

PROJECT REPORT

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*List of Training/Workshop Conducted/Facilitated for Community
Workers/Community People*



I. INTRODUCTION



INTRODUCTION

The Pilot Project on Child Workers Engaged in Scavenging in Metro Manila is a technical cooperation programme between the Philippine Government and the International Labour Organisation, implemented by the Department of Labor and Employment. The project has tested a programmatic and organizational approach to address the problems of child workers in hazardous work, such as scavenging, using the Smokey Mountain dumpsite as the pilot site. The Pilot Phase of the project was started in August 1989 and officially terminated in December 1991.

A tripartite evaluation of this two-year project was conducted in March 1991. One of the recommendations of the tripartite evaluation mission was to transfer the management responsibility from the Bureau of Women and Young Workers (BWYW) to the National Manpower and Youth Council (NMYC). Hence, the project was officially transferred to the NMYC in June 1991. The NMYC Director General was designated as Chairman of the Smokey Mountain Advisory Team (SMAT) and Project Director while the NMYC-NCR Director was designated as Deputy Project Director.

The tripartite evaluation mission also put forward the strong recommendation for a Phase II of the project which would focus on replication, institutionalization and policy formulation. However, a glitch in the funding requirement deferred the commencement of Phase II. As a result, the project has been operating on a bridging period wherein an intensified fund sourcing is being done along side sustaining its regular services for the child scavengers and their families.

Nevertheless, a terminal project report is called for to determine the performance of the project particularly its achievements. The mid-term self-evaluation which necessitated project revisions made the project design more suitable and target objectives more feasible.

The project staff together with the community workers are very grateful to the Department of Labor and Employment particularly to the NMYC, the ILS and the BWYW for their support to and involvement in the project. Special mention is due to the Dutch Government which made possible the realization of the project and the other donors from within and outside the Philippines that made the beneficiaries happy and hopeful for the future.

Most especially, we salute the SABANA kids who have given us inspiration and meaning in moving on through all the difficulties. We also extend our appreciation to their parents who have stood by us and boosted our morale at times when the going was tough. To all of you, our heartfelt thanks.



II. PROJECT PROGRESS REPORT
Summary Sheet

(April 1991 - June 1992)



PROJECT PROGRESS REPORT SUMMARY SHEET

Project Number and Title:

PHI/87/MOI/NET
A Pilot Project on Child Workers Engaged in Scavenging in Metro Manila

Executing Agency:

International Labour Organisation

Implementing Agency:

Government of the Philippines
Department of Labor & Employment
National Manpower & Youth Council

Budget:

Project Funds
(Original Budget)

Two-Year Term

Bridging Period
(Jan-Jun 1992)

US\$420,132.00

US\$ 38,000.00

Government Contribution:

1991

1992

PHP1,187,679.00

...PHP 353,000.00

Project Starting Date:

Originally Planned

Actual

June 1988

August 1989

Project Completion Date:

Originally Planned

Extension
(Bridging Period)

August 1991

January 1991 to date

SUMMARY OF CONCLUSIONS

1. The child scavenging problem is a complex, multi-faceted problem. It takes on the direct issues confronting the children and their families (e.g. poverty, occupational hazards, poor health and nutrition, limited life chances, lack of educational opportunities and a "culture" picturesque of weak support systems, dysfunctional social relationships, family disintegration, low aspirations, and a generally dim outlook of the future). It is affected by the overall urban poor problem (e.g. lack of security of tenure, unsanitary and depressed living conditions, and the lack of regular and stable employment and/or livelihood opportunities). It weaves through the inadequacies and environmental implications of an ineffective solid waste management. It is continually aggravated by the general economic, political and socio-cultural difficulties affecting the entire country.

As such, it cannot be addressed by a single and short-term approach or standard piece-meal solutions. No single agency can effectively combat and sustain intervention on the problem of child workers engaged in hazardous occupations. This is especially so if it does not have the teeth to enforce the government's child labour laws or the official mandate to access and effectively converge efforts, resources and expertise of various agencies both in the public and private sectors. It requires a highly coordinated, multi-pronged and long-term approach with several levels/directions of intervention -- the child, his/her family, the community, the government and the non-government organizations.

2. Dumpsite scavenging is extremely hazardous for children. It exposes the children not only to physical risks and accidents but also to the long term effects of emotional, intellectual and social damage created by such hazardous work situation.

To effectively address the problem of child labour in hazardous occupations, two parallel actions have to be undertaken. The first one requires the clarification, operationalization and serious enforcement of the government's laws and policies on child labour. Concrete implementing guidelines and official mandates on the protection, regulation and elimination of child workers in the hazardous occupations, including those in the informal labour sector, have to be explicitly spelled out. This is especially important in the areas of child labour prevention, regulation and elimination.

The second action involves the need to converge inter-agency efforts for planning, coordinating and delivering direct services for child workers. The government should be definite on where child labour programmes should be lodged and on how these services can be effectively delivered to ensure concrete and immediate results on child worker protection, referral/placement and rehabilitation services.

It is extremely critical that these two parallel actions be synchronized and institutionalized to ensure a greater and sustained impact not only in trickles of communities and micro-projects but rather on a national scale.

SUMMARY OF RECOMMENDATIONS

1. On Policy Issues:

- a. The amended Philippine Labour Code prohibits the employment of children in hazardous occupation. However, its provision (Article 139) for such only covers child work situation where there is a defined employer-employee relationship (i.e. the formal labour sector). It is also unclear about the protection and regulation of child work brought about by self-employment (e.g. when children work on their own as in the case of scavenging) or upon the encouragement or forceful obligation of their parents.

The project recommends that the government looks into its legislative agenda on the overall issue of child labour. The existing laws on the prohibition of child labour require a thorough review and concrete amendments to clarify and remove confusing statements, to put forward a stronger and more explicit position regarding the protection, regulation, prohibition and rehabilitation of child workers engaged in hazardous occupations, not only in the formal but also in the informal labour sectors. A strong political will is critical in ensuring strict enforcement of the existing codal provisions.

- b. The Local Government Code maintains that the direct management and implementation of government programs and services should be devolved from the national government agencies to the appropriate local government units. In concrete terms this would mean that it should be the local government units which have the official and direct responsibility to ensure that appropriate programs and services are made available, extended to and sustained for the mass of child workers and their families throughout the whole country.

The project recommends that the following points be considered:

- i. The child labour intervention model developed by the project highlights the relevance of a comprehensive package of programs and services for the child workers and their families. In operational terms, the project has developed programs and services that cut across several local government jurisdictions. Breaking the model down into its component parts and assigning each program area among the different departments of the local government units without the advantage of an integrative system of direction and coordination may make the child labour intervention model lose its desired impact on the target beneficiaries. In other words, mechanisms should be reviewed and/or set up to ensure that the framework for integration of services be preserved and sustained.
- ii. The project's experience shows that standard and one-shot approaches to the problems of child labour are ineffective, and oftentimes counterproductive. Child workers engaged in hazardous occupations (e.g. scavenging) have special needs which require equally special responses. It is with such considerations that the project's child labour intervention model is designed.

To extend the coverage of and sustain the developmental impacts of this model, efforts are necessary along the institutionalization of the project's innovative approaches to education (learning), earning, health and nutrition, parental involvement and capability building of child workers' communities. The development and adoption of a national curriculum truly responsive and appropriate to the learning difficulties and learning styles of child workers should merit serious attention from the government. The same is true with the delivery and monitoring system of the government's social services, health and livelihood programs.

What is important is that the responses to child labour are not simply absorbed or assimilated into but rather accommodated and given special focus in the government's regular programs. In this regard, continued coordination and negotiation with the different line agencies of the government, the different departments of the local government units, the public elementary and high schools within the project area, the different non-government organizations working in the target community and all the agencies concerned is important to increase their awareness and understanding of the particularities of child worker situations.

- iii. The general concern of protection, regulation, prohibition and rehabilitation of child labour, especially in hazardous occupations, should be a priority in both the national and local development plans of the new (Philippine) administration.

While institutional linkages have been established in the course of project implementation, it is still critical that an official body be mandated to access and maximize existing government programs and services for underprivileged children as well as exercise a more definitive and concrete role in planning for and allocating resources for this clientele type.

Because the problem of child labour is deeply rooted to a number of bigger issues such as the lack of economic opportunities for the adult members of poor families, it is important that the national and local development plans of the government include specific items addressing the various factors (e.g. poverty, unemployment and underemployment, lack of basic social and health services, ineffective solid waste management, rising cost of living, low quality of education) that engender the issue of child labour in the country.

2. On Program Issues

- a. The project takes the SABANA to be the model for a community developmental response to child labour. It projects that by incorporating the SABANA, it will be able to sustain and institutionalize its efforts at building the capability of the beneficiaries themselves to actually manage and directly implement a child labour intervention project even at the level of the child workers' families and communities. Actions should be undertaken to ensure that the

SABANA will really develop into a functional, effective and self-help community-based organization.

This strategy will ensure that the trained community workers, parents and SABANA graduates will have the legal identity to enter into collaborative undertakings which aim to address the problems of child scavengers, or tap resources/services of both the private and public sectors. The present pool of community workers shall be the seed for a long term community development response to the problem of child scavenging.

The SABANA incorporators shall include the present line of SABANA/DIC community workers, representatives from the key SM-based NGOs, key officials of the concerned government agencies (such as the DOLE/NMYC and the City of Manila), and representatives of the parents. The Board of Directors will include representatives from the cooperating GOs, NGOs, and parents while the Executive/Implementing team will be composed of the present group of community workers reinforced by additional local staff recruited from the community, qualified SABANA graduates and interested parents.

- b. It will definitely take some time before a self-liquidating EARN project, strong enough to sustain a big number of child workers opting to leave their scavenging work, can be set in place. It is therefore crucial that continued funding for all the project activities be ensured, especially until the SABANA has already generated enough manpower strength and material/financial resources to operate on its own.
- c. Because child scavenging is only a small piece of the pie of the recorded statistics of child workers engaged in hazardous occupations in the Philippines, the project asserts the importance of a Phase II for institutionalization of the appropriate programs for and policies on child labour which will eventually cut through and offer potential contribution to the different projects and services for child workers engaged in hazardous occupations in various regions and provinces of the country.

Phase II will then complete the general framework of:

- i. developing and strengthening community-based initiatives for the protection, regulation and rehabilitation of child workers, at the same time with the efforts on
- ii. institutionalizing responsive and integrated programs and services, backed up by strong and definite laws, policies and enforcement mechanisms,

to make possible the prohibition of child labour in any form, minus the exceptions in the Philippines.

**III. PROJECT ACHIEVEMENTS AND FOLLOW-UP
PER TRIPARTITE REVIEW (TPR) RECOMMENDATIONS**

(April 1991 to date)

PROJECT ACHIEVEMENTS AND FOLLOW-UP PER TRIPARTITE REVIEW (TPR) RECOMMENDATIONS

April 1991 to date

TPR RECOMMENDATIONS

TO THE PROJECT

RECOMMENDATION # 1

THE DIC SHOULD BE CONTINUED AND ITS ADMINISTRATION SHOULD REMAIN WITH THE PROJECT TEAM UNTIL A SUITABLE COMMUNITY ORGANIZATION CAN BE FOUND.

Present Status

1. The Project negotiated with an external donor agency so that the DIC is assured of regular funding for its operations for the succeeding months.
2. The DIC management remained with the project team. The project's close linkages and networking with the different NGOs and GOs operating in Smokey Mountain has been very useful in facilitating systematic coordination and convergence of all available and existing programs (e.g. health and nutrition services) for child scavengers and their families.

The project team continues to provide technical assistance especially in the areas of financial management and monitoring, child development and overall action planning and implementation.

3. The project identified a pool of community workers who acts as the DIC team responsible in the field-based implementation of the child worker protection services. The DIC is headed by a community worker who functions as the DIC Coordinator, closely assisted by two community paramedic graduates, two parent assistants and a parent guard.

The DIC team has been in regular formal and informal training and capability building activities designed by the project, in partnership with other resource agencies, to upgrade and enhance the skills and competence of the local community staff in handling and managing a package of protective services for child scavengers and their families. Training sessions are scheduled every Monday. The activities for the day provide time for participatory discussions of accomplishments, problems encountered, recommendations, and plans. The technical staff maximize these sessions by catching moments wherein capability building may come in naturally so that teaching does not come in as enforcesive but rather as a non-threatening sharing session. This has been proven to be equally, and sometimes more, effective for community workers as compared

to the standard lecture-type training sessions. The project envisions that the present pool of the project's (DIC/ SABANA) community workers can be the incorporators of a community-based developmental response/ program for child workers in engaged in scavenging (i.e. the SABANA).

