remediation
 - Telephone hotline counselling
 - Regular outreach for stranded passengers
 - Training and advocacy to port community members such as the police, coast guard, shipping crew, porters and security guards

There is now also a similar halfway house in Sasa Port, Davao City. This joint project with the Philippine Ports Authority – Gender and Development Focal Point Program is perhaps the first of its kind in the Asian shipping industry. It thrives on the collective efforts of government, business community, and worker's organizations inside the port.

3. Gaps & Problem Areas

- 3.1. It is evident that very few organizations focus on the issue of trafficking for labor purposes, despite growing evidence that it is related to prostitution.
- 3.2. There do exist efforts to curb trafficking in sending regions, but these are not enough. Licensing of recruitment agencies operating in the provinces does not ensure prevention of entry and re-entry of children into abusive domestic work because informal methods of facilitation are more pervasive.
- 3.3. With efforts to intercept suspected victims of recruitment in ports, facilitators resort to creative methods to continue meeting the demand for children in the labor market. For example, they operate at night and slip their recruits through

less strict shipping companies. They are now also taking unconventional land routes using private vehicles.

- 3.4. Lack of clear legislative framework against trafficking hinders effective action against recruiters. A law reflective of the UN Optional Protocol on Trafficking still has to be passed in the country.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Because of the lack of clear legislation against trafficking, critical institutions such as port police (who have access to traffickers but do not have clear mandates) have limited powers to go after operators. They can just intercept children and turn over custody to concerned agencies.
- 4.2. The UN Optional Protocol on Trafficking clearly defines that trafficking need not be confined to cross-border facilitation. Any movement even within borders can be construed as such, however existing laws do not clearly define such parameters. This is a root problem related to the lack of effective action at the local levels.
- 4.3. Because efforts in ports and other transit points are new, few institutions are positioned to support such opportunities. Labor inspectors for example do not necessarily operate to intercept such movements because “the employer-employee relationship does not yet exist.” Existing efforts are also clearly reactive, as especially shown in the focus on repatriation rather than prevention/interception.

5. Scenario If Nothing Is Done In This Area

- 5.1. The port (and other transit points) is a critical place where illegally recruited victims are visible and can be helped. Once they pass through, they simply vanish and scatter into destination cities they become more difficult to protect.
- 5.2. Without action on the recruitment of child domestic workers, recruiters will continue to deceive children by using it as alibi to lure them into prostitution and other bonded labor.

6. Possible Areas of Action

- 6.1. Stricter monitoring of recruitment activities in source regions is important. DOLE regional offices play an important role in the licensing and giving permits to recruitment agencies. The SBM QATs in each region must be maximized to identify and monitor crucial transit points.
- 6.2. Building partnerships with government bodies, employer's organisations and groups of workers to combat the trafficking of women and children destined for domestic service or other worst forms of labor. This requires the collective efforts of tripartite and civil society groups in ports of entry and exit, with the major participation of the Philippine Ports Authority. There is a need to raise into concrete action the day-to-day activities with all those who may come into contact with trafficked children - including the port police, security guards, coastguards, the porters' association, vendors and pedicab drivers. This entails massive awareness-raising with shipping line operators and individual ferry company owners to lead to the involvement of employees to combat child trafficking.
- 6.3. Setting up or enhancing the operation of 'port halfway houses' licensed by the Department of Social Welfare and Development (DSWD) as a temporary shelters. This allows operating institutions to rapidly respond to the needs of trafficked children and young women within the port complex itself. DSWD must also speed up its repatriation process.
- 6.4. Building an external pool of institutions that can respond to the limited capacity and mandate of port institutions to monitor embarking and disembarking passengers. This will beef up the capacity of any port network that facilitates regular 'roundings', or visits around the port area during the loading or unloading of ferries and other ships from places known to be 'sending' regions. This will also support the mobilisation of port personnel for 'round the clock' presence in all areas of the port. This is especially important at night when some recruiters consider it safer for themselves to move children through the port.
- 6.5. Setting up an electronic database of intercepted victims of trafficking is important. Cases need systematic handling to protect victims of trafficking from possible retaliation by recruiters. To enhance referrals among partners, DSWD local offices throughout the Philippines help to contact parents and validate stories.
- 6.6. Operating passenger assistance desks in crucial trafficking nodes including bus stations to during peak hours of embarkation or disembarkation. The intent is to provide informational assistance to passengers. Information includes contact details about institutions that working children can use if they encounter problems at work. Volunteers can be fielded to these desks.

- 6.7. Enhancing the legislative framework against trafficking inside the country
- 6.8. Encouraging TESDA to develop a 3-6 months in-house specialized training program for victims of trafficking. The trainings should be geared towards enhancing their capacity to find work in the regions (not in the destination city.)

7. Risk Factors & Sustainability Issues

- 7.1. Traffickers can vary their patterns to avoid detection. Therefore, anti-trafficking efforts need to be even distributed in strategic places.
- 7.2. Existing process of repatriation needs to be improved and become more comprehensive to avoid re-entry of children already intercepted before.
- 7.3. Trafficking activities are well entrenched to networks involving even government authorities and private transport operators.
- 7.4. Parents may continue to send their children despite efforts to discourage them.
- 7.5. Slow repatriation process is very costly for institutions providing temporary shelter to victims.
- 7.6. Monitoring of repatriated victims is very difficult and expensive.

8. Relevant Indicators of Success

- 8.1. Number of children intercepted during trafficking.
- 8.2. Number of children provided informational assistance during transit.
- 8.3. Number of children properly reintegrated to their families.
- 8.4. Number of institutions working together in strategic transit points such as ports and bus stations.
- 8.5. Number of illegal recruiters successfully convicted or “delicenced.”
- 8.6. Improved legal framework against trafficking

End of section on Prevention of Trafficking and Migration

2.4 Social Mobilization: *Community Empowerment*

1. Specific Issues

The CDW phenomenon does not exist in isolation from the multiplying problems of families and communities. While allowing children to work manifests economic benefits, it also entails latent social costs. In this context, families on source communities should be given sustainable alternatives to decrease push factors in the supply side of CDWs. In addition, these communities need to develop pro-active approaches in preventing illegal recruitment. Such strategies include: setting up community-child watch systems, monitoring of recruitment activities, and integrating children's agenda in over-all developmental programs.

The perceptive of parents need to be addressed. Without their vigilance, illegal recruitment remains rampant in source areas. It would also be difficult to trace and rescue CDWs at risk if parents only complain once they suspect their children to be in danger, or stop remitting cash. Parents can also invoke their custodial rights to speed up removal operations. Finally, socio-economic alternatives such as microfinancing are crucial to sustain the healing of abused CDWs who are returned to their families.

Pockets of "CDW sending areas" are also found in urban poor communities such as Metro Manila. Thousands of women, former CDWs themselves in the 70's, are today found in these squatter areas. Most of the unemployed still do live out domestic work for nearby rich and middle class households. They naturally enlist the services of their young daughters as additional help. Sooner, these girls become old enough in the profession and will be too ashamed to continue their schooling.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. IPEC Partners have community-based monitoring mechanisms integrated into their programs. These can be integrated into the over-all time bound approach.
- 2.2. There are some NGO efforts to set up community child watch systems (Bantay Bata sa Komunidad) to organize parents to protect their children against deceptive recruitment. They also ensure the sustainability of education support for their children by shouldering a counterpart for transportation and other school needs. They also set up workshops to enhance parenting skills. Such is the experience of the Visayan Forum in Pandacan and Bacolod City source communities and have significantly contributed to the prevention of illegal recruitment of children.
- 2.3. There are documentation about the capacity of local organizations to lobby for local legislations and to lobby for bigger allocation of budget for children's

- concerns. These efforts can be applied to lobbying for local policies that prevent children from sliding to abusive domestic work.
- 2.4. Local government authorities can be mobilized to check illegal recruitment activities because they can monitor the movement of agencies and even informal recruitment networks.
 - 2.5. There are now increasing cases of successful microfinancing and lending schemes that contribute to the prevention of child labor in communities. Some NGOs have adopted the approach to discourage MFI members to involve their children into child labor once they access financial services.

3. Issues of Coordination and Implementation/Monitoring

- 3.1. It will take time and effort to integrate child labor policies to the “poverty-free zone” approach, but it is possible.
- 3.2. Limited resources and funds for integrated community projects.
- 3.3. Organizing of communities is a long-term process that may not immediately yield concrete results.

4. Scenario If Nothing Is Done In This Area

- 4.1. Not involving source communities will perpetuate the supply of children into domestic work into destination cities.
- 4.2. It will be very difficult to influence parental perceptives without their involvement in organized actions.
- 4.3. Lack of organized support and vigilance to local laws and policies will just make such measures useless.
- 4.4. Reintegration efforts of rescued CDWs will be unsustainable if parents still lack financial alternatives. (Children will be forced to work again)

5. Possible Areas of Action

It is strategic to adopt mobilization strategies in areas targeted for TBP. These are in fact source regions of children trafficked for labor and prostitution. It will be important to integrate principles of the TBP approach into their local agenda by launching actions such as the following:

- 6.1 To mobilize and set up mechanisms to prevent children from going into hazardous circumstances, such as community child-watch systems
- 6.2 To influence policies at the level of the barangay and other local government units.
- 6.3 To develop their credibility to be able to gain greater access to government services towards being able to build partnerships with organizations promoting alternative sustainable livelihoods and extend micro financing to communities.

6. Recommending Actions

6.1. General Recommendations

The TBP will work in source communities so it will be crucial to integrate CDW issues into over-all organizing efforts by other institutions. The challenge will be defining outcomes desired with community leaders in these areas.

6.2. Recommended Outcomes That May be Desired

- 6.2.1. Output 1: **Community organizations**, including children's groups, consolidated as watch network against recruitment of minors, partners in lobby and advocacy, and influencers of parents perceptions. They will also be capable to engage with local government leaders and government agencies.
- 6.2.2. Output 2: Increased participation of communities in **social advocacy** through the development of their capacities to mobilize for local laws and policies, and to build up their own resources for socio-economic activities. A special focus will be the involvement of older, live out and former domestic workers who are already settled to their own families.

6.3. Recommended Objectives

Towards Output 1: Child Watch Systems

- 7.3.1 To integrate into existing community organizations in TBP areas the concept of community child watch systems against trafficking and illegal recruitment.
- 7.3.2 To develop their credibility and capacity to gain greater access to government services in their areas. There should be special focus to build partnerships with organizations promoting alternative sustainable livelihoods and micro financing.

Towards Output 2: Capacity for Social Advocacy

- 7.3.3. To influence policies at the level of the baranggay and other local government units in source communities.

6.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
Trainings for Community Leaders	A series of trainings for community leaders and representatives about: ▪ Child Labor Laws and Programs ▪ Parenting Techniques and Principles ▪ Trafficking Issues	STOP Trafficking, VF, CO Multiversity, ERDA, PRRM	2 nd to 3 rd year	Training expenses (P300 x 50 pax x 10 TBP provinces) x 4 trainings	P600,000
Local dialogues for participation in governance	Setting up venues for consultations between local government officials and community leaders	DILG	Yearly per area	Meeting Expenses (P5,000 x 10 Areas x 5 years)	P250,000
Training for Local Government Representatives	Training package with the following themes: ▪ TBP working principles ▪ Migration and Trafficking	DILG	2003	Training Expenses (P3000 x 200 LGU representatives)	P600,000
Microfinancing	Pilot programs on microfinancing in source areas. Involves training of leaders and build-operate-transfer schemes	PUNLA	3 years	Training Expenses (P5,000 x 50 staff) Capital Contribution (P50,000 x 10 TBP Areas)	P250,000 P500,000
Building of community theater groups	Series of yearly art camps and workshops for community leaders and child laborers to help them set up and manage community-based theaters to effectively participate in advocacy	Training Pool	Annual	Art Camp Expenses (P150,000 x 3 regions)	P450,000 per year

7. Risk Factors & Sustainability Issues

- 7.1. MFI strategies are difficult to set up and sustain; high risk
- 7.2. Local leaders are not permanent in their positions
- 7.3. Crucial to link efforts of people's organizations in each TBP are
- 7.4. Local organizations do not easily prosper without external support
- 7.5. Local laws are done haphazardly

8. Relevant Indicators of Success

- 8.1. Number of community organizations that actively monitor trafficking activities in their localities
- 8.2. Local laws on child labor passed and implemented
- 8.3. Number of advocacy activities launched by local organizations themselves
- 8.4. Number of microfinancing initiatives set up by community organizations
- 8.5. Number of successful litigation against traffickers done by community organizations

End of section on Community Empowerment and Prevention

3.1 Direct Action: Crisis Intervention for CDWs

1. Specific Issues

CDWs, because of their scatteredness and invisibility, are most difficult to protect. They are victims to a range of discrimination from neglect to direct attacks to criminal offenses. Very few victims report abuses because outside contact is difficult at the height of the violence. Others successfully run away from abusive situations but may have nowhere to seek refuge.

There are few drop in centers across the country that specifically cater to abused CDWs. Such unavailability is brought by various factors such as the lack of information, interest and resources given to address crisis situations of these children. Very few also are into dynamic partnerships and cross-referrals because many institutions feel they are not prepared to deal with the unique needs of abused CDWs.

An outstanding root of this referral glut is the reactivity of crisis interventions for CDWs. Crisis intervention is usually seen as setting up expensively run drop-in centers. This policy perception may be constructively reassessed in light of the many other approaches developed recently. These are legal services, counseling, hotlines, or everyday practical mediation.

Legal assistance involves not just the typical genre of abuses; many CDWs seek help to negotiate unpaid or delayed wages. Counseling may not be just the handling of clinical levels of trauma; many CDWs also seek practical guidance in dealing with everyday issues at work or in school. Hotline centers can also take advantage of the increasing number of people who take the risk of reporting an abuse. They are the vital information sources and links to victimized CDWs.

The above approaches do not require massive funding outlays. These can be immediately integrated to existing child-centered programs because they are need quick actions where and when the child domestic worker is immediately available, as time for contact is very limited. These could be done in outreach areas such as parks, schools, churches and communities.

Ultimately, sheltering institutions will be needed because abused CDWs require special care. Working away from home, these children also could not be immediately returned to their families. Another unique reason it that abuses usually happen in the context of the vague relations as employer-employee, at the same time being part of the family. It would help to facilitate a process of sorting-out for the CDW to clearly decide on alternative life options.

Inbox 2.1.A. Visayan Forum Crisis Intervention

The process begins with **investigation**. Investigation is usually a response to a call or report made by the victim, a neighbor, or by a member of the public. How urgent the situation is and how and when to intervene are all questions which must be resolved. Entering a household to verify a report is full of dangers, but not doing so could be risking a child's life. VF often 'strikes deals' with employers in order to investigate the situation and gain access to the child on a regular basis.

This is followed by **mediation** – another complex process. The aim is to strike a balance between the best interests of the child and that of the employer. As VF puts it, "While we may ultimately retrieve the child in distress, we must take care not to push employers to the wall." VF often uses neutral negotiators such as a priest or social worker and the police stay outside to avoid inflaming the situation.