RECOMMENDATION # 2

THE SABANA SHOULD BE CONTINUED AND REINFORCED IN TERMS OF TRAINING OF ITS STAFF, IMPROVEMENT OF THE PHYSICAL FACILITIES AND SERVICES PROVIDED TO THE CHILDREN AND THE INSTITUTIONALIZATION OF ARRANGEMENTS FOR PLACING THE SABANA CHILDREN IN APPROPRIATE EDUCATIONAL, VOCATIONAL AND LIVELIHOOD PROGRAMMES.

Present Status

1. The SABANA was continued and reinforced in terms of the following:

- a. Staff Development and Training

Right after the Project Tripartite Review (TPR), the SABANA children's classes were suspended temporarily to provide time for the community workers to engage in intensive capability building activities. The months of June and July 1991 were devoted to the formal and informal staff development and training sessions particularly along the areas of creative pedagogy; organization development, art techniques and skills training and health education, among others. The suspension of children's classes also provided a break for the community workers from the daily routines of teaching and handling the SABANA children and a chance to review past experiences, reflect on the project's strengths and weaknesses and prepare for a more responsive package of learn, earn, health and parental involvement activities for the succeeding months.

- b. Improvement of Physical Facilities

The location of SABANA, right along the entrance of the access road to Bgy. 129 of Smokey Mountain, has been both very accessible to the child scavengers and their parents and strategic for field-based coordination and monitoring purposes. However, the space made available by the currently occupied three-door apartments at Rodriguez St., Balut, Tondo, Manila can not adequately accommodate all the simultaneous activities with the project beneficiaries.

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PER TRIPARTITE REVIEW (TPR) RECOMMENDATIONS**
(April 1991 to date)

PROJECT ACHIEVEMENTS AND FOLLOW-UP PER TRIPARTITE REVIEW (TPR) RECOMMENDATIONS

April 1991 to date

TPR RECOMMENDATIONS

TO THE PROJECT

RECOMMENDATION # 1

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The project team continues to provide technical assistance especially in the areas of financial management and monitoring, child development and overall action planning and implementation.

3. The project identified a pool of community workers who acts as the DIC team responsible in the field-based implementation of the child worker protection services. The DIC is headed by a community worker who functions as the DIC Coordinator, closely assisted by two community paramedic graduates, two parent assistants and a parent guard.

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RECOMMENDATION # 2

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Present Status

1. The SABANA was continued and reinforced in terms of the following:

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- b. Improvement of Physical Facilities

The location of SABANA, right along the entrance of the access road to Bgy. 129 of Smokey Mountain, has been both very accessible to the child scavengers and their parents and strategic for field-based coordination and monitoring purposes. However, the space made available by the currently occupied three-door apartments at Rodriguez St., Balut, Tondo, Manila can not adequately accommodate all the simultaneous activities with the project beneficiaries.

The project negotiated for the rental of the entire series of the five-door apartments to ensure that the children are provided with enough space for learning and earning activities as well as rest and recreation. Specific rooms were assigned for specific functions such as for food preparation and dining, artwork, non-formal education activities, t-shirt and paper production, vocational preparation, rest and recreation, research and tutorial, and staff administration. Provisions for equipment and security were also met.

c. Upgrading of SABANA Activities and Services for Children

The project team reviewed the existing programs and services and materials for children and designed a more workable but creative package of learn, earn, health and parental involvement activities.

The SABANA Learn Program offered special materials for the out-of-school youth (i.e. the SABANA Integrated Learning Kits) which blended the instruction of literacy and vocational preparation skills to fit the child scavengers' unique learning difficulties and varied learning styles. For the in-school children, the Learn program has established an even closer coordination with the public schools to further complement and enhance the learning opportunities offered to them in the formal education system. The community workers have been encouraged to use creative and learning-styles based teaching and facilitation of children's activities to make the learning process more effective, relevant and attuned to the needs of the children. Special learning materials for the in-school group have been likewise prepared:

The SABANA EARN program was beefed up by the procurement of additional production materials and supplies. Both the t-shirt and paper production and marketing process have been systematized and the monitoring mechanisms upgraded. Special trainings were tapped for the community workers to learn new skills and techniques related to artwork and recycled/ handmade paper production.

The number of children accommodated at the center totalled to 63 for the in-school group and 35 for the out of school group. Of these number, 26 children from the in-school group and 17 from the out-of-school group have been awarded certificates of recognition by the Project Team for their exemplary involvement/ participation in the SABANA programs/ activities.

d. Arrangements for Placing the SABANA Children in Appropriate Educational, Vocational and Livelihood Programmes

The project established a strong referral network among the different NGOs providing scholarship assistance to Smokey Mountain children to ensure that the in-school child scavengers are kept in school and the qualified and interested out-of-school youth are mainstreamed into the formal and/or technical-vocational training institutions. A special arrangement with the nearby NMYC satellite training centers was made for the immediate placement of SABANA II graduates intending to pursue a formal vocational training course.

2. An non-government organization (i.e. the Educational Research & Development Assistance [ERDA] Foundation, Inc.) was enlisted to provide technical administrative financial management support to SABANA.

RECOMMENDATION # 3

THE IGP FOR PARENTS SHOULD NOT BE INCLUDED WITHIN THE PROJECT SCOPE. BUT, IF THE FORTHCOMING STUDY OF THE ASIAN INSTITUTE OF MANAGEMENT (AIM) ON THE DYNAMICS OF THE RECYCLING INDUSTRY AND OPTIONS FOR DEVELOPMENT INTERVENTIONS DEMONSTRATE THE VIABILITY OF IGP FOR PARENTS, IT SHOULD BE DESIGNED AS A SEPARATE PROJECT.

Present Status

1. As per this recommendation of the TPR, the IGP for the parents has definitely not been included within the project's present scope.
2. The proposed study by AIM on the dynamics of the recycling industry is still pending although initial negotiations have already been conducted. The problem of recruiting research aides for data gathering had taken more time. The environmental factors also contributed to the delay plus the unsure extension of the project term after December 1991.

RECOMMENDATION # 4

THE TRAINING OF COMMUNITY WORKERS IN MANAGEMENT AND MONITORING, TEACHING TECHNIQUES AND TECHNICAL FIELDS (SUCH AS SCIENCE, MATHEMATICS, ARTS, VOCATIONAL PREPARATION) SHOULD BE STRENGTHENED.

Present Status

1. A formal training in project management was provided by the Educational Research and Development Assistance (ERDA) Foundation, Inc., an NGO, and to date the practicum component is still underway. SABANA children are off every Mondays to provide the community workers ample time for action planning regarding problem areas.
2. Three professional teachers were hired to handle the general education component of the SABANA out of school children.
3. A full time and a part time vocational trainers were hired to handle the vocational preparation programs.
4. The SABANA parateachers were sent on a formal training (Seminar Workshop on Teaching and Learning Styles & Strategies) conducted by the Education for All, Asia-Philippines [EFA-PA] whose advocacy is to promote a meaningful and effective education that is responsive to the varied styles and special needs of learners.

As a result of this, the community workers have been maximizing the use of various teaching modalities and creative learning exercises which the SABANA children enjoyed greatly. Impressed with SABANA's improvisations, the EFA-PA Learning Styles Counsellors contracted the SABANA parateachers to present in their succeeding seminars a demonstration of SABANA's application of the learning-styles based strategies for teaching working children. To date, the SABANA is in the process of finalizing arrangements with the EFA-PA Learning Styles Counsellors so that the SABANA will be the laboratory of learning styles for working children.

RECOMMENDATION # 5

INTER-AGENCY NETWORKING (NGOs AND GOs) SHOULD BE FORMALIZED AND SUSTAINED IN TERMS OF LONG TERM PARTICIPATION AND COMMITMENT.

Present Status

1. The project is now an active member of all cluster/sectoral NGO-GO cooperation groups in Smokey Mountain:

SM Health Coordinating Council
SM Education Cluster
SM Inter-Agency Committee

The project's inter-agency linkages have made definite strides towards the maximization of existing local resources and the systematization and coordination of the delivery of available programs and services for child scavengers.

It has been standard procedure that the community workers religiously attend the inter-agency meetings wherein they are able to update other agencies on SABANA work progress and to derive likewise information on status and program of the activities, programs and policies of other agencies. There has been an implicit agreement that constant coordination be maintained amongst these agencies as was clearly manifested during the SM fire on May 8, 1992 wherein the coordination and distribution of relief aid was effectively and systematically handled. The inter-agency networking efforts of the project has also been effective in the coordination and facilitation of scholarship/ sponsorship assistance for in-school child scavengers as well as the out-of-school who would like to go back into the formal education program.

2. A Memorandum of Agreement (MOA) was signed by the Secretary of the Department of Labor and Employment (DOLE) representing the DOLE- National Manpower and Youth Council (NMYC) and the City Mayor representing the City Government of Manila on November 19, 1991 in Taguig, Metro Manila. The MOA stipulated the mutual assistance and complementation of efforts, resources, technology and activities to:
 - a. maximize inputs to manpower development activities resulting to quality outputs;
 - b. establish a training and health center to cater to special needs of children and out-of-school youth of the Smokey Mountain, and
 - c. undertake an integrated program for children scavengers whose ages range from 7 - 16 years old and provide them with Functional Education, Vocational Preparation, Learn and Earn, Health and Nutrition, Parent Support Program through the SANAYAN NG MGA BATANG NANANAMBAKAN (SABANA).

RECOMMENDATION # 6

DOCUMENTATION WORK MUST STRENGTHENED (INCLUDING THE ESTABLISHMENT OF A DATA BASE) AND MADE PART OF THE REGULAR ACTIVITIES OF THE PROJECT. IT SHOULD ALSO BE LINKED UP WITH THE MONITORING SYSTEM.

Present Status

1. A computer specialist was hired to work on the establishment of data base.
2. Upon the transfer of the project to the NMYC, the chief of Research & Planning Division of the NMYC- NCR was commissioned to set up the monitoring system.
3. As a result of the capability building activities conducted by the ERDA for the community workers, and with the regular technical input and supervision of the project team, the SABANA and the DIC staff are now using standard forms and guidelines for weekly reporting of accomplishments and plans.

RECOMMENDATION # 7

ADVOCACY AND PUBLIC AWARENESS CAMPAIGNS ON CHILD LABOUR SHOULD BE REINFORCED AT ALL LEVELS.

Present Status

1. The Project conducted various activities to raise the consciousness of the parents and the community, the different GOs and NGOs, the general Filipino public as well as the international agencies on the problems of child workers engaged in scavenging. These activities included the conduct of:

regular parents meetings

periodic consultations and meetings with GOs and NGOs working in Smokey Mountain as well as with the teachers and principals of the nearby public elementary and secondary schools

close coordination with the Barangay officials and concerned local government personnel assigned in Smokey Mountain

orientation sessions and inter-agency workshop conferences on the issues and concerns of working children

presentations and exclusive media coverage such as feature stories about children workers engaged in scavenging in both print and broadcast media

photo exhibits

advocacy in private/ sectarian schools of Metro Manila through role playing and demonstration teaching of the CWs in several Learning Styles Seminars to highlight the issue of education and children in hazardous work

2. The Project also staged a musical play, produced and performed in by the child scavengers themselves under the expert supervision of the Philippine Educational Theater Association (PETA), to saturate SM with positive campaign that encourage the parents and the community to protect, not exploit, their children.
3. The SABANA was featured in a weekly TV news program for children (i.e. ABS-CBN Junior TV Patrol) on the theme "Bata: Pag-asa ng Bayan" (Children: Hope of our Nation).

RECOMMENDATION # 8

REVISE THE WORKPLAN (APRIL TO AUGUST 1991) AND POSTPONE THE ACTIVITIES WHICH HAVE JUST STARTED OR ARE PLANNED FOR THE CURRENT PHASE (I.E. PLANNING AND ACCOUNTING ASSISTANCE TO NGOS AND COMMUNITY GROUPS/ PEOPLE'S ORGANIZATIONS, REVIEW OF EXISTING LEGISLATIONS, ORGANIZATION OF MEETINGS FOR FORMULATION OF AN OVERALL ACTION PLAN FOR THE SMOKEY MOUNTAIN COMMUNITY AND FELLOWSHIP AND INTERNATIONAL TRAINING OF KEY COUNTERPART STAFF). THE RELEASE OF FUNDS SHOULD BE USED FOR THE ON-GOING SABANA ACTIVITIES.