Often mediation results in **removal** of the child, although this is not its primary purpose. While investigating a reported abuse, the question arises: when should a child be removed? The answer ironically rests on factors in successfully staging a removal process. The calmer the process the safer the child. There must also be clear alternatives for the child and these alternatives should be planned in advance; removal is easier if the child's family is involved (they have more bargaining power over employers); employers should be allowed to check (in the presence of a third party) all the belongings the CDW is taking with her, in order to avoid employer retaliation later on.

Depending on the child and family wishes, legal action to punish perpetrators of abuse is a serious consideration. VF calls this **remediation**. However, the child may just wish to put the experience behind her and move on. Often recourse to legal action tends to focus on the payment of delayed or unpaid wages. Children find it difficult to take the option to pursue legal action. Parents are usually skeptical because of the resources and time required. They come from remote villages they could not sustain everyday contact even with their children safely housed in an institution.

Healing, recovery and reintegration are the final, and also the longest steps in the process. The healing and reintegration process is ideally undertaken at home – if parental circumstances allow it. But it usually takes time to trace back parents. Healing can immediately start by processing one's experiences during temporary shelter and counseling one's choices. This is difficult because children prefer to seek another job rather than go home partly because of parental expectations. Providing them with income opportunities and skills trainings during their stay would be a practical help.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. Visayan Forum Foundation operates four temporary shelters that specially accepts abused CDWs. These are found in the critical cities of Manila, Bacolod, Davao and Batangas. These existed for the past five years, and are well-known for their special focus on CDWs. Based on VF's operations, the crisis intervention for CDWs have some particularities, summarized in Inbox 2.1.A.
- 2.2. The Department of Social Welfare and Development (DSWD) is responsible for the welfare of all children and disadvantaged sectors. It deals with CDWs in light of child abuse issue as seen in the ecological context of the Filipino family. It is an agency highly devolved to local levels, while its National Secretariat deals with coordination, training and program development. In the regions, Crisis Intervention Units (CIUs) readily deal with all reported child abuse cases. DSWD local units provide:
 - Protective custody, rehabilitation and skills training for abused children
 - Assisting child labourers to return to their families
 - Co-ordination with line agencies, including policy formulation
- 2.3. The **Child Protection Unit (CPU)** currently based at the Philippine General Hospital (PGH) ward is an NGO that aims to set up similar CPUs in hospitals throughout the country. It helps assess abused children, and gives them medical assistance and counseling where appropriate. It has also special counseling where the child's testimony can be recorded by video and can be used as admissible evidence in court. It plans to set up new offices in Davao and Cebu.
- 2.4. **Bantay-Bata 163**, part of the ABS-CBN Foundation, runs a program of activities dealing with the rights and needs of children in difficult circumstances. These include a 24-hour hotline throughout the whole country, a community program with medical and dental camps, a scholarship program for children, family therapy, and rescue and referral assistance. The hotline service is highly integrated to partnerships with NGOs such as Visayan Forum. This 163-hotline is already operational in Ilo-Ilo, Davao and Cebu.
- 2.5. The **Ateneo Human Rights Center's Adhikain para sa Karapatang Pambata (AKAP)** offers legal assistance to abused CDWs and provides seminars/trainings on child labor laws and legal matters. It has a similar chapter in Davao.

3. Gaps & Problem Areas

- 3.1. It is evident that there are only a few specialized crisis centers across the country ready to handle the unique psychosocial make up of abused CDWs. The referral network for such cases is still very young and it needs to become effectively at par with the growing momentum in advocacy. Lack of knowledge on CDWs contributes to this lack of programs. Lack of data and policy also makes it difficult for many institutions to justify the setting up of expensive specialized crisis centers for CDWs.
- 3.2. DSWD cannot monitor employment problems such as CDWs unless if the CDW abuse is reported in the context of the family. Existing laws against domestic violence do not specifically consider househelpers as family members. Furthermore, employers are not by legal definition considered as parents, except in rare occasions when they formally adopt the child.
- 3.3. Very few institutions are doing other crisis intervention strategies other than those present in their drop-in centers. There is a need to reach out to CDWs and bring these strategies into their own locations. For example, there is a need to encourage the institutionalisation of legal counselling in outreach activities by the building of capability of para-legal volunteers and other counselors.
- 3.4. Workplace monitoring is very relevant, but not done so far in a programmatic scale. However, there are few labor inspectors available for this kind of work. They are not also prepared to deal with the informality of the sector, as the systems and procedures for labor inspection are designed for the formal sector.
- 3.5. Informal networks of CDWs are not tapped and equipped to help in crisis interventions. Through advocacy efforts, they can be made aware on how to deal and refer cases of abuse that they know of.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Labor inspectors may not have the capacity and time to monitor CDWs in private households. Hiring of additional labor inspectors may not be possible given the limited budget allocation for the department.
- 4.2. Drop in centers need local advocacy to let CDWs, parents, NGOs and local leaders know.
- 4.3. Hotline process requires 24-hour full time attention, and other institutions may not be prepared to take the challenge.

5. Scenario If Nothing Is Done In This Area

- 5.1. Suffering in long bondage and enduring ill treatment have deep repercussions on girls. For many CDWs devoid of outside contact, it is difficult to break out from their slavery. If successful, many victims would feel that being able to get out from abusive situations is just enough. Without crisis intervention facilities, these victims could just slide to other dangerous workplaces.
- 5.2. Without setting up crisis intervention facilities, other strategies will be difficultly sustained. Advocacy for example would just be an empty noise if victims coming out could not be protected, absorbed and returned to their families.

6. Possible Areas of Action

- 6.1. Sustain and introduce efficiency to existing drop-in centers specifically absorbing CDWs. These centers are however limited to existing IPEC-funded Kasambahay centers of the Visayan Forum.
- 6.2. Set up new drop-in centers in other critical cities (such as in Cebu or where the TBP location will be chosen). These centers such be specifically provide immediate response to child domestic workers at risk. If existing centers exist but with limited resources, outsource fund for their operation.
- 6.3. Improving national capacity on “specialized care for CDWs” through:
 - Setting up a national training program for care-givers to encourage sensitivity to CDW issues. Based from this program, a separate handbook on care-giving for CDWs could be developed.
 - Setting up a national pool of specialized volunteers for legal and counseling to augment existing capacity of partners
 - Setting up regular exchange programs with direct services institutions to encourage setting up of drop in centers for CDWs
 - Developing a manual for labor inspection to improve traditional systems and procedures
 - Improving the institutional linkages of other institutions with Bantay Bata 163 hotline system.
- 6.4. Separately set up a national counseling program on radio primarily directed to child domestic workers. This could also be used to speed up repatriation of rescued CDWs. Most importantly, this counseling program could be bridge across the invisibility of abused CDWs.

7. Recommending Actions

7.1. General Recommendations

All of the above options are recommended but there are certain benefits that are immediately obvious.

The first option of sustaining existing Kasambahay drop-in centers is practical because they are already existing and well-known among partners. However, having only one institution providing such specialized program limits the absorptive capacity of any time bound action.

In this light, the second option to encourage other institutions to set up drop-in centers is relevant. But institutions may take time to sprout and develop the systems and expertise and thus may not want to have exclusive focus on CDWs.

With these considerations, the third option of improving the capacity for specialized care becomes practical and immediately achievable. However, the direct results of such a capacity-building approach could not be immediately felt. This option is therefore a requisite to either existing or planned shelters.

Finally, the fourth option of setting up a national radio program is beneficial in the sense that it can immediately cater to informational needs alone. Isolated and scattered CDWs need hotline channels for counseling and to help access third party help such as by labor inspectors or social workers. Radio may be the only means to reach out to widely scattered CDWs and their families in rural areas.

7.2. Recommended Outcomes That May be Desired

Output A: Monitoring and if necessary, removal, of CDWs from worst conditions of work.

Output B: Reduction of the negative impact of abusive child domestic work through center- and family-based healing processes.

Output C: Proactive provision of basic medical, legal and psychological attention to CDWs in need especially in the immediate location that they are accessible

7.3. Recommended Objectives

Towards Output A:

1. To set up a sustainable monitoring program for CDWs in their workplaces and possible outreach areas
2. To initiate massive process of removing CDWs from abusive working conditions

Towards Output B:

3. To heal rescued CDWs and reintegrate them into normal childhood development

Towards Output C:

4. To proactively provide in a wide-scale medical, legal and psychological attention and services to CDWs
5. To sustain a national hotline program (telephone, radio or a combination)

7.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
Kasamabahay Centers	Expanding capacity and improving efficiency of existing Kasambahay Centers	VF	Continuing	Center facilities Center-Operations, rental Staff Salaries	Est. P100,00 monthly per center
Setting up of new drop-in centers	Encouraging NGOs, Gos to set-up drop-in facilities	Other NGOs, DSWD	Next 3 yrs	Construction/Rental Center facilities Center-Operations Staff Salaries	
National Training Program	Setting up a national training program for care-givers to encourage sensitivity to CDW issues. Based from this program, a separate handbook on care-giving for CDWs could be developed.	NPACL network	Yearly	Training Development and implementation expenses	
Volunteer Program	Setting up a national pool of specialized volunteers for legal and counseling to augment existing capacity of partners	NPACL	Continuous	Secretariat expenses	
Exchange Program	Setting up regular exchange programs with direct services institutions to encourage setting up of drop in centers for CDWs	VF	Annual	Hosting expenses	

<i>Labor Inspection Manual</i>	Developing a manual for labor inspection to improve traditional systems and procedures Improving the institutional linkages of other institutions with Bantay Bata 163 hotline system.	DOLE	6-months	Training expenses Manual development and printing	
Handbook on Caregiving	Developing a handbook and data-basing system that allow more effective referral network among institutions				
National Telephone Hotline Program	Setting of telephone hotlines in major cities	NGOs	Continuous	Operations center, equipments and advertising expenses	
Radio Counseling Program	Setting up radio program in one major station at least in four major cities	GO/NGO representatives	Tri-Weekly	Radio airtime cost Production expenses	

8. Risk Factors & Sustainability Issues

- 8.1. Drop-in centers may be too expensive to operate, or cannot be sustained after funding period
- 8.2. Employers may retaliate against CDWs as a way to countering possible complaints by these children
- 8.3. Employers may be intimidated to cooperate if they feel they will be more disadvantaged by the proliferation of drop-in centers
- 8.4. Families may force repatriated CDWs to work again
- 8.5. Only older domestics may avail of hotline services because they can be more expressive and boldly experienced. The younger CDWs may not be equipped to access such lifeline services.

9. Relevant Indicators of Success

Number of genuine calls acted on (or followed up) every week
Reported workplace visits per month per inspector/field worker
Success rate of legal cases per year (labor and, criminal)
Temporary shelters at average 40% capacity
Increased referral of CDW cases by other institutions

End of section on Crisis Intervention

3.2 Direct Action: Education for CDWs

1. Specific Issues

As the vast majority of child domestic workers come from poor communities where options are few, the choice for girls is between ending their schooling to work full time with their families as tenant farmers or in fishing, or to take up domestic work in a nearby town, which carries with it the possibility of being able to continue with their education. This possibility is likely to increase by working for relatives. Having to land to a benevolent employer supportive of her desire for schooling is considered good luck.

However, their unique work situations do not easily fit into existing formal classroom education. There are few educational institutions that purposively offer alternative learning schemes to account for demanding CDW work hours. Many CDWs also find it hard to combine work and schooling, as most of their employers demand equal if not heavier workload. For example, CDWs are still expected to perform their chores even after attending night classes and would hardly have the energy to do their homework. Others cannot concentrate in class out of exhaustion. Others have employers who equate school attendance as rest day for the domestics. Their employers also do not necessarily shoulder the financial requisites of their schooling.

However, despite these and other problems, to many CDWs schooling is desirable and work is a necessity – and it is clear that many would prefer to carry this double burden rather than let the opportunity to study evaporate.

A major concern is to help as many CDWs strike a harmonious balance between work and school. This is not to suggest abandoning any widespread campaign for a truly free, accessible, and quality education. In the long term, denying a CDW from acquiring life skills, technical competence and personal growth makes domestic work what it is today: a low paying, dead-end and peripheral job.

Some practitioners argue that there is a need to provide stipends for schooling to CDWs who have been rescued and returned to their families. Such a support will discourage many children from leaving their communities while they are in school.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

Although there are many institutions offering alternative learning schemes for CDWs, few have just started to recognize the specific needs of these types of children. Fewer have seriously re-aligned their policies for these workers.

Recognizing this dilemma, VF's Kasambahay Program also provides educational assistance to young domestic workers to prevent their sliding into worst conditions of work in the short term, and to improve their employment opportunities in the longer term.

VF has identified the prime importance of institutionalizing education services for CDWs and has worked with several schools (See Table 3) across the Philippines using the following approaches:

- Providing emergency educational support to prevent CDWs from dropping out of school because they are unable to pay for their tuition. VF sometimes pay the school directly upon the recommendation of the teacher, the principal and the local branch officer of SUMAPI, the self-help organisation of CDWs;
- Working with school administrations to make the curriculum more relevant to child domestic workers. This has included allotting an hour a week to the teaching of domestic workers rights and life skills;
- Conducting training for teachers about the situation of domestic workers, their role as caregivers, and how to refer suspected cases of abuse;
- Engaging with employers of CDWs to improve the relationship, in order to head off interruptions to child's schooling;
- Organizing each class of CDWs as sub-groups of the domestic workers' association, SUMAPI, in order to create a peer support system to sustain the individual child's determination to study. The sub-group system also helps to coordinate training and field trips and monitor the performance of individual children through feedback from SUMAPI leaders;
- Supporting the introduction of 'Activity Centres' by and for SUMAPI members – a physical space for services and strategies for CDW students.

Table 3: The existing schools focused on CDWs with VF partnerships

<u>In Manila and the National Capital Region:</u> ☐ Adult Night High School in La Salle, Greenhills ☐ Mirriam Adult Education Program; ☐ Religious of Mary Immaculate	<u>In Bacolod:</u> ☐ Negros Occidental High School ☐ La Consolacion College ☐ Dela Salle University Integrated School waiting Area
<u>In Batangas:</u> ☐ St. Bridget's School ☐ University of Batangas ☐ Batangas National High School	<u>In Davao:</u> ☐ Assumption College Davao ☐ Rizal Memorial College