Present Status

1. The workplan was revised (see attached) and was used to give directions in project implementation.
2. All activities in the previous workplan that have been recommended for postponement were postponed.
3. Releases of funds were centered to SABANA activities.
4. The project has concentrated its resources to focus on and enhance the core children's programmes, namely the Child Worker Protection (through the Drop-In Center [DIC]) and the Child Worker Rehabilitation (through the SABANA) and the necessary support activities under the Capability Building, Advocacy and Public Awareness and Research Components.

FOR FOLLOW-UP

RECOMMENDATION # 1

THE MISSION TEAM RECOMMENDS THAT THE DOLE AND THE ILO JOINTLY FORMULATE A SUMMARY PROJECT OUTLINE (SPROUT) OF PHASE II FOR SUBMISSION TO DONORS:

Present Status

1. Recommendation No. 33 of the TPR Report was approved and adopted by the DOLE. The DOLE/NMYC-NCR acts as the counterpart implementing agency up to this date.
2. A representative from the Hague, Netherlands was sent to the Philippines on November 1991 for a mission inspection. He was met by the SMAT in a dinner meeting for briefing/orientation and updates.
3. A Summary Project Outline (SPROUT) for Phase II was prepared and submitted to the Dutch Government for funding. However, the request for the continuation of Dutch funding did not receive a favorable response. The project is now awaiting official advice on the directions it should take concerning Phase II. Meanwhile, the project has continued its regular operations of the core SABANA activities with the funding assurance of the ILO Headquarters in Geneva.

RECOMMENDATION # 2

PHASE II SHOULD FOCUS ON:

- A. *ACTIVITIES WHICH COULD NOT BE IMPLEMENTED BEFORE AUGUST 1991. THESE CONCERN THE STRENGTHENING OF SABANA I AND II, THE TRAINING OF COMMUNITY WORKERS AND COUNTERPART STAFF IN MONITORING AND MANAGEMENT, AND THE INSTITUTIONALIZATION OF INTER-AGENCY NETWORKING AND SETTING-UP OF A MONITORING SYSTEM AND A DATABASE FOR DOCUMENTATION;*
- B. *REPLICATION OF THE PROJECT STRATEGY IN ONE OR TWO OTHER CHILD LABOUR SITUATIONS IN SELECTED REGION/S, AND*
- C. *BUILDING THE CAPACITY OF THE DOLE IN CONSOLIDATING CRITICAL MASS OF INFORMATION BASE ON DEMONSTRATION EFFECTS AT FIELD LEVEL AND IN POLICY FORMULATION ON CHILD LABOUR IN HAZARDOUS OCCUPATIONS.*

PHASE II WILL CONTINUE TO BE A MIX OF DIRECT SUPPORT (TO REPLICATE PROJECT STRATEGY) AND CAPABILITY BUILDING (TO FORMULATE POLICIES ON CHILD LABOUR).

Present Status

1. The SPROUT for Phase II was designed to cover all the activities which could not be implemented before August 1991 such as the beefing up of SABANA, the capability building of the community and the DOLE in project monitoring and management, the setting-up of a database for documentation and monitoring and the institutionalization of inter-agency networking efforts for sustainability of project activities and services.
2. Phase II is still under negotiations with other possible donors or for other available funding arrangements.
3. A planning workshop to be participated by concerned groups from the GOs, NGOs, ILO and the community, is scheduled upon official approval of Phase II to formulate an Action Plan that will ensure that the TPR recommendations are incorporated.

RECOMMENDATION # 3

DURING THE REMAINING PERIOD OF THE PROJECT, THE FOLLOWING INITIATIVES AND MEASURES ARE RECOMMENDED:

- A. *APPOINT A NEW COUNTERPART IMPLEMENTING AGENCY;*
- B. *UNDERTAKE FORMAL NEGOTIATIONS WITH THE DECS, DSWD, NMYC, DOH, OSHC AND THE CITY OF MANILA REGARDING INSTITUTIONAL ARRANGEMENTS FOR PHASE II;*
- C. *ARRANGE FORMAL MEETINGS WITH RELEVANT DOLE OFFICES;*
- D. *CONDUCT MONTHLY MEETINGS OF SMAT;*
- E. *REVIEW GOVERNMENT COUNTERPART INPUTS (FINANCIAL, MATERIALS, MANPOWER, PHYSICAL) ESTIMATED AT P1.5M FOR 1991 AND ALLOCATE THESE TO COVER COSTS DURING THE LAG PERIOD (I.E., BETWEEN SEPTEMBER 1991 AND START OF PHASE II);*
- F. *ESTABLISH NECESSARY LOGISTICS (FINANCIAL, STAFFING, PLANNING) FOR PHASE II;*
- G. *DRAFT A SUMMARY PROJECT OUTLINE FOR PHASE II FOR SUBMISSION TO DONORS.*

Present Status

1. The DOLE-NMYC/NCR was appointed to be the counterpart implementing agency.
2. A Memorandum of Agreement (MOA) between the City of Manila and the DOLE-NMYC was signed on November 1991. The two agencies have mutually agreed to maximize inputs to manpower development activities resulting to quality outputs, establish a training and health center to cater to special needs of children and out-of-school youth of the Smokey Mountain, and undertake an integrated program for children scavengers whose ages range from 7-16 years and provide them with Functional Education, Vocational Program through the SANAYAN NG MGA BATANG NANANAMBAKAN (SABANA).

However, enforcement of those contained in the MOA are pending due to change of administration. Orientation/negotiation with the newly elected City Mayor (Gen. Alfredo Lim) has to be established,

3. During the project implementation under the new counterpart implementing agency (DOLE-NMYC), a number of SMAT meetings were held.
4. The GOP has allocated a total budget of PHP 1,187,679.00 as the Philippine government's counterpart funding for 1991 for the Pilot Project on Child Workers Engaged in Scavenging in Metro Manila. From this GOP counterpart fund for 1991, PHP 1M was allocated to building construction. Delays in the construction was due to the May 11 elections. The DOLE-NMYC has yet to wait for a council resolution from the City of Manila prior to construction.
5. The SPROUT for Phase II has been drafted and submitted. However, negotiations are still underway regarding the funding source for Phase II.
6. Financing, staffing, planning for Phase II are contained in the SPROUT. Details of these were to be worked out in a joint Planning Workshop upon official approval and official assurance for funding of the Project Phase II.

TO THE ILO

RECOMMENDATION # 1

ON THE BASIS OF THE LESSONS DRAWN FROM THE PROJECT, IT IS RECOMMENDED THAT:

- A. THE DESIGN OF FUTURE PROJECTS SHOULD BE IMPROVED BY INCORPORATING A PREPARATORY PHASE,*
- B. INSTITUTIONAL CAPABILITY SHOULD BE ASSESSED CAREFULLY BEFORE DESIGNING A PROJECT AND AGREED INSTITUTIONAL ARRANGEMENTS (INCLUDING JOB DESCRIPTIONS OF ALL PARTNERS CONCERNED AND ORGANIZATIONAL STRUCTURE) SHOULD BE UNDERTAKEN.*

Present Status

1. Taking off from the project's practical experiences during the initial stages of implementation, the project team coordinated closely with the NMYC-NCR to ensure that institutional arrangements (including the delineation of functions between ILO and NMYC field staff) are clarified before the actual action and manpower planning, tasking and direct involvement of the NMYC-NCR personnel in the Smokey Mountain activities.
2. A Summary Project Outline (SPROUT) for Phase II was developed and prepared, taking into consideration the TPR recommendations on the conceptualization and development of future projects. The multi-phased approach shall consist of the following:
 - a. a Preparatory Phase (6-8 months) during which period the preparation of the project document should come in. This phase shall ensure that the necessary groundwork, linkages and preparatory activities to identify, select and focus on the project strategy that should be adopted are undertaken, and
 - b. a series of Implementation Phases which shall carry a common development objective (i.e. "to contribute to the protection of children at work in general and the adoption of measures aimed at the elimination of child labour in hazardous activities in particular").
3. The Project Phase II has been designed to attain the following two immediate objectives:
 - a. "consolidation of demonstration effects and setting up of critical mass of information for policy making", and

- b. "strengthening of the institutional capacity of DOLE in replicating the project model/strategy and creating the critical mass of information for policy making".
- 4. A Project Phase III is envisioned to carry the following objectives:
 - a. "adoption of policy guidelines on the effective abolition of child labour".
 - b. "strengthening the institutional capacity of DOLE in policy making".

Under each phase, the project has a dual primary function which are:

- a. direct support to action programmes at community level (for demonstration effects of the replicable model) and
- b. institution building of the DOLE (for replication of the model and policy making on child labor).

RECOMMENDATION # 2

AS THE REMOVAL OF CHILD LABOUR FROM HAZARDOUS OCCUPATIONS SUCH AS SCAVENGING IS A LONG TERM PROCESS, IT IS RECOMMENDED THAT THE PROJECT SHOULD FORMULATE AND DESIGN A MULTI-PHASED PROGRAMME RATHER THAN A SINGLE MULTI-PURPOSE PROJECT. IT IS PROPOSED THAT SUCH A PROGRAMME BE CONSISTED OF THE FOLLOWING --PHASE (WHERE EACH PHASE SHOULD CORRESPOND TO A PROJECT DOCUMENT):

- a. Preparatory Phase: Resource mobilization data gathering and model/strategy testing.
- b. Phase I: Identification and assignment of appropriate counterpart staff; and direct support for demonstration effects of the model/strategy;
- c. Phase II: Replication of the model/ strategy and capability building;
- d. Phase III: consolidation of critical mass of information and policy formulation.

Present Status

The different activities on resource mobilization, data gathering and model/strategy testing (Preparatory Phase) as well as the identification and assignment of appropriate counterpart staff and the direct support for demonstration effects of the model/strategy (Phase 1) have actually been the focus of the project's PHASE I (Pilot Phase).

Activities related to the replication of the model/strategy and capability building (Phase 2) and the consolidation of critical mass of information for policy formulation (Phase 3) are contained in the Summary Project Outline (SPROUT) that has been prepared for PHASE II (Program for Children in Hazardous Occupations: Expanded Child Scavengers Project--Institutional Development and Policy Formulation).

RECOMMENDATION # 3

THE ILO SHOULD BE MORE FLEXIBLE AND MAKE SPECIAL EFFORTS TO ASSIST THE PROJECT TEAM IN COMPLYING WITH THE ILO FINANCIAL AND ADMINISTRATIVE PROCEDURES. THIS IS NECESSARY IN VIEW OF THE INNOVATIVE MODALITY OF PROJECT EXECUTION.

Present Status

1. The daily operational expenses have been covered through the petty cash. The External Collaboration (EXCOLs) Contracts of the project staff performing consultancy and technical functions have been executed, more effectively monitored and the payments regularly facilitated. To ensure that the community workers are issued their monthly payments on time, a Subcontract agreement has been effected with an NGO which will provide financial and administrative backstopping for the project.
2. Guidelines on ILO personnel and financial procedures were provided thru a project orientation conducted by the former ILO Manila Administrative/ Finance Officer, Mr. Pedro Salazar.

TO THE DOLE

RECOMMENDATION # 1

THE PROJECT IS RECOMMENDED TO BE MOVED TO THE NATIONAL MANPOWER AND YOUTH COUNCIL (NMYC) FOR THE FOLLOWING REASONS:

1. The project aims to remove children from hazardous work. One of the major thrusts of the project, as exemplified by the SABANA, is to provide working children with the necessary support to enable them to have better access to educational and training programmes. Educational expansion is known to have a significant impact on the incidence and extent of child labour. Studies also indicate that it is important that education and training programmes are responsive to the needs of those concerned and are designed so that they are clearly related to job opportunities and higher earnings in the future. The project therefore views education and vocational training as the most important instrument for combatting child labour in hazardous occupations such as scavenging. While the project provides protective services (for children still scavenging full-time) and income-generating alternatives, its basic orientation is neither welfare nor poverty-alleviation.
2. The NMYC has programmes and experience in vocational preparation which includes basic literacy and numeracy. Previously, it had carried out such programmes for children below 15 years of age. Placing the project in NMYC would also facilitate the collaboration with the Department of Education, Culture and Sports (DECS) as DECS is a member of NMYC's council. It is important to note that policies concerning education and training have direct implications for policies and programmes on child labour. Finally, the NMYC as an "attached" agency could facilitate collaboration within the DOLE as well as with other Government agencies. Its own regional offices could also encourage and expedite the replication of the SABANA model at provincial and local levels.