3. Gaps & Problem Areas

- 3.1. There are some private and public schools that offer alternative curriculum with immediately useful content through alternative learning methods, but their efforts remain scattered and isolated. Individually they face many difficulties. They struggle to ensure high survival rates of CDWs by engaging CDW's attention, inspiring their creativity, and encourage retention. They also find it difficult to organize employers' support to help CDWs cope with their burden of combining work and school. Teachers also have heavy daytime loads and they take such extra teaching loads in the evening without extra pay. Schools also need to maintain educational standards to ensure employability of their students and advance within the national accreditation scheme.
- 3.2. Skills trainings such as sewing, cooking classes, etc. remain important learning venues but many CDWs and employers tend to be pessimistic that these could prepare them to look for other job alternatives. There is a need to therefore to integrate job creation and search to encourage CDWs to avail of such programs.
- 3.3. Institutionalizing efforts of schools to be CDW-friendly needs additional strategies in the future. These actions include: incorporating the principles of the *Batas Kasambahay* into the school curriculum; sponsoring advocacy sessions with employers in non-confrontational ways, such as by setting up three-way Parent-Teacher-Employer associations; upgrading teacher's skills to better cope with the needs of CDWs; encouraging schools to identify and keep separate records on CDWs during enrolment to aid follow-up activities; and to develop a career guidance programme for child domestic workers through job fairs and SSS registration.
- 3.4. Schools generally lack modules that creatively and effectively deal with CDW issues on work, gender and children's rights. In the past, there have been specific requests for training aids that teachers can use in classrooms to engage their student CDWs in these issues.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Curriculum development is possible but not easy. Suggested curriculum also requires intensive study and approval by the Department of Education. It may not be cost effective to attempt sudden changes in curriculum affecting all schools offering non-formal alternatives.
- 4.2. A more sustainable approach is to attempt for long-term process of institutionalizing the principles of *Kasambahay* in existing and identified schools. A learning process can be allowed for some time for more detailed reflection to benefit other schools. It is also easier to build single partnerships with schools

rather than forcing the issue through a top-down approach from the Department of Education.

- 4.3. The existence of improved schooling opportunities should be assisted with effective advocacy among CDWs themselves and employers. At times, direct intervention to follow up the registration of CDWs is needed. There should be more efforts to identify and put very young CDWs into schooling systems.

5. Scenario If Nothing Is Done In This Area

- 5.1. In the long term, denying a CDW from acquiring life skills, technical competence and personal growth makes domestic work what it is today: a low paying, dead-end and peripheral job.
- 5.2. Denying very young CDWs of finishing at least elementary education closes their chances and survival even in many of the technical courses probably available for them.
- 5.3. As shown in the case of Batangas National High School, operating alternative schools for CDWs and other working children is difficult. It closed down for some years, denying thousands of CDWs their chances.
- 5.4. Denial of schooling is probably one of the most blatant manifestation of gender inequality against these types of workers.

6. Possible Areas of Action

- 6.1. Attempting to institutionalize the principles of Kasambahay into existing schools in TBP target areas. This involves working on a small-scale and very specific targeting of schools that have the initial programs and capacity to work on the issue of CDWs. The basic elements of institutionalization may be defined in terms of:
 - Adoption of Kasambahay principles into their existing vision, mission and goals
 - Exploring of venues to advocate the principles of Batas Kasambahay, at least in some subjects of their curriculum
 - Setting up official windows for emergency school expenses assistance for CDWs
 - Initiating advocacy sessions with employers via non-confrontational means such as setting up Parents-Teachers-Employers associations with regular activities
 - To help upgrade teachers' skills, and if possible source out funds in account to their extra teaching load at night or week-ends
 - To provide teachers with supplementary training modules that deal with the issues of work, children's rights and gender
 - To encourage CDWs to be involved in outreach activities to share their skills

- To systematize separate master listing of CDW enrollees during school opening
 - To systematize career development programs for CDWs through job fairs, mass SSS registration and access to Phil Health
- 6.2. Include CDWs in a massive educational support program for over-all TBP targeting of child laborers in the worst forms. This may involve providing stipends and school materials. Parent NGOs and institutions should be involved in monitoring these children.
- 6.3. Launch an annual national day of enrollment for CDWs in coordination with educational and media institutions. This kick off may aim to encourage employers and CDWs to troop to nearby accessible schools.

7. Recommending Actions

7.1. General Recommendations

- 7.1.1. Of the three major options discussed above, the first strategy (institutionalizing Kasambahay principles in selected schools) could involve the least cost and still relatively effective. It is also directly relevant to the needs of CDWs in the schooling system. Once schools implement such changes, they would need cost-effective ways of following-up, monitoring and introducing them networks to help them sustain start-up efforts. Other institutions can also replicate their experiences.
- 7.1.2. Massive scholarships while proven effective may be very costly and difficult to sustain across the years because of the transient nature of CDWs (they change employers very often). Besides, NGOs and other institutions could facilitate scholarships as among their services, but first they have to recognize the CDW issue into their mandates.
- 7.1.3. A national (or regional) campaign to enroll CDWs can be both integrated to any of the first two options. There are however certain critical considerations. CDWs may find it difficult to secure school records from their provinces. There must also be some schools accessible to them that offer special attention to CDW needs. (This is in fact the thrust of the first option). Employers must be properly informed and involved to become supportive of their CDWs.
- 7.1.4. With the above considerations, it may be best to prioritize the first approach of institutionalizing Kasambahay principles into selected target schools.

7.2. Recommended Outcomes That May be Desired

Focusing on the strategy of institutionalization, the following outputs (still to be quantified) may be relevant in designing future programs:

Output A: Preventing CDWs from sliding into worse conditions of work

Output B: Sustaining and replicating efforts of educational institutions to cater to the special needs of CDWs

Output C: Improved employment alternatives and opportunities of CDWs

7.3. Recommended Objectives

Towards Output A: Prevention

1. To provide immediate financial support to CDWs schooling needs to prevent them from unnecessary dropping out.
2. To encourage the participation of CDWs in guarding their own ranks from falling or being trapped into abusive work situations, which hamper with school performance.

Towards Output B: Institutionalization

3. To ensure the constructive and transparent engagement of school authorities in making their curriculum and school learning environments responsive to the special needs of CDWs.
4. To engage employers to constructively support the schooling of their CDWs.
5. To enhance the status, morale and professionalism of teachers directly working with CDWs

Towards Output C: Improved Alternatives

6. To encourage the development and implementation of regular vocational trainings for CDWs who cannot avail of formal curriculum.
7. To systematize career development programs for CDWs through job fairs, mass SSS registration and access to Phil Health

7.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
Providing Emergency Educational Support	Providing emergency financial support to CDWs in selected school partners	In coordination with schools	Yearly	Systems and Procedures Financial support	P2,500 yearly per CDW
Activity Centers for Kasambahay students	Setting up of Activity Centers for CDWs in Schools. These centers require space and resource materials, including books for tutorials and other reference materials	Schools & local SUMAPI chapters	Continuous	Book donations, other reference materials, sports facilities	
National Workshop for Teachers	A yearly workshop seminar to improve teachers' KSA, teaching methods and linkages. This aims to contribute to the institutionalization of efforts in their respective schools	DepEd, VF	Summer	Workshop Expenses	P3,500 per teacher participant
Formation of Parents' Teachers and Employers' Associations	Each school will be encouraged to form these associations. Inputs on conceptualization will be important.	Schools	Continuing	Regular meeting expenses	
Financial Support to Teachers	Providing of supplemental stipends to teachers in partner schools. Another option is for an organization to directly support the salaries of the extra set of teachers	Fas supporting schools	Monthly	Teachers' Honoraria	Est. P3,000 counterpart per teacher

	for a separate program for CDWs.				
Modules development	Modules are supplemental in nature. The do not replace whatever curriculum decided on by the school.	VF, DepEd	Within 3 years	Writer/Consultant Fee Printing Costs	P100/copy
Vocational Training Courses for CDWs	Involves sewing, cosmetology, etc. TESDA trainors can be tapped. If venue is outside TESDA centers, there is a need to purchase training equipments. Most important feature is job placement scheme.	TESDA, NGOs, Schools	Immediate	Teachers' Honoraria Equipments Rental for training venue	P35/CDW per session
Job Fairs in Schools	Every year, schools can coordinate with NGOs, SSS, DOLE etc to hold job fair and registrations.	Schools	Yearly	Venue Coordination Expenses	none

8. Risk Factors & Sustainability Issues

- 8.1. School officials may not carry programs so it is best to strike memorandum of agreements at the institutional levels
- 8.2. Need to decide on the nature of emergency support. Some institutions offer them as grants, while others offer as soft loans to CDWs.
- 8.3. Vocational trainings are expensive, and do not ensure job placements
- 8.4. Employers may not like the idea of a Parents-Teachers-Employers Association because it requires time and attention.

9. Relevant Indicators of Success

- 9.1. Increase number of CDW who return to schooling
- 9.2. Decreasing drop-out rate of CDWs in schools
- 9.3. Number of teachers involved in CDW-relevant activities
- 9.4. Number and period covered by MOAs entered into with schools
- 9.5. Number of teachers using supplemental modules/ curriculum
- 9.6. Increased alternative employment for CDWs
- 9.7. Increased participation of employers to CDW schooling

End of section on EDUCATION

3.3. Direct Action: Social Protection

1. Specific Issues

The informality of domestic work makes the sector one of the least protected and desired. They are least protected because they are not properly covered by available social protection mechanisms. Their employers also usually sacrifice or delay their salaries during economic downturns. Without alternative sources of cash, domestic workers therefore suffer the negative impact of economic globalization.

Yet in the Philippines, there are laws that are supposed to secure the lot of this sector. Many CDWs are just not aware that law mandates employers to enlist them and shoulder part of the contributions. Access to social security is intended to contribute preventive solutions many of the problems emanating from the employer-employee relationship. Providing loans through the SSS is one sure way for government to share the burden, arm-in-arm with employers and CDWs alike. In case of work-related illnesses and accidents, CDWs can technically avail of medication and hospitalization. They can also make salary advances and loans that they can remit home, to finance burial and other needs brought about by calamities affecting the family.

Decent work can also be secured through formalizing contracts with employers. Informal agreements tend to cover only the expectations of employers. Upon entry to work, most were told quite clearly of the duties and salaries. What may not be clearly explained to CDWs include hours of work and rest, time availability for schooling, and access to social benefits and facilities. Most CDWs immediately feel they are to exchange expectations with their employers as workers and secondarily only as children. Discounting the possibility of education, employers further defines the relationship with the child worker in a way not totally cognizant of the importance of rest time and providing decent benefits such as social security, days off and health.

Decent work is also at the mercy of the lack of alternative sources of income for domestic workers. Most CDWs have no other sources of income. Most depend from cashing out salary advances from their employers, or borrowing from relatives and friends in the city. There is an undocumented large number of CDWs who had to render services to their employers in exchange for their advances. Even when they may want to leave abusive working conditions, the CDW may not be allowed to go unless they can settle their accounts.

Finally, their dependency to employers and informal lending channels is exacerbated by the lack of income-supplementing opportunities. These girls and women have no access to credit and savings facilities because of their low salaries, absence of collaterals and business acumen should they consider venturing into other opportunities.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. SSS recently updated its implementing rules and regulations with specific provisions for CDWs. They have initiated with VF regular registration sessions on weekends to increase coverage among CDWs, which is compulsory even for young workers. Househelpers are entitled to benefits for sickness, maternity, disability, retirement, and death, a salary loan simultaneously with the Employers' Compensation Program (ECP).
- 2.2. One of the direct services provided by VF is facilitating access to the Social Security System (SSS) of the Philippines. This was aided by the flexibility shown by the SSS Department who - encouraged to adopt strategies to reach out to domestic workers – conducted a mass registration campaign with VF in one off Manila's parks where child domestic workers congregate.
- 2.3. Enrolling child domestic workers in the SSS is a continuing effort. But there are other effective ways that make social security accessible on a massive scale. The high profile Domestic Workers' Day and continuous monthly registration in parks are among them. These efforts are also good venues to document profiles, introduce the use of work contracts, and advise employers of the legal provisions pertaining to the employment of domestic workers.

3. Gaps & Problem Areas

- 3.1. While there is a comprehensive SSS law, few CDWs and employers voluntarily comply which impedes massive enforcement. To sustain effective compliance and distribute broad-based benefits of the social security law, the NPACL should creatively work with the SSS towards alternative registration and remittance methods for hard-to-reach CDWs.
- 3.2. There is a need to set up income-expanding strategies for CDWs through micro-financing and lending strategies to enrich the array of economic safety net for this neglected sector.
- 3.3. Although many are now setting-up microfinancing strategies in communities of child labor, there are few experiments to develop similar MFI schemes with domestic workers' themselves.
- 3.4. The issue of child domestic work is not yet mainstreamed for most of government's gender and protection programs. This is not also covered in the issue of reproductive health.

4. Recommending Actions

4.1. General Recommendations

- 7.1 Continue for the massive SSS registration among CDWs and increase the utilization of benefits by CDWs themselves through the following activities:
 - Massive information campaign in tri-media about SSS
 - Setting up flexible SSS registration schemes in TBP areas
 - Regularly set up domestic workers' day in each TBP area

- 7.2 To help create a national mechanism of encouraging household helpers to register in the baranggay office of their place of work to keep a record of the standardized contracts approved by their employers. Listing CDWs would make local officials aware of their existence, so third party involvement will be easier sought. However, it is better to lobby and implement standard contracts because employers will have written expectations of their house helpers, which the baranggay can use as basis for any third party mediation.
 - Massive registration of CDWs in baranggay system
 - Campaigning for use of contracts

- 7.3 To set up income-expanding strategies for CDWs through micro-financing and lending strategies:
 - Conduct a project feasibility study on the cooperativism for CDWs
 - Piloting of cooperativism and savings mobilization schemes
 - Trainings on cooperativism for domestic workers
 - Infusing seed capital

End of section

4.1. Capacity-Building: Training & Developing Resiliency

1. Specific Issues

The ultimate aim of any capacity building is to empower the very people affected by the problem. These directly include domestic workers and their employers. Other significant stakeholders can also indirectly contribute by enhancing their skills to facilitate this empowerment process at the grassroots.

The main actors -- CDWs themselves -- can better cope if they are able to discover inner strengths and recognize weaknesses, and take steps and move on to make informed choices for the future. This involves a process of developing individual resiliency.

External institutions cannot be with CDWs all of the time, but building their resolve and giving them the skills to cope with situations that arise affords them some individual protection. This is especially important when the attitudes and expectations of others and harsh economic realities, are difficult to modify. The concept of resiliency can be codified into various trainings that deal with practical themes such as managing or avoiding conflict in their employers' household, taking the decision to return to school, reporting cases of abuse, becoming someone who is able to reach out to and fight for the rights of others.

However, developing resiliency is easier said than done. It will always be affected by outside factors, no matter how much the ability to make personal choices is emphasized. The child's relationship with her employer is crucial to her personal growth (or lack of it) and this must be recognized and not neglected.

Resiliency building must also encompass influencing employers. There is a need to develop training materials for them, which orient them about the reality of child domestic work and looks at what they can contribute and how they would benefit from an improved relationship with their domestic worker. Employers themselves should be involved in developing these strategies.

Finally, caregivers and other catalytic actors from various institutions remain largely untapped as facilitators of change among CDWs and employers. Their ability to reach out to and work with the problem is a potential force to develop for long-term sustainability.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. With its Kasambahay Program, VF has developed training themes that are simple and interrelated, making them effective and easy to modify and replicate. Participatory training methods, to account for the short availability of CDWs, are also highly adaptable and replicable.