Present Status

1. The ILO Director for Manila sent a formal letter with the TPR Findings and Recommendations to the DOLE Secretary.
2. The Mission Team presented the findings and recommendations in a meeting attended by the:

*First Secretary of the Dutch Embassy,
ILO Director for Manila,
DOLE Undersecretary for Workers Protection,
a NEDA representative,
DOLE-BWYW Director, and
ILO Expert*

3. The DOLE Secretary formally accepted the TPR Findings & Recommendations and issued a Department Order No. 15 Series 1991 to the NMYC Director General officially transferring the management of the project from the Bureau of Women and Young Workers to the National Manpower and Youth Council.
4. In August 1991, the Project was formally moved to the NMYC.

The NMYC-National Capital Region was commissioned by the Director General to be responsible in the project implementation.
5. The Regional Director of the NMYC-NCR was officially designated as Deputy Project Director. The NCR Regional Director, in turn, immediately identified two full-time NMYC-NCR staff to work in Smokey Mountain as the DOLE counterpart-Project Director and Field Operations Officer respectively. The NMYC-NCR also made available its Division Heads for Administration, Research.

RECOMMENDATION # 2

THE MISSION TEAM RECOMMENDS THAT THE SMOKEY MOUNTAIN ADVISORY TEAM (SMAT) BE ENLARGED AND COMPOSED OF THE FOLLOWING:

*THE DOLE UNDERSECRETARY FOR WORKERS WELFARE,
THE DOLE UNDERSECRETARY FOR EMPLOYMENT,
THE NMYC DIRECTOR GENERAL
THE ILS EXECUTIVE DIRECTOR
THE BWYW DIRECTOR
THE GOP-NATIONAL PROJECT DIRECTOR
THE ILO-PROJECT COORDINATOR
REPRESENTATIVES FROM THE DECS, DSWD, AND DOH*

LIKEWISE, THE SMOKEY MOUNTAIN IMPLEMENTATION TEAM (SMIT), HEADED BY THE FIELD OPERATIONS OFFICER (FOO) AND COMPOSED OF ALL FIELD STAFF, SHOULD BE MAINTAINED.

IN ADDITION, REGULAR MEETINGS OF THESE TWO TEAMS SHOULD BE HELD ONCE A MONTH.

Present Status

1. The SMAT composition was reorganized to compose of the:

*NMYC Director General,
NMYC Cluster Head for Policy and Program,
NMYC Regional Director,
ILS Executive Director, and
BWYW Director.*

The City Mayor representing the City Government of Manila was likewise recruited as member of the SMAT.

2. The SMIT was organized to compose of the all the project funded technical staff/specialists and the GOP counterpart staff, both full-time and part-time). It includes:

The ILO Project-Funded Staff
The National Project Coordinator
The Child Development Specialist
The Education Specialist
The Community Workers

The GOP Counterpart Staff
The National Project Manager
The Field Operations Officer

RECOMMENDATION # 3

SINCE THE BEGINNING OF THE PROJECT IMPLEMENTATION, THE GOP COUNTERPART FUNDS, VOLUNTEERS, AND THE PROJECT FACILITIES HAVE BEEN PAID BY THE PROJECT FUNDS. THE MISSION TEAM RECOMMENDS STRONGLY THAT THESE COSTS SHOULD BE REIMBURSED AND USED FOR THE TRANSITIONAL PERIOD BEFORE PHASE II.

Present Status

1. The core project activities during the transitional/bridging period covering January 1992 to date is actually being financed by the ILO Headquarters in Geneva.
2. Usage of the Government funds are as follows:
 - a. The allocation of PHP1M for the building construction at the SM site was officially transfered from the DOLE-BWYW to the NMYC-NCR. Negotiations with the Local Government Unit (LGU), i.e. the City of Manila, took place immediately to expedite construction of the planned Training and Health Center for the Smokey Mountain child scavengers. However, the actual construction was delayed because of the May 11 national elections.

- b. Three support staff were hired by the NMYC-NCR to assist in the setting up of the project data base and monitoring system under the supervision of the Chief of the NMYC-NCR Research and Planning Division. Contracts of said staff terminated in December 1991. No replacement was named.
3. The allocation for the rental of the five door-apartments continBFS[ced by the project funds because the landowner is partial against effecting a contract with a government agency. The GOP allocations for rental of building facilities was realigned to cover and provide for the supplies and materials.

RECOMMENDATION # 4

GIVEN THAT THE UNICEF AND THE ILO HAVE A SHARED CONCERN ON CHILD LABOUR, IT IS RECOMMENDED THAT CLOSE COLLABORATION BETWEEN THE TWO UN AGENCIES BE ESTABLISHED AND SUSTAINED. TO FACILITATE THE COORDINATION OF THEIR CHILD LABOUR ACTIVITIES, IT IS RECOMMENDED THAT THE UNICEF AND THE ILO ENSURE THAT THEY ARE MUTUALLY INVITED TO BE MEMBERS OF THEIR RESPECTIVE ADVISORY COMMITTEES.

Present Status

Collaboration between the two UN agencies has been initially established as the project ensured that the UNICEF Project Officer for Child Labour Programmes is always invited and/or represented in the different meetings/conferences convened by the project. The UNICEF and the ILO has maintained close communication and regular coordination.

IV. OUTLINE OF PROJECT DOCUMENT

OUTLINE OF PROJECT DEVELOPMENT

In its 35 months of operation, the project has moved through five distinct phases, each with its own set of activities and focus.

Phase 1: Resource mobilization and data gathering

(August - November 1989)

The first task was to identify resources and mobilize them for the Project from (a) government, (b) non-governmental organizations (NGOs), and (c) the formal and informal groups indigenous to Smokey Mountain. An initial idea of the strategies we would use came from assessing which approaches had been tried by others, seeing what was working and what had failed. Most important, since Smokey Mountain is an extremely difficult community to penetrate and work in, this phase laid a foundation of rapport with the community and knowledge of its dynamics that facilitated all subsequent work.

Accomplishments

During Phase 1, BWYW-Research Division conducted a preliminary survey of Smokey Mountain organizations; a Community Conference was held of the leaders of these groups to identify needs and strategies regarding children from the community perspective; two workshops culminating in an NGO Conference were held of all NGOs working in Smokey Mountain that led to formation of the "Alliance" and working groups in health, education, and livelihood; other government agencies (Departments of Social Welfare, Education, Health) assisted in planning activities for the project; a Workplan, Budget, and Organization Plan was drafted.

Phase 2: Testing strategies and beneficiary selection

(December 1989 - March 1990)

We next identified a variety of possible interventions which had potential for removing children from scavenging and either conducted feasibility tests or implemented them on a trial basis with a limited number of beneficiaries. We used these trial activities also as a base from which to get detailed information on our target group (attitudes, family economy, number of children scavenging) and to draw the first batch of children into the program.

Accomplishments

During Phase 2, a Drop-in-Center was set up and protective services provided to 250 children; training was provided for community leaders to prepare them for project work; a survey of all Smokey Mountain children was conducted; test programs were started for parents of scavenger children in high-speed sewing and hob placement, and a (socioeconomic) baseline was made on 165 children.

Phase 3: **Definition of model and implementation**

(April - June 1990)

Of the interventions tested, we selected the most promising and organized them into a program called the SABANA. Children were selected through the Drop-in-Center and participated in a summer art training program sponsored by the Cultural Center of the Philippines. Art projects proved popular and the SABANA "model" began to take shape.

Accomplishments

During Phase 3, the Drop-in-Center was staffed, funding secured through an NGO, and a community group prepared to take over management; tetanus vaccinations were given to 410 scavengers; baselines on health, educational level, aptitudes and attitudes were conducted on the SABANA children; SABANA I was operational with 28 in-school children attending and no longer scavenging.

Phase 4: **Re-Assessment**

(July - October 1990)

Concerned about the scope of the project given its short time frame, conditions at the site, and staffing, the project had requested a "Midterm Assessment." The Assessment team determined that the SABANA was a suitable model, although its targets should be reduced from 500 to 150 children, the project organizational structure should be simplified and field-based, and that two components of the project -- community organization and adult income generating projects -- should be de-emphasized. Later, the project advisory group decided to reinstate the adult program if sufficient staff could be found.

Accomplishments

During Phase 4, a Planning Workshop was held including all field and office-based staff connected with the project; the workplan was revised; publications, audio-visuals and 4 research studies were reduced; 3 parents groups were formed; SABANA I expanded to 48 children.

Phase 5: SABANA expansion and consolidation

(November 1990 - February 1991)

Concerned that the SABANA model would not be fully tested until a program was established for the children whose families depended on their income (the "hard-core" scavenger children), SABANA II was established for out-of-school youth. The resource networks which had been built up from the first phase of the project had reached the point where they were ready to take responsibility for portions of the project: the SABANA administration was taken care of by the Educational Research and Development Assistance (ERDA) Foundation, Inc.; a community organization (Smokey Mountain Health Coordinating Council) took the SABANA health programs; a government agency (NMYC) took SABANA II vocational training and income generating programs. Although interest continued to increase, enrollment was kept on hold while major program elements (curriculum development, marketing, school relations, staff training was strengthened). A Tripartite Evaluation is being conducted to assess the concept and organizational strategy of the project for replication elsewhere and to determine future directions for the project.

Accomplishments

During Phase 5, SABANA II was started with 28 out-of-school children; formal linkages were negotiated with other agencies; a major survey of health hazards and their effect on child workers began; a series of planning meetings culminated in a detailed action plan and agreements on project strategy.

Phase 6: Tripartite Evaluation

(March 1991)

The purpose of the evaluation was to review the accomplishments of the pilot project and examine its options for the future. For two weeks, the Mission Team observed the project at work and conducted interviews both at the field site and with the primary partner agency, the Bureau of Women & Young Workers. Due to time constraints, first priority for interview were those individuals who were instrumental in the design and direct implementation of the initial programs. The original project design was found neither suitable nor feasible during the project implementation due to several internal factors, the objectives of which are too ambitious given the difficulty and complexity of the situation in Smokey Mountain as well as other political, institutional and environmental and socio-economic factors.

Accomplishments

The Mission Team concluded that the project is relevant, its strategy feasible, replicable and sustainable based on the positive demonstration effects. The project was recommended to be extended for another Phase (Phase II) for consolidation and replication in other child labor situations.

Phase 7: **Transition/Implementation of the TPR immediate follow-up** (June 1991 to July 1991)

The National Manpower and Youth Council (NMYC) took over as the new counterpart agency. This move was seen strategic rather than politically motivated due to the new thrust of the project - to provide working children with the necessary support to enable them to have better access to educational and training programmes. Capability Building on the part of the community workers was strengthened thru in-house trainings. SABANA was temporarily suspended to give way to changes.

Accomplishments

Trainings for the community workers were conducted to strengthen their capabilities. A new administrative office at NMYC Taguig was put up for the project staff while at the field office there has also been a physical transformation from two to five apartment units.

Phase 8: **Re-Opening of SABANA** (August 1991 to December 1991)

The completion/improvement of the Field Office premises added vigor to the project staff and the community workers to re-open SABANA. Thus, once again SABANA was opened with more kids.

A Planning Workshop was participated in by all ILO-project and counterpart staff.

There was a Mission by a representative from the Hague.

Accomplishments

With the re-opening of SABANA, the programs were more defined due to increased capabilities of community workers, thus resulting to an increase in the enrollment of beneficiaries. Vocational preparation program for the out-of-school beneficiaries benefitted 30 out-of-school scavenger children.

V. HIGHLIGHTS OF ACCOMPLISHMENTS

(August 1991 - June 1992)

HIGHLIGHTS OF ACCOMPLISHMENTS

(Ending June 1992)

COMPONENT I: CHILD WORKER PROTECTION

A. Progress by Indicators of Programs/Activities

1. Health Program

First Aid & Referrals

Output: 227 children treated, 1/91 to 6/92

Anti-Tetanus Vaccination

Output: 573 children vaccinated (ages 7 to 15), 1/91 to 6/92; 610 at risk (all ages)

Environmental & Health Study

Output: 6 CWs/ paramedics actively participated in the data gathering of the study

245 children surveyed re: socio-demographic information

207 children given physical/medical/nutritional examinations and provided the necessary feedback and follow-up

a workshop conference held on 26 May 1992 at the Hotel Ramada Manila with 26 participating agencies composed of the Smokey Mountain Advisory Team (SMAT), government agencies (national & local), Smokey-Mountain based non-government organizations (NGOs) & people's organizations (POs), press people, representatives of ILO, WHO, UNICEF & GTZ to discuss the results of the Health Study

a printed material on the results of the study and the proceedings of the workshop conference

2. Drop in Center

Feeding Program

Output: 3,335 lunches served, 1/91 to 6/92; 30 average daily number of children regularly availing of lunch, 1/91 to 6/92

two mothers acting as parent-assistants are mobilized for food preparation and service on a daily basis.