VF has codified the concept of resiliency into a number of simple and interrelated themes which form the basis of what it calls a 'Basic Processing Seminar' for child domestic workers. This is a sort of personal 'strengths and weaknesses' analysis. However, VF has discovered that while content must be relevant, the way in which it is delivered is also important. Child domestic workers are comparatively less expressive and less comfortable in a group as a result of their isolation and low-self esteem. VF was able to evolve highly structured training-cum-counseling sessions – to which CDWs respond much better. This approach has made them feel more secure, mirroring the life they have grown used to as domestic workers.

Developing resiliency is a strategy which is incorporated into many other aspects of VF's work with CDWs, including other types of training (such as leadership training, rights education and para-legal and Social Security System orientations), peer-to-peer and other types of counseling and self-help organising, among others. The seminars can be given anywhere, including on school retreats for child domestic workers, with the supervision of school authorities. The results and evaluation of the seminars are then fed back to the relevant teacher or counselor, to guide them in supporting the child in school.

3. Gaps & Problem Areas

- 3.1. Sadly, many institutions have yet to develop and implement trainings for CDWs. However, this is not to say that they do not have the expertise to facilitate. Their lack of focus and attention to CDWs is a major hindrance for them to explore opportunities to train CDWs and employers. There is a need therefore to encourage them to really integrate CDW issues in their training agenda.
- 3.2. There are no available training packages that could help employers groups initiate relevant workshops within their own ranks.
- 3.3. Other institutions need to improve their capacity to:
- Conduct Researches
 - Launch legal orientations (in the context of child domestic work)
 - Plan and implement advocacy activities directed to CDW issue
 - Develop and monitor programs on the CDW issue

4. Issues of Coordination and Implementation/Monitoring

- 4.1. It may take some to influence the training agenda of other institutions.
- 4.2. The training of trainers does not always ensure that they will immediately conduct workshops primarily directed to CDWs or employers. They will have to contend with the difficulties in reaching out to these workers and employers.
- 4.3. With a contacts with CDWs or employers, institutions make fall into a trap of “targets redundancy” (dealing with the same participants again and again) to attain aims.

5. Scenario If Nothing Is Done In This Area

- 5.1. Training has multiplier effect. Without it, the objective to multiply efforts could be stalled.
- 5.2. The impact of resiliency training is clear when those who have undergone training are compared to those who have not. CDWs who have already benefited from training are talkative and curious, asking questions as well as answering them and making eye contact. They have dealt with their problems and are moving on. This is in marked contrast to CDWs who have not been through the resiliency-building process, and who are manifestly uncomfortable in social situations.

6. Possible Areas of Action

- 6.1. Initiate **Seminar Series for domestic workers’ groups** in specific areas of concentration. These are short and structured workshops designed for CDW limited time availability. The modules can focus on:
 - Basic Processing Seminars
 - Leadership and group formation
 - Basic rights education and para-legal work, including SSS orientation
 - Counseling training
- 6.2. Develop an **Employers’ Training Package**. This encompasses orientations about the reality of child domestic work and what they can contribute and how they would benefit from an improved relationship with their domestic worker. Employers themselves should be involved in developing these strategies. This could be adopted for use by ECOP (Employers Confederation of the Philippines) companies for orienting their employees, and by trade unions groups for their members.
- 6.3. Launch a **National Trainers’ Training Program** to improve practitioners’ capacity in the areas of research, legal orientations, and advocacy and program development. While this pool of trainers could be part of a bigger pool of trainers on child labor issue, their relevant expertise will be on the CDW issue. They will

also be tapped for the training needs of non-NPACL partners such as those from faith-based groups, schools, employers' groups and other CDW associations.

- 6.4. Improve capacity for care-giving by:
 - Launch a trainings for caregivers (Care for Care-Givers)
 - Drafting of a handbook on care-giving for CDWs

7. Recommending Actions

7.1. General Recommendations

All three options are feasible and highly recommended. The two options (Seminar Series for CDWS and Employers' Training Package) are very specific for the CDW issue. The third option can be designed as part of an integrated national training program for trainers under a main TBP proposal.

7.2. Recommended Outcomes That May be Desired

- 7.2.1. Output A: Around 3,000 CDWs, leaders and contacts nationwide shall have developed their capacity as trainers, organizers, counselors, and advocates capable of popularizing the program, workers' rights, and providing services.
- 7.2.2. Output B: Employers groups initiating and sustaining trainings on CDW within their own ranks.
- 7.2.3. Output C: Enhanced the training policies of NPACL members to effectively respond to the needs of CDWs, with special sensitivity to gender dimensions

7.3. Recommended Objectives

- 7.3.1. Towards Output A:
 - 7.3.1.1. To positively affect the resiliency of a massive number of CDWs through personal trainings
 - 7.3.1.2. To train leaders and contact CDWs to initiate trainings within their own ranks
- 7.3.2. Towards Output B:
 - 7.3.2.1. To help develop a generic training module for employers and encourage various groups to implement it in their contexts

7.3.3. Towards Output C

- 7.3.3.1. To improve NPACL practitioners' capacity in the areas of research, legal orientations, and advocacy and program development

7.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
Seminar Series for CDWs	Actual processing seminars, trainers' trainings for SUMAPI members (see 6.1)	VF, other NGOs		Training Budget for CDWs (P500 x 3,000 CDWs)	P1,500,000
Employers' Training Package	Employers to develop and implement training programs for individual employers (see 6.2)	ECOP, Couples for Christ, other religious groups		P300x 1,000 copies of training package	P300,000
National Trainers' Training	Training needs assessment, design and implementation of trainers' training on CDW issue (see 6.3)	DOLE-ILS		P5,000 x 50 trainers	P250,000
Handbook for Care-Givers	Handbook developed for specific use by care-giving institutions (see 6.4)	DSWD		P300 x 500 copies	P150,000

8. Risk Factors & Sustainability Issues

- 8.1. Difficult to sustain availability of CDW leaders because of fast work turnovers
- 8.2. Employers cannot be organized for trainings because of time availability
- 8.3. Trainors still burdened with multiple tasks in their respective institutions

9. Relevant Indicators of Success

- 9.1. Increased resiliency of child domestic workers can be measured in a number of practical ways, such as in the child being able to avoid conflict in their employers' household, taking the decision to return to school, reporting cases of abuse, becoming someone who is able to reach out to and fight for the rights of others.
- 9.2. Increased training activity of employers' groups
- 9.3. Increased number of CDW-directed trainings adopted within the NPACL

End of section on Training and Developing Resiliency

4.2. Capacity-Building: Skills Training

1. Specific Issues

The rationale for supporting venues skills trainings for working children is well discussed in many assessments. Child domestic workers are no exceptions. They also deserve such training opportunities.

There are many government and private institutions providing skills training courses for all people from all walks of life. Most are however poorly known and advertised. They also require attendees to pay for the materials they use during training. They also do not ensure employability.

CDWs value the opportunities for skills trainings. But many postpone their opportunities because of their heavy workload and time unavailability. They also shy off from negotiating for “time off” required for attendance.

Employers also favor skills training to benefit from the improved capacities of their domestic workers. In many cases, employers do not increase the pay and benefits of their CDWs. Some employers believe that once their CDW acquire the necessary skills or become adults, they seek higher opportunities and leave.

2. Gaps & Problem Areas

Lack of existing centers seems to be a minor consideration. The major hindrance may be the lack of proper advertising to encourage them or their employers to avail of such opportunities. The existence of training centers needs to be advertised. Significant efforts to encourage availment could be addressed by advocacy.

3. Issues of Coordination and Implementation/Monitoring

- 3.1. Existing training centers may not conduct field trainings, where CDWs can be found.
- 3.2. There is a need to identify centers that offer “free” training courses. Materials need not be shouldered by CDWs if possible.