Water Services

Output: 50 gallons made available daily for drinking and washing, 1/91 to 6/92

Shelter

Output: a makeshift service station (tent-style) was set up immediately after the original center was first burned and later demolished together with the community chapel at the top of the dump by orders from the City of Manila

3. Recreation Program

Field Trips

Output: 13 field trips, 1/91 to 6/92; 212 cumulative attendance in all field trips conducted

Weekend Socials

Output: 12 children socialization activities, 1/91 to 6/92

Daily Children's Activities

Output: regular supervised games, sports, children's huddles, story-telling sessions and creative activities conducted daily

4. Child Scavenger Data Base

Registration

Output: 1,300 cumulative count of child scavengers registered at the Drop-In Center, 1/91 to 6/92; 85 average daily registration

Intake

Output: 900 child scavengers with complete basic information sheet

Documentation/Observation

Output: 117 case reports filed for referrals

B. Constraints

- I. The importance and value of a serious child worker protection component in the overall child labor intervention program can no longer be argued. However, debates continue regarding the role, function and relevance of the Drop-in Center vis-a-vis the Pilot Project, especially along the efforts of cost reduction, human resource management and over-all project planning and implementation.

These debates and questions, though well-meaning, have never failed to create among the field staff a climate of low morale, frustration and disappointment about the priorities of outside planners and managers who are working only on second hand information about the needs and problems of child workers in hazardous occupations.

2. While the DIC maintains a very strong working relationship and linkage with various service agencies providing assistance to the Smokey Mountain community, problems in coordination and prioritization of targets and activities among these agencies often times get in the way of what could have been a more systematic convergence and impartial delivery of services to all target beneficiaries.
3. Even as the DIC prides itself on its strategic location as a service station which is very accessible for children working at the dump, it still is unhygienic and hazardous as a full-time work environment for the community workers assigned to operate and man the Drop-In-Center regular activities.
4. As the DIC requires hard work, commitment and even risk-taking from its staff and with the reality that the DIC staff are all community residents who also have to meet their own basic needs for survival and security, it is but understandable that there is turn-over of staff.

The rate of turn-over of staff meant a serious need for a corresponding effort and investment to recruit and train new staff and/or second liners for the DIC operations.

5. Not only does the DIC have to maintain a peaceful and non-confrontational coexistence with the dumpsite personalities such as some buyers, parents and adult scavengers who encourage more and more children to work at the dump, the drug addicts, dumpsite gangsters, fraternities and even some barangay officials which may directly or indirectly offer counterproductive activities for the children, the DIC has to worry as well about the general safety and security problem in the community.

The original center was gutted down by a dumpsite fire in the middle of the night in January 1992. The DIC transferred its services to the nearby chapel. This alternative arrangement, however, was short-lived as only a few weeks since the DIC occupied the chapel, the City of Manila ordered that the two buildings at the top of the dump be demolished for lack of available space for dumping in the community. A DIC makeshift service station was set up in an alternative spot at the dumpsite. The DIC staff was working on their temporary service center when another and a much bigger dumpsite fire affected Smokey Mountain again. This meant that the staff had to double their time and energy to respond to the affected child scavengers and their families.

COMPONENT II: CHILD WORKER REHABILITATION

The Integrated Program for the Children
Sanayan ng mga Batang Nananambakan (SABANA)

A. Progress by Indicators of Programs/Activities

I. SABANA I: In-School Children

Physical Facilities

Output: one door (apartment) occupied, maintained and equipped for SABANA I activities

one door set up as the Learning Resource Center (LRC) and equipped with elementary and high school textbooks, reference materials and educational toys & games; the LRC is available for use of both the SABANA I and II children and the community workers

Learn Program

Output: educational materials (for this special type of working children) developed

a total of 89 scavenger children were referred by the Drop-in Center staff, and a total of 63 stayed with the the program (50 children at the elementary level and 13 in high school)

41 children regularly attending
16 irregulars
6 drop out

school coordination thru school visits conducted by the community workers on a monthly basis

attendance/grades in the schools where the children are enrolled are monitored and showed positive significant change

18 exposure trips were conducted
2 on-the-spot painting contests participated in
1 community sportsfests joined in
2 children's campings (c/o the Philippine Educational Theater Association)

2 off-Smokey Mountain invitational children's activities participated in (such as Nayon ng Kabataan Activities c/o Nayong Pilipino)

a Children's Theater Production Workshop supervised by the Philippine Educational Theater Association (PETA)

indoor and outdoor sports activities during summer

Earn Program

Output: a professional artist tapped to provide weekly trainings on drawing/ painting to the SABANA kids

the T-Shirts project operational:

1,541 silk screen/handpainted t-shirts produced
P128,366 sales

other earn project introduced: paper beads production

2. SABANA II: Out-of-School Children

Physical Facilities

Output: two doors (apartment) occupied, maintained and equipped for the SABANA II activities

Learn Program

Output: 35 scavenger children admitted, 8/91 to 6/92

3 professional teachers from nearby public school recruited to hold classes on functional literacy and numeracy and remedial classes in basic school subjects on a daily basis

SABANA Integrated Learning Kit (SILK) on Masonry, Carpentry, Sheet Metal developed and used

school coordination re: PEPT in progress.

17 out of the 35 admitted were awarded the SABANA certificates of recognition for their exemplary participation/ involvement in the SABANA out-of-school program

the 17 awardees opted to go back to school for SY 1992-1993; re-entry in to the formal schools facilitated thru school coordination, social preparation and scholarship assistance c/o NGO scholarship providers

Vocational Preparation: 9/91 to 3/92

35 children attended a simplified vocational preparation program, i.e. introduction to the terminology, tools, basic skills, materials, and products of carpentry, sheetmetal and masonry

4 exposure trips and film showing held to introduce the different vocational trades

samples of the products per trade are exhibited at the SABANA Learning Resource Center

two children decided to enter the regular vocational training of NMYC and are now enrolled in the nearby vocational satellite center

Earn Program

Output: an operational recycled/handmade paper project
equipment procured

4 trainings for children conducted on paper making and
product development

two community workers participated in a one-week training
for handmade paper producers

SABANA participation in the annual exhibit of the Department
of Trade & Industry (DTI); the Philippine President Corazon
Aquino visited the SABANA booth and congratulated the
children and community workers for being the only producer
of handmade paper out of recycled waste paper.

handmade paper products include cards and envelopes,
special size paper for the art work of the younger children
159 doz. cards/envelopes produced
75 special size paper

3. Health & Nutrition

Physical Facilities

Output: one door (apartment) designated, maintained and equipped
to be the SABANA canteen/ dining and washing area for the
children

Daily Supplementary Merienda

Output: 75 average number of children availing of "merienda"
(snacks) daily (i.e., 45 SABANA I children; 30 SABANA II
youth)

Health Monitoring

Output: monthly physical/ medical check up conducted thru
the SM Health Center; necessary medicines provided

all SABANA children including their families registered as members
of the Drug Cooperative of the Smokey Mountain Health
Coordinating Council (i.e.; 45 SABANA I children and 30 SABANA II
youth); the project paying for the monthly dues

4. Parental Support and Involvement

Output: a contract of cooperation between the parents & the project
was established and enforced; the contract includes:

- * permission of the parents to let their child attend in the
SABANA activities regularly, and
- * enlistment of their assistance to ensure that the children
will not go back to scavenging

SABANA I:

4 parents meetings held
6 parents classes held

26 children with their parents awarded the SABANA certificates of recognition for exemplary participation/cooperation (e.g. regular attendance and quitting scavenging for the last two years, June 1990 to June 1992)

SABANA II:

6 parents meetings held
6 parents classes held

17 out of the 35 SABANA II youth with their parents were awarded the SABANA certificate of recognition for their exemplary participation/involvement in the SABANA out-of-school program

B. Constraints

1. The five-door rented apartments are ideal in location but "d limited in activity space and are only temporarily available.
2. The SABANA EARN projects will take some time before they can self-sustain and become a viable alternative to scavenging. Technical assistance and expertise in the development and management of community-based small-scale income-generating projects suitable for children is highly needed in the field.
3. Because of its strategy to utilize local community residents to act as parateachers, the project had to give enough allowances for simultaneous trainings of community workers while project planning and implementation are in process, and activities for the development of learning materials and lesson plans are being done.
4. The preparation of lesson plans for both SABANA I and II children for their Learn-and-Earn sessions required a great deal of research, materials review and appraisal and a strong grounding on the needs and problems of the particular group of child scavengers.

COMPONENT III: CAPABILITY BUILDING

A. Progress by Indicators of Programs/ Activities

1. Interagency Links

Output: Memorandum of Agreement (MOA) with the City of Manila signed 11/91

3 Project Orientation sessions conducted for the NMYC personnel who would be directly involved in the Project 7/91

1 Planning & Evaluation Workshop held with all GOP counterpart staff 11/91

2 NMYC field staff participated in the Organizational Development Training conducted by the ERDA 1/91 -5/92

1 NMYC staff (Field Operations Officer) trained in Teaching and Learning-Styles and Strategies conducted by the Education for All Asia Philippines (EFA-PA) 5/92

Participation of the Project Manager in the DOLE Committee on Child Labor

3 Council for the Welfare of Children (CWC) organizational meeting/s attended 1/92

Coordination with Senator Joey Lina's Office re Senate Bill on Child Labor

2. Strengthening Non-Government Organizations(NGOs) working in Smokey Mountain

Output: 5 NGOs invited and attended 2 project-sponsored capability building sessions for the SM community (e.g. Health Education Seminars, Theater for Education Workshop)

ERDA subcontracted to handle the financial & personnel management of SABANA

3. Strengthening Smokey Mountain Community

Output: 12 Community Worker Trainings conducted; 12 CWs trained on:

Financial Management

Organizational Development

SABANA Incorporation

Teaching Learning Styles & Strategies

Handmade Paper Production

Data Gathering Techniques

Environmental Sampling

B. Programs and Activities

The project highlighted the importance of inter-agency networking to coordinate instead of duplicate and converge instead of diffuse the efforts of all the already existing and available programs and services for the Smokey Mountain community, particularly for the child scavengers and their families.

Different organizations that have been tapped by the project in the course of project implementation played a key role in addressing the needs and problems of the project beneficiaries, the DOLE, particularly the Bureau of Women and Young Workers (BWYW) and its attached agencies, the National Manpower and Youth Council (NMYC) and the Institute for Labor Studies (ILS), and other government agencies such as DECS, DSWD & DOH, through both their national and local units.

- the NGOs active in Smokey Mountain which are working for the promotion of child welfare, non-formal education, community organization and health services
- the indigenous community groups, churches and leaders in Smokey Mountain.

1. Strengthening DOLE and other GO agencies

Output: a senior level BWYW staff assigned to work in the field to become familiar with all components of the program

two NMYC-NCR personnel were assigned full time to act as the Project Manager and Field Operations Officer respectively

networking with other GOs, particularly DECS, DSWD, DOH and CWC.

coordination with the ILS was sustained to ensure that the child labor issue will be among the priority issues to be included in the DOLE's recommendation paper to the new administration

SMAT composition was expanded to include the ff:

*Director General of NMYC
Cluster Head on Policy of NMYC
Director, NMYC-NCR
Director, Institute for Labor Studies
Director, Bureau of Women and Young Workers
Mayor, City of Manila (represented by the Social
Welfare Officer)
ILO Project Coordinator
ILO Program Officer*

the SMIT likewise was reinforced with the cooperation of the
ff:

*ILO Project Coordinator
ILO Education Specialist
ILO Child Development Specialist
Project Manager (NMYC)
Field Operations Officer (NMYC)
Chief, Research & Planning Division (NMYC)
Chief, Admin Services (NMYC)
Chief, Manpower Training Services Division (NMYC)*

2. Strengthening NGOs

Output: networking and coordination with SM-based NGOs held to
address gaps and overlaps between existing programs and
services for the Smokey Mountain children and families

an inter-agency committee organized to coordinate actions

three NGOs tapped to ensure sustained scholarship
assistance for in-school child scavengers and support for
out-of-school child scavengers intending to go back to the
formal education system

3. Strengthening the SM Community

Output: 26 training courses provided to the community workers
and heads of local groups

12 CWs trained to handle and directly implement the project
activities and services

14 inter-agency/cluster meetings on health, education and
livelihood attended

the SABANA parents' group was organized and mobilized to
assist in the project activities

an external NGO tapped to sustain funding for the DIC
operations

C. Implementation of Project Activities

Ultimately, the only ones who can understand the needs of the SM
community and who are prepared to respond to these needs on a long
term basis are the SM residents themselves. A major strategy of the
project, therefore, is to prepare selected members of the community to
assume project leadership roles and to prepare community organization to
sustain project activities.

Using paraprofessional workers for project implementation may be very time consuming given the need for an organized and continuing staff development and education program and a sustained system for monitoring and supervision. However, the community development provisions of the project document would suggest that they are, in effect, project beneficiaries themselves and that this is not only a more effective but also in the long run a more efficient strategy of program delivery.

The involvement of both the DIC and the SABANA parents in the regular project activities has led to a certain degree of change in the general attitude and handling of parents regarding the issues of scavenging and child development.

D. Sustaining Project Activities

To ensure continuity of project activities after the project term, the strategy is to incorporate the SABANA formally, putting its management in the hands of the workers who have been trained in the process of project implementation.

However, it is unreasonable to expect the new workers to handle all project support activities such as financing, project planning, the strategy calls for enlisting the support of the NGOs and government agencies to help in backstopping the work of the community. Their assistance and involvement could take the form of being conduit for funds, for accessing government services and for providing ongoing training.

E. Replication of Project Activities

Not one single agency can alone sustain provision or coordination of all the possible mix of services for the 1000 child scavengers in SM. Aware of this limitation, the project took on the strategy of identifying and collaborating with NGOs working on similar programs and services for the Smokey Mountain community, especially those with the capability to replicate the SABANA Model with the project's initial support. The inevitable adaptations that would occur in the process of replication (i.e. adoption or adaptation) of the SABANA in other circumstances would help improve the model.

F. Constraints

1. Competition and jealousy at all levels in SM has made it difficult to forge partnership or collective action that would ensure sustainability of project activities. It has also meant a slower pace since every action requires back and forth negotiation; mistakes or ill feelings can only be remedied through extensive personal diplomacy.

2. Official procedures for contracting personnel and obtaining requirements for project operations are ill-adapted to the scale, pace and conditions obtaining on SM.
3. Mechanism within DOLE for implementing and sustaining complex direct service activities (community based) needs clarification.

COMPONENT IV: Advocacy & Public Awareness

A. Progress by Indicators of Programs/Activities

I. Smokey Mountain child promotion campaign

Output: a children's musical play produced and performed in by the children themselves was presented in the community

an exhibit at the Phil Training Trade Center of the SABANA Hand Made Paper Project

Deputy Project Director guesting at a daily TV Show
Damayan to talk on the issue of child workers

4 newspaper/magazine articles

8 photo exhibits

17 out-of-school/SABANA II youth participated in the National Youth Skills Olympics sponsored by the NMYC

8 SABANA I children participated in the PETA summer children's camp at Los Banos, Laguna

24 SABANA I. and II children joined in the 1991 Environment Camping in Parks and Wildlife, Quezon City

28 SABANA I children registered as members of the Kabataan sa Nasyon of the Nayong Pilipino

14 official visits from different sectors:

- government
- business
- academe
- press
- international group

advocacy messages printed in a Bulletin Board at the SM Dumpsite

B. Programs and Activities

1. Community Consciousness Raising

Output: incidents/accidents among working children in the dump are recorded and reported to the local officials and community to make them aware of the dangers of scavenging.

results of the physical/medical exams of the respondents of the Health study were furnished to parents and the implications discussed.

people's organizations were represented in the workshop presentation of the Health Environmental Study.

2. General Public Consciousness Raising

Output: visits of both national and international media have been encouraged for possible coverage and advocacy feature stories on the child scavenging problem.

a photo library was developed

the project has assisted in the production of several audio-visual presentations about the life of child scavengers in Smokey Mountain.

C. Strategy

A strong advocacy and public awareness campaign is a vital ingredient in the overall child labour intervention program. The strategy of saturating the public as well as the SM community with positive messages about the value of children, using a non-threatening child promotion campaign has helped encourage the protection, instead of exploitation, of children.

International media presentations are being undertaken to acquaint interested agencies in other countries with the innovative approaches in child worker protection, regulation, removal and rehabilitation that have been used and tested in the project. It is expected that through this measure, possibilities for replication of such strategies in combating child labor in other child labor situations in different parts of the world may be further explored and/or initiated.

D. Constraints

1. It is difficult to get good media coverage. Media attention to SM in the past focuses on the helplessness of the people which implicitly supports welfare type attitudes and approaches.

Shelter

Output: a makeshift service station (tent-style) was set up immediately after the original center was first burned and later demolished together with the community chapel at the top of the dump by orders from the City of Manila

3. Recreation Program

Field Trips

Output: 13 field trips 1/91 to 6/92
212 cumulative attendance in all field trips conducted

Weekend Socials

Output: 466 children attending socialization activities
1/91 to 6/92

Daily Children's Activities

Output: regular supervised games, sports, children's huddles, story-telling sessions and creative activities conducted daily

4. Child Scavenger Data Base

Registration

Output: 1,300 cumulative count of child scavengers registered at the Drop-In Center 1/91 to 6/92
50 average daily registration

Intake

Output: 1,003 child scavengers with complete basic information sheet

Documentation/Observation

Output: 119 case reports filed for referrals

B. Constraints

- I. The importance and value of a serious child worker protection component in the overall child labor intervention program can no longer be argued. However, debates continue regarding the role, function and relevance of the Drop-in Center vis-a-vis the Pilot Project, especially along the efforts of cost reduction, human resource management and over-all project planning and implementation.

2. Child labour is a sensitive, and oftentimes can become a very offending, issue to most of the parents and the SM residents in general. The project's strategy for advocacy and public awareness had to ensure that even as the hazards of scavenging should be highlighted, and even in cases where the particularities and inadequacies of parents and of the socio-cultural environment of child scavengers have to be discussed, a positive and open climate of support and cooperation is maintained and generated.

COMPONENT V: RESEARCH and POLICY-FORMULATION

A. Progress by Indicators of Programs/Activities

1. Research

Outputs: a study (conducted by the Department of Psychology of the Ateneo de Manila University) on the Psychosocial Profiles of Scavenger Children of Smokey Mountain

a Health and Environmental study of Smokey Mountain child scavengers (conducted by the Institute of Public Health of the University of the Philippines)

a paper reviewing other related hazardous work of children

a directory of NGOs involved with working children

2. Issue Paper prepared by the Department of Labor and Employment (DOLE) - Institute for Labor Studies (ILS)

3. Documentation

VI. ISSUE PAPER ON CHILD SCAVENGERS

ISSUE PAPER ON CHILD SCAVENGERS

In the Philippines, the policy on the protection of children and promotion of their welfare is clear. Existing policies and laws are founded and enshrined in the 1987 Constitution which states thus:

"The State recognizes the vital role of the youth in nation-building and shall protect their physical, moral, spiritual, intellectual and social well-being . . ." (Art. II Sec. 13)

and

"The right of children to assistance, including proper care and nutrition, and special protection from all forms of neglect, abuse, cruelty, exploitation and other conditions prejudicial to their development." (Art. XV Sec. 3 (2)).

These constitutional guarantees are substantiated by provisions in the Labor Code of the Philippines and P.D. 603 or the Child and Youth Welfare Code, among others. The Labor Code as amended, expressly prohibits the employment of children below 15 years old except under the following conditions which, strictly speaking, are not conditions of employment as provided by Rule XII of the Rules Implementing Book III of the Labor Code on the Employment of Women and Minors. These conditions are:

1. under the direct and sole responsibility of parents or guardian and employment;
2. the employment does not interfere with the child's schooling;
3. is non-hazardous undertaking (Art. 139 of the Labor Code).

In such cases, the children shall not be considered as employees or their parents or guardians (Section 2 of Rule XII).

CHILD LABOR AND SCAVENGING

Available literature show that child workers engaged in scavenging can be generally classified into streetchildren and those sifting and picking garbage at major dumpsites, particularly the Smokey Mountain.

Studies have shown that under either of said circumstances, child scavengers are exposed to great hazards and risks.

Scavengers as streetchildren. Not unlike hawkers, carwash boys, bootblacks, and other street children, scavengers are exposed to environmental and physical hazards ranging from work-related accidents and injuries, exposure to dust and fumes and sudden weather changes, arrests and detentions, and extortion and harassment by erring policemen and street toughies. The combined effects of the exposure to air pollutants and sudden changes in weather make them susceptible to respiratory ailments such as fever, flu, bronchitis and pneumonia (BWW, 1987: 12).

Dumpsite scavengers. Dumpsite scavengers are under worse conditions. Not only are children exposed to the elements and toughies, they are also vulnerable to illnesses due to noxious fumes and pollutants from chemicals and plastics that are slowly being burnt. Moreover, they are more prone to health hazards and other illnesses as, in the case of Smokey Mountain scavengers, the dumpsite also serves as their homesite.

Hazards on Smokey Mountain. A study conducted by a joint team of researchers from the University of the Philippines, College of Public Health and from the International Labour Organisation SABANA Project has established that living and scavenging at the Smokey Mountain is hazardous to the children's physical health. Ninety percent of water supply source is contaminated with microorganisms and the air is heavily polluted with carbon monoxide and other suspended particles.

The study showed that in the process of scavenging, children are prone to cuts, scratches and burns. At the same time, Smokey Mountain's polluted environment has taken its toll on its scavenging population. Parasitic infestation (i.e., ascaris and trichuris), hemoglobin deficiency, respiratory diseases (e.g., bronchitis, pneumonia, asthma), decreased pulmonary functioning as well as skin diseases, laceration and wound infection, perforated eardrums with discharge and hyporeflexia were found among residents (UP-CPH & ILO, 1990).

Children, in particular, were found to be malnourished, underweight and stunted. Moreover, blood tests have shown that their blood have a high lead content (Ibid).

Apart from physical damage or deterioration of physical health, child scavengers on Smokey Mountain suffer from mental and psycho-social impairments.

Results of a 1992 study conducted by the Ateneo Psychology Department indicated that scavenger children were functioning way below expectations based on standard norms for different age levels (Carandang & Nisperos, 1992:38-40). More importantly, the study showed an inverse relationship between age and intelligence quotient (IQ), that is, the intelligence scores of children decreased with an increase in age (Ibid:40). Carandang and Nisperos attribute this phenomenon to the children's preoccupation with survival and the lack of learning and educational opportunities (Ibid).

While children viewed scavenging as a community lifestyle and contributor to community survival, they also noted the predominantly negative experiences of the violence and physical dangers in the community (Ibid:50). The study pointed to a trend among children to inculcate the scavenging lifestyle in their idea of community life as they get older.

ISSUES IN SCAVENGING

Scavenging, like any other form of work, is undeniably a source of income. Its economic contribution to scavenger children and their families is uncontested. It seems, thus, that as long as the Philippine economy is unable to provide its labor force a stable, non-hazardous job from which a decent wage could be earned, child labor in the informal sector will remain. Since scavenging (unlike hawking) does not require any capital outlay nor skills (unlike shoeshining), it has become one of the more accessible job entries for children and the unemployed adults.

It is sheer hypocrisy if not illusory to claim that child labor, especially scavenging, can be wiped out in the near future. As long as the survival of the child scavengers themselves and their families rests on scavenging activities, the streets and the dumpsites will continue to serve as work factories and sanctuaries to thousands of children and the unemployed.

While the economics of survival is well recognized, it does not mean that the same should be allowed to stand as child labor's reason for being. Certainly, child labor and all the hazards it brings about must be carefully addressed for the simple reason that these same children will grow to become the citizens and manpower resources or even leaders of our country.

Scavenging whether the itinerant type or the less mobile type in permanent dumpsites as typified by the sorting and picking activities on the Smokey Mountain is undeniably hazardous. Moreover, long hours of scavenging deprive children of formal schooling. Thus, the children's involvement in such an activity is clearly a violation of existing laws.

Coverage of existing labor law on child labor is limited. However, it will be noted that the law (Art. 139 of the Labor Code as amended) which prohibits the employment of children in hazardous occupations is limited to employment where there is a defined employer-employee relationship. In the case of scavengers, it is clear that no such relationships exist. Children act on their own or upon the proddings of their parents.

While the law is clear about the State's position on the non-employment of children below 15 years of age and the conditions where they can work, it is inadequate to address the problems brought about by self-employment of children. In scavenging as in hawking, the child is both worker and entrepreneur who deals directly with suppliers and buyers of goods or services.

Under the current set-up, children working under terms not within the relationship defined by the Labor Code (i.e., employer-employee) are not covered by the rules, standards and programs enforced or implemented by the Department of Labor and Employment. As streetchildren, they are covered by the programs of the Department of Social Welfare and Development. If they could be considered small or micro scale entrepreneurs, they should be covered by the programs of the Department of Trade and Industry. Unfortunately, as self-employed informal sector workers, they are not entrepreneurs either.