4. Scenario If Nothing Is Done In This Area

- 4.1. CDWs who become adults without alternative skills may tend to remain in the profession for a long time.

- 4.2. Without alternative skills, it will be difficult for them to find another job if employers let go of them.

5. Possible Areas of Action

- 5.1. Launch a national (or area-based) campaign to enroll into skills trainings the CDWs who are not into formal schooling. This may involve negotiating with employers to allow attendance.
- 5.2. Encourage private institutions to set up free special classes for CDWs in areas accessible to CDWs. Courses may include cooking, table preparations, childcare, tailoring and computer literacy.

6. Recommending Actions

The consultant recommends that campaign actions to these ends could be integrated into the general campaign strategy. Setting up new facilities would be very expensive and redundant to existing skills training programs currently offered by institutions not yet contacted.

End of section on Skills Training

4.3 Capacity-Building: Program Development and Implementation

1. Specific Issues

CDWs may still be peripheral targets for many existing direct programs of institutions. But it is possible and important for more NGOs and tripartite partners to develop programs focusing on CDWs. The TBP should help build the capacity of institutions to deal with the issue in its complexity, and ensure that programs are accessible to CDWs.

To date, very few programs primarily for CDWs are developed. Despite increasing awareness on the issue of child domestic workers, few agencies and institutions have developed policies and programs targeting them. Others often cite the lack of information and extensively documented efforts on child domestic work as the major stumbling blocks.

Since 1996, IPEC-Manila supported a “specialized” program for CDWs in partnership with the Visayan Forum. There were many successful engagements within the IPEC partnership at the national and regional levels. Actions usually revolved in advocacy, networking and referrals. However, efforts remain germinal and reactive because partners have yet to transcend their specific mandates. For example, labor inspectors find it difficult to audit informal workplaces. There is a lack of operational mechanisms, policies and procedures to proactively help CDWs at risk.

Beyond the NPACL network, the Kasambahay program has developed fruitful and sustained partnerships with key institutions. To complement on the issue of CDWs, these institutions rely on fund sources not specialized for child labor, or CDWs for that matter. They help reach out to a critical mass of CDWs. They are the religious groups, schools administrators, port personnel, park authorities, SSS offices, media hotline outlets, legislative groups, and the community organizations.

With their initial experiences on the CDW issue, it is high time to facilitate them into developing and implementing programs that directly impact to these children.

2. Specific Practices/Projects Worth Sustaining and Lessons Learned

- 2.1. In 1997, the VF hosted the first national consultation on CDWs in the Philippines. This workshop brought together for the first time institutions who are working, although indirectly, with CDWs. They became the long-term partners of the Kasambahay Program until now.

- 2.2. In the Philippines, VF has recently published a book reflecting lessons learned in doing work on the CDW issue for the past 5 years.
- 2.3. At the international level, the Anti-Slavery have been very active in producing handbooks for research, action and advocacy directed to practitioners. These could be locally adopted in the Philippines to guide potential partners.
- 2.4. At the regional level, two major regional consultations on the CDW issue will have been finished this year. This is the 2nd Regional Consultation of the Task Force CDWs in Asia, sponsored by the VF and Child Workers in Asia. Report of this consultation will also be a major input to the IPEC Regional Consultation on CDWs in Thailand come this November 2002.

3. Gaps & Problem Areas

- 3.1. International organizations supportive “specialized” country initiatives have yet to sit down and plan together their approaches and strategies on child domestic work. They have not also encouraged their partners to explore program possibilities on the issue.
- 3.2. Not all NGOs have the social capital or power to influence government without full support from an agency. International donors have to exercise their reasonable influence on government agencies to design programs and policies directed to CDWs.
- 3.3. Most partners outside the NPACL partnership are not aware of its focus and strategies. There should be a mechanism to involve them in the long-term.

4. Issues of Coordination and Implementation/Monitoring

- 4.1. Lack of a framework for action and coordination centered on CDWs hampers initial attempts to coordinate efforts and future programs.
- 4.2. Many agencies and institutions cannot go beyond their mandates, and thus find it almost impossible to set up concrete programs on CDWs.

5. Scenario If Nothing Is Done In This Area

- 5.1. Without intentional intervention to encourage program development for CDWs by tri-partite and social partners, the plight of CDWs will remain an advocacy issue.

- 5.2. Not going beyond research and documentation will render such efforts useless.

6. Possible Areas of Action

- 6.1. To initiate a series of concrete planning activities at the national level to synchronize efforts and plans of international donor agencies, GOs, trade unions, employers groups and NGOs and others civil society groups.
- 6.2. To conduct programme development workshops with programme developers from various institutions. Such exercises could help them come up with concrete project proposals that their institutions can explore for initial funding.
- 6.3. During the groundwork phase of the TBP, a national steering committee on CDWs to guide, coordinate and assess emerging actions within the country. This committee could mature into a Task Force that helps generate commitment and resources specifically on the issue.

7. Recommending Actions

7.1. General Recommendations

- 7.1.1. As all of the above recommendations are reasonable, equal emphasis in targeting non-members of NPACL is very important. They have been carrying out programs that could be developed into full-blown efforts in the name of CDWs. This will have long-term impact in the TBP effort.

7.2. Recommended Outcomes That May be Desired

Output 1: Adopted a common platform for time-bound national action on CDWs within the NPACL framework.

Output 2: A good number of integrated and holistic programs for CDWs being carried out by national partners

7.3. Recommended Objectives

Towards Output 1:

1. To involve as many social actors in developing a common platform for CDWs in the Philippines.
2. To encourage donor agencies to integrate in their national action frameworks the issue of child domestic workers

Towards Output 2:

3. To encourage practitioners to design and implement specific programs for CDWs

7.4. Recommended Activities

<i>Name of Activity</i>	<i>Narrative Summary</i>	<i>By whom?</i>	<i>When?</i>	<i>Resources Required</i>	<i>Financial Equivalent (Peso)</i>
National Consultation on CDWs	Done every three years (or in conjunction with the TBP Phasing) this consultation specifically targets institutions working on the CDW issue in the country. The main expected output is an assessment of the extent of CDW issue, existing initiatives and future actions.	Task Force Convenor	2003	Consultation Expenses	P300,000
Regional Partners Meetings	For partners in the regions (when TBP will operate) to jointly assess existing programs and partnerships	DOLE	Yearly	Meeting expenses	
Donors' Meeting	With existing partners as major participants, donor agencies could assess their existing national plan of action in relation to the CDW issue	Donor Agencies	2003		
Programme Development Workshops	An output-oriented workshop where practitioners and program developers will be expected to design specific project proposals for CDW issues	VF	2003		P250,000
Task Force Secretariat Work	Secretariat Work that will help in resource mobilization and assessment of programs for CDWs	DOLE as lead convenor		Communications and Meetings	

A Handbook on Designing and Implementing Programs for CDWs	Exploring current practices and interventions on CDWs, this handbook is geared to assist institutions design their own programs for CDWs	Selected consultant	2003	Consultancy Fee Printing Costs	Fee + P200/copy
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8. Risk Factors & Sustainability Issues

- 8.1. Donors may not take risk in supporting new programs due to lack of initial experience and track record of small institutions
- 8.2. Partners in the regions may not venture to new programs
- 8.3. Task Force Secretariat work has many inherent difficulties

9. Relevant Indicators of Success

- 9.1. Number of new programs for CDWs set up
- 9.2. Inclusion of CDW issues into national action framework of donor agencies
- 9.3. High usage of national handbook to program design and monitoring

End of section on Programme Development and Implementation