P.D. 603 and other laws merely support this set-up.

DOLE's initiatives. Despite the clear delineation of jurisdiction between the DOLE and DSWD as far as working children are concerned, the DOLE has taken its first moves to link-up with other government agencies and non-government organizations to address the issue of child labor.

For the first time in more than fifty years of the Department's existence, it is finally involving itself directly in programs that cater to children. Since 1988, the DOLE has been implementing its project called "Breaking Ground for the Community Action on Child Labor" with assistance from the United Nations International Children's Emergency Fund (UNICEF). Another is the Smokey Mountain Child Labor Project funded by the Dutch Government through the International Labour Organisation. Both aim to eliminate child labor as ultimate goal.

Early this year, the inter-agency committee that composes the officers and staff of said project submitted a position paper opposing a joint congressional bill which contains a provision that expressly allows children below 15 years old to be employed under certain conditions (See An Act Providing for Stronger Deterrence and Special Protection Against Child Abuse, Exploitation and Discrimination, Providing Penalties for Its Violation, and For Other Purposes). The bill is now at the Office of the President for consideration.

Contrary to the said bill passed by Congress, the Institute for Labor Studies which acts as Secretariat to the DOLE Technical Committee on Legislative Matters (TCLM), a DOLE-wide consultative body on legislations, has recommended the amendment of Sections 2 and 3 of Rule XII of the Rules Implementing Book III of the Labor Code of the Philippines on the Employment of Women and Minors. The amendment seeks to more clearly state and thus remove the rather confusing statements in said Codal sections. The sections are proposed to be stated as follows:

"Section 2. Employable Age. Children fifteen (15) years of age shall not be allowed to work except in non-hazardous undertakings where

- a. the child is under the direct and sole responsibility of his/her parents or guardians, and*
- b. the work will not in anyway interfere with their schooling.*

In such cases, the children shall not be considered as employees of their parents or guardians."

"Section 3. Eligibility for employment. Any person of either sex, from 15 to under 18 years of age, may be employed in any non-hazardous work. No employer shall discriminate against such person in regard to terms and conditions of employment on account of his age.

For purposes of this Rule, a non-hazardous work or undertaking shall mean any work or activity in which the employee is not exposed to any risk which constitutes an imminent danger to his safety, health and morals . . ."

The proposed amendment corrects the ambiguity created by stating positively what Art. 139 (a) of the Labor Code declares negatively. The article provides a clear prohibition of employment below 15, in contrast to the permissive provision of the implementing rules which states that they may be allowed.

In section 3, the word morals was included in addition to children's health and safety as child's morals should be protected.

ISSUES/MATTERS TO BE RESOLVED.

The existing law that covers child labor proves to be deficient. A number of questions arising from said law need to be addressed to make the law more faithful to the real intent of the Constitution, that is to promote the welfare of and protect the Filipino children and youth.

1. Scavengers work on their own or with their parents and other family members. Clearly, they are not employed as defined by the Labor Code. Under such circumstances, who should be held liable for clear violations of the non-hazardous, non-interference in schooling provisions of the Labor Code? Should parents be penalized or sanctioned for allowing or even pushing their children to scavenging?
 - a. If the child below 15 is employed in the informal sector directly or indirectly, the situation becomes a direct affront/contradiction/violation of Art. 139 of the Labor Code as amended. Who should be liable for this situation -- the parents? the direct employer? the indirect employer? all of them?
2. The DOLE has, in the last four years, been involved in a program that aims to eventually wean children away from child labor. Yet labor law and DOLE's mandate clearly exclude self-employed children from the Department's jurisdiction.

What should be done with Art. 139(a) of the Labor Code? should it be retained or amended to reflect a broader definition for "employment" to cover children in self-employment in the informal sector, especially those engaged in scavenging? What should the DOLE's role be as far as violations are concerned?

Or should the law be amended to expressly prohibit child labor in any form, and minus its exceptions? Should all child matters, including child labor then be the concern of the DSWD?

While the DSWD is concerned with the total development of the Filipino child, it is yet to be definitive about its stand on child labor. What have been adopted so far are programs to promote the welfare of child workers but a law that once and for all will stop child labor has yet to be enacted. Should such law impose penalties and sanctions for violations of the law on employment of children by specifically defining those who may be held liable for the violations?

The resolution of these issues will pave the way to the ultimate goal of eliminating child labor.

A N N E X E S

PROJECT FRAMEWORK

PROJECT FRAMEWORK

(Summary)

PROGRAM PURPOSE

GOAL

Remove all Smokey Mountain children from scavenging

OVERALL OBJECTIVES

1. Develop and test an effective model for removing children from hazardous occupations on a significant scale
2. Develop the capacity of the NMYC/DOLE to initiate, administer and implement the model

PROGRAM COMPONENTS

- | | | | |
|------|-----------------------------|---|--|
| I. | CHILD WORKER PROTECTION | - | DROP IN CENTER |
| II. | CHILD WORKER REHABILITATION | - | SABANA I
SABANA II
SPECIAL PROGRAMS
LEARNING RESOURCE CENTER |
| III. | PROGRAM SUPPORT | - | RESEARCH
POLICY & OUTREACH
NETWORKING/ORGANIZING
ADMINISTRATION |

TARGET GROUPS

DROP IN CENTER :	all scavenger children
SABANA I :	younger in-school children (7-12)
SABANA II :	older out-of-school children (13-15)
SPECIAL :	- children who have been in SABANA for 2 yrs - older in-school children - younger out-of-school children

TIME SCHEDULE

FOR PROJECT:

August 1989 - August 1991	:	Phase I (testing)
August 1991 - December 1991	:	Transition (revision)
January 1991 - December 1994	:	Phase II (expansion)

FOR SABANA: 1 year program of learning/earning
1 year follow-up "reinforcement"

1 : 1/2 day program (morning or afternoon)

MTWTh: Learning Program
AM: Basic Education
PM: Vocational Preparation

FSat : Earning Program

Health check-up 1 time per month anytime by group
Special events 1 time per month

STAFF

COMMUNITY WORKERS: full-time workers with management and content responsibilities

ADVISORS: NMYC and ILO-funded part-time workers with management or content specialties

ADMIN: full-time secretary, clerk, driver, accountant

PARENT PARTNERS: part-time program assistants

LOCATION

DROP IN CENTER	:	MEL Center + new site
SABANA I	:	Rodriguez (door A, B)
SABANA II	:	Rodriguez (door C, D)
LEARNING RESOURCE CENTER	:	Rodriguez (door E)
FIELD OFFICE	:	Tondo General Hospital
ADMIN OFFICE	:	NMYC

ORGANIZATIONAL STRUCTURE

Implementing Agency	:	National Manpower & Youth Council
Executing Agency	:	International Labour Organisation

Smokey Mountain Advisory Team :

Jose Lacson, Director General, NMYC (Chairman)

Veo Guillermo, Deputy Director General, NMYC

Carmela Torres, Director, Institute for Labor Studies, DOLE

Aura Sabilano, Director, Bu. of Women & Young Workers, DOLE

Alicia Santos, Director, NMYC-NCR

Susan Gunn, Expert-in-Charge, ILO

I. Immediate Intervention: Child Worker Protection

The "Drop In Center"

Scavenging is an urgent child labor issue primarily because of the extreme occupational hazards: tetanus, trauma and infection from burns and cuts, accidents caused by heavy equipment, and contamination from lead, chemicals, and other substances mixed in the garbage. Accentuating these hazards are unusually poor living conditions, which include constant inhalation of smoke and fumes from the burning garbage, ubiquitous rats and flies, and the lack of water or sewage facilities.

In spite of these hazards, children continue to scavenge because it is a form of work that is accessible to them and produces a comparatively good income.

There is no programmatic or regulatory action that can be taken which will result in thousands of children stopping scavenging within a short period of time. Therefore, it is imperative that steps be taken to immediately protect the children who are working while longer term efforts are made to eradicate the practice permanently.

The "Drop In Center" situated at the dumping site on top of Smokey Mountain is a prototype service center of child workers. Its services are geared to the specific occupational hazards of this category of child workers. For scavengers these are: water to prevent dehydration, tetanus vaccinations to eliminate deaths from rusty metal injuries, first aid to reduce risk of infection from wounds and burns, shelter and counselling for children being harassed by adults.

Situated as it is where the children are working, the Drop In Center is also able to fulfill other important roles. Staff get to know the child workers well and so can ascertain the number working at different times, their names, and their problems. The Center thus becomes (1) the "intake" valve for the rehabilitation programs, (2) the base for research activities on child labor, and (3) the base for advocacy efforts to the larger community on behalf of the children.

II. Intermediate Intervention: Child Worker Rehabilitation

The "SABANA" (Sanayan ng mga Batang Nananambakan)

Because child labor in the scavenging industry is the product of multiple factors, single approaches will be ineffective in addressing the problem, and may even compound it. Consequently, the project strategy for removal and rehabilitation of child scavengers combines four different types of intervention -- learning, earning, health, and parental involvement -- into one integrated program, known as the SABANA.

this program serves as a channel to move children out of hazardous work. It is a temporary alternative to scavenging life, preparing the children to enter and succeed in formal long-term educational or vocational training programs.

SABANA Structure

The SABANA has been divided into two parts in order to better accommodate the needs of the two most common groups of child workers on Smokey Mountain: the children who go to school but still scavenge on weekends and evenings, the children who have dropped out of school and work as full-time scavengers.

SABANA I is set up as a half-day program for younger children (7-12) who are going to school. Elementary school is only half-day, so children who go to school in the morning, come to SABANA in the afternoon and vice versa.

SABANA II is a full-day program for older children (13-16) who have dropped out of school. It is designed to keep them fully occupied during the times when previously they would have been scavenging.

These two groups are the first priority for the program; they are the most numerous and are at greater risk for dropping or losing out on school entirely. Children who do not fit these two categories are considered for the "Special Programs." For example, high school children, due to their full-day program at school, do not have time or need for the regular SABANA programs but come for special help with homework. Younger out-of-school children, on the other hand, are at such high risk and the factors which keep them out of school so complex that they need to be treated on a special case by case basis.

"Learn-and-Earn" is the core concept of the SABANA. Built around it are a number of supportive services. Although the details vary for each SABANA, each has the same framework of four interdependent elements:

1. Learning
2. Earning (Alternative Work)
3. Health and Nutrition
4. Parental Involvement

A. SABANA I

For SABANA I, the basic elements are adapted as follows:

1. **Learning:** The objective of the SABANA I Learning Program is to help younger children stay in school. Scavenger children are handicapped because their work causes them to fall behind in school, and finally drop out. The Learning Program supplements the formal school by providing intensive, remedial instruction in literacy skills. SABANA I aims to have each child reading at his own grade level within 6 months of joining SABANA. To do this it uses a wide variety of informal education techniques to make learning fun and stimulate the child intellectually.
2. **Earning:** the "work" of the SABANA I children is the Handpainted T-shirt Project. The children receive a percentage of the T-shirt sales which is saved for school expenses and other necessary items for the child. T-shirt painting was selected because it is educational (children paint themes based on what they are studying and they learn new art techniques), is marketable because of the naive "child-like" quality of the paintings, and is safe.

3. **Health/nutrition:** Since most scavenger children have suffered physical, emotional and nutritional deprivation or trauma, this part of the program assesses the extent and nature of damage and provides rehabilitative care.
4. **Parental involvement:** Adult family members are enlisted to support the child's decision to stop scavenging and to assist in the various programs of the SABANA.

B. **SABANA II**

For SABANA II, the basic elements of the model are adapted as follows:

1. **Learning:** The SABANA II Learning Program is work rather than school-related. It is geared to helping older out-of-school youth to meet the requirements for getting a job or engaging in productive work. It is divided into two parts:

- a. Basic Education

Out-of-school scavenger youth are frequently either illiterate or have only primary-level skills. However, to succeed as unskilled workers they will need to be able to read instructions and do basic computation. While to succeed as skilled workers, they will need a high school diploma. SABANA II responds to youth at both these levels by literacy and numeracy, and for the second, remedial classes in basic school subjects so that, ultimately, they may be able to return to school or prepare for the high school equivalency exam (PEPT).

- b. Vocational Preparation

SABANA II youth undergo a modified vocational training program in which they are introduced to the terminology, tools, skills, materials, and products of each of the major trades: carpentry, metal-work, masonry, automotive, electricity, and electronics.

The training is intended to help the youth to make informed choices about what vocation they would like to plan for, as well as to prepare them to enter and successfully complete either:

- (i) technical training programs of NMYC or NGOs specializing in vocational training (e.g. Don Bosco)
- (ii) apprenticeship or on-the-job training programs sponsored by local government or NMYC.

The training does not encourage youth to go directly into the job market because they are too young to do so, but rather to seek more advanced levels of training so that their chances of making an adequate living are increased.

Training involves two major methodologies:

- field visits to acquaint youth with the workplace and nature of the occupation as it is actually practiced;
- demonstration and hands-on work with tools and materials, producing items for their own or families' use.

The trade modules differ in length depending on the content, but are approximately 1-2 months long. They are offered one after another and SABANA participants are expected to undergo all modules so as to become acquainted with each trade area and better choose which they prefer for later more intensive training.

2. **Earning:** The "work" of the SABANA II youth is "recycling" materials from the garbage into useful or artistic items for sale. The initial project is the production of handmade paper out of waste paper collected at Smokey Mountain by the adult scavengers. Paper production is a clean and safe activity, has a high present demand and good future market, low production costs due to the local availability of "raw" materials, and has a vast array of potential uses and scope for creativity. As feasibility studies are completed, new recycling projects will be added.
3. **Health/Nutrition:** Same for SABANA I
4. **Parental involvement:** Same for SABANA I

C. SPECIAL PROGRAMS

For children involved in the Special Programs, these services are offered:

1. Older In-School children

Through the Learning Resource Center, these youth who are predominantly in high school, receive help with their homework from professional teachers in the late afternoon after school.

Those who wish to may enroll in the Saturday "work" program.

2. Young Out-of-School Children

Through the Learning Resource Center, young children are provided with intensive (one-on-one) remedial work to increase their confidence enough so they can go to the formal school. Staff work with the families to see what can be done to facilitate the children being sent to school.

3. SABANA "graduates"

Children who have completed the two year SABANA program may continue to take advantage of the "homework" help program and materials of the Learning Resource Center to participate in the "work" program.

D. LEARNING RESOURCE CENTER

The Learning Resource Center has been established to backstop the activities of the other programs.

1. "Special Program" children use the LRC as their home base. tutorials for the young out-of-school children are conducted here and the high school youth come here after school for homework help.
2. SABANA children can use the books and games of the LRC on their own in their free time.
3. The modules and resource materials for the SABANA staff working in the Learning Program are kept here; they may be checked out as needed based on the composition and level of their groups.

III. Long-term: Policy and Support Actions

A. RESEARCH

Poverty is not the only factor generating child labor. In the research studies being undertaken alongside the activities of the project, the questions regarding the scope, nature, causes, and consequences of child labor are explored. On the basis of the findings from these studies, recommendations for further action and policy can be more firmly made.

1. Environmental and Occupational Health Risk Survey

The University of the Philippines School of Public Health is studying over 200 child scavengers as well as the air, water, and other risk factors on Smokey Mountain to determine the probable effects of this environment and occupation upon the children.

2. Psychological Profile

The Ateneo de Manila University is studying a sample of scavenger children to determine how the emotional and mental capacities of the children may be affected by their work and the Smokey Mountain environment.

3. Child/Family Studies

Dossiers are being compiled on all scavenger children and their families encountered by the project to obtain a more conclusive picture of the lives and needs of the child workers.

B. POLICY AND OUTREACH

On a policy level, child labor in scavenging, as well as other hazardous occupations, is often overlooked because it lies within the informal sector where there is no defined employer-employee relationship, hence little leverage for regulation or enforcement.

Shortage of labor inspectors makes enforcement difficult where policies do exist.

Therefore, the project has chosen to focus its initial efforts, not on the public at large, but on influencing opinion at the level closest to the child workers -- that of the community of Smokey Mountain and the families themselves. It is doing this through:

1. SABANA Theater Troupe

A group of SABANA children have written, produced, and are now staging a play in the Smokey Mountain community regarding the life of child workers.

2. Parent Support Groups

The project has experimented with various ways of changing the attitudes and behavior of the parents toward their children. Organization of groups, classes and training for the parents has been less successful than hoped. The present plan is for parents to be involved in the daily operations of the SABANA, on a rotating basis, as "aides" in order to be able to envision a future for their children other than scavenging.

C. **NETWORKING AND ORGANIZING**

As a community-based project, local resources must be relied upon as much as possible.

1. Incorporation of SABANA

SABANA staff are being trained to take over the management and running of the child protection and child rehabilitation activities. The SABANA itself will incorporate as an independent NGO.

2. NGO Clusters

Over 20 externally-based NGOs are active on Smokey Mountain. The project has supported the organization of informal groups of those NGOs who specialize in health and in education. The groups serve as a vehicle for coordination of services and may be able to support new locally generated activities.

3. Government Agency Involvement

The project has sought to foster formal links between the SABANA and the Department of Social Welfare & Development, the Department of Health, and the Department of Education, Culture and Sports which would ensure backup and ongoing support for the child protection and child rehabilitation activities beyond the term of the project. A Memorandum of Agreement is now being effected with the City of Manila to this end.

ORGANIZATIONAL STRUCTURE

A national level advisory body, serviced by administrative and support staff, provides overall direction and undertakes policy, planning, and coordination functions of the project. At the field level, the project approach, demonstrated to be particularly effective in the Philippine context, is one which enlists non-governmental organizations (NGOs) and the target community itself to work in partnership with the relevant government agencies in implementing and sustaining project activities.

Currently, management of the SABANA lies with the ILO-funded project staff in conjunction with the DOLE-NMYC. All project actions are either initiated with or processed by the Community Workers.

In July 1991, a Project Manager was assigned by NMYC to be responsible for overall supervision of the project. The Community Workers are responsible for implementing the programs and assign themselves specific roles for that purpose. NGOs and/or short-term specialists will continue to backstop the Workers in critical areas. For example:

ERDA	:	<i>administration</i>
UP	:	<i>health program</i>
World Vision:		<i>child protection component</i>

PHASE II SUMMARY PROJECT OUTLINE
(SPROUT)

CHILD SCAVENGERS IN METRO MANILA (PHASE II) INSTITUTIONAL DEVELOPMENT AND POLICY FORMULATION

1. Background and Justification

(a) Socio-economic Situation

The child scavengers of Metro Manila, Philippines, are a highly concentrated, visible example of child labor. At the Smokey Mountain dumpsite alone, approximately 1,000 of the 3,000 scavengers who live and work there are children between the ages of 5 and 15. Dumpsite residents form an unusually depressed community, not only because of their poverty, but because the garbage itself engenders an extreme form of social isolation which makes it difficult for the residents, particularly the children, to move out into mainstream society. Many children now working on the dumps are second or third generation scavengers.

Scavenging has acquired the reputation of being an occupation of last resort in that it absorbs people who are unable to find other work because of their lack of skills and training or, on occasion, criminal backgrounds, as well as those who find it difficult to maintain jobs because of drinking, gambling, or drug problems. In the dumpsite communities, a significant number of families have reversed normal roles such that it is the children who are relied upon as breadwinners, rather than the adults.

(b) Problem

Scavenging is an urgent child labor issue primarily because of its occupational hazards: tetanus, burns and cuts, accidents caused by heavy equipment, and contamination from lead, chemicals, and other substances mixed in the garbage. Accentuating these hazards are unusually poor living conditions, which include constant inhalation of smoke and fumes from the burning garbage, ubiquitous rats and flies, and the lack of water or sewage facilities.

In spite of these hazards, children continue to scavenge because it is a form of work that is accessible to them and produces a comparatively good income.

On a policy level, child labor in scavenging, as well as other hazardous occupations, is often overlooked because it lies within the informal sector where there is no defined employer-employee relationship, hence little leverage for regulation or enforcement.

(c) Previous Relevant Activities

The "Pilot Project on Child Scavengers in Metro Manila" has tested a programmatic and an organizational approach for addressing child labor in this sector, using Smokey Mountain dump as the pilot site. Evaluation of this two-year project in March 1991 led to the recommendation that it be continued for another three years, with the emphasis during this period placed on institutionalization and development of mechanisms for sustaining such work over the long-term. It was also recommended that the project be expanded to other sites and/or occupations in order to further test the feasibility and replicability of the model.

The Phase II Project, in addition, is considered to be part of the international ILO program for children in hazardous occupations.

Pilot Project's Program Model:

Child labor, as a pervasive and long standing phenomenon, cannot be easily eradicated. The Pilot Project therefore employs a phased strategy with regard to children working in hazardous occupations which ensures immediate impacts while working toward longer term systemic changes:

- . Immediate : Providing health and safety protection to children who are currently working, while...
- . Medium-term: Rehabilitating and removing children from work by providing them with constructive alternatives (the SABANA program), while...
- . Longer-term: Creating policy and enforcement mechanisms in line with international standards

Because child labor in the garbage industry has been found to be generated by multiple factors, single approaches are ineffective in addressing the problem, and may even compound it. Consequently, at the stage of actual removal of children from dangerous work, the project always employs a combination of four different types of intervention:

- . alternative activity or employment
- . remedial education and preparatory training
- . rehabilitative health and nutrition care
- . parental involvement

The objective of this 'rehabilitation and removal phase is not to create new institutions for child workers, but rather to provide them with a transitional facility that retrieves them from the hazardous work situation, strengthens and re-orientes them, and then channels them into the formal educational or vocational training system.

Pilot Project's Organizational Model:

The project approach, demonstrated to be particularly effective in the Philippine context, is one which enlists non-governmental organizations (NGOs) and the target community itself in managing and implementing the activities of the project. The essential element in this approach is the identification, training and organization of residents from the target community(ies) to act as project staff. These workers have the unique advantage of understanding well the internal dynamics of these unusual communities and being willing to work in them for long periods of time. NGOs, whose special advantage is community-based project experience, have the facility to backstop the community workers on a daily basis.

The government partner agency(ies), through a national level advisory body, serviced by administrative and support staff, provides overall direction and undertakes policy, planning, and coordination functions of the project.

(d) Target Beneficiaries

The target beneficiaries are the child scavengers who work at the dumpsites of Metro Manila (e.g. Payatas and Smokey Mountain) and those who work in the streets as itinerant collectors. The project is thus expanding its coverage in an effort to address a child labor problem on a significant scale; and secondly to strengthen the model by applying it to itinerant scavengers who are more typical of those in other occupations in that they are not concentrated in one place. The project will also pay particular attention to the special social and training requirements of girl scavengers who have proven to be very difficult to reach in the Pilot Project, yet are at particularly high risk for certain occupational health hazards and early teen pregnancy.

The direct recipients of this project, with reference to institutionalization, is the government partner agency--the National Manpower and Youth Council, which is being strengthened in its capacity to respond to the problem of child labor on two levels: a) through inter-agency coordination and accessing of the package of social support and training/employment services which working children require, and b) through provision of appropriate training programs for young workers. It is expected that the Council will ensure the sustainability of the community-level child labor programs by establishing partnerships with NGO and community groups and that it is through these groups that many of the direct services to children will be actually delivered.

(e) Assumptions

The Government will continue to regard actions at the policy and implementation levels towards the elimination of child labor in hazardous occupations as a priority.

(f) Relevance to Labor Standards

Since current labor codes and conventions bar children from working, there are no provisions for the monitoring or protecting working children and the authority or mandate for child labor programs has been left unclear. At best, working children have become indirect beneficiaries in programs designed for other purposes, such as poverty alleviation in general, welfare for street children, and urban development. This project is expected to indicate how standards can be clarified and operationalized at the national level so as to fill the current policy vacuum.

2. Development Objective

Contributing to the protection of working children and the eradication of child labor in hazardous occupations in the Philippines.

3. Immediate Objective

The National Manpower and Youth Council and cooperating governmental and nongovernmental organizations have been rendered capable of effectively addressing problems of children in hazardous occupations, through

- incorporation of the integrated pilot project strategy within their regular programs so as to deliver adequate services to itinerant and dumpsite child scavengers and;

- development of policies and enforcement measures as well as raising awareness regarding child labor in hazardous occupations.

4. Key Outputs

- (a) Identification of 3,000 children working in hazardous garbage-related occupations through: worksite surveys and provision of promotional services such as water, food, and/or recreation.
- (b) Protection of 1,500 child workers through: provision of first aid, occupationally-related health care, and safety education.
- (c) Removal of 500 child workers from garbage-related work through an integrated program of:
 - alternative employment
 - back-to-school support and vocational training
 - rehabilitative nutrition and health care
 - parental involvement
- (d) Design of specific measures to encourage the involvement of girl scavengers in the integrated rehabilitation program such as:
 - vocational training of specific interest to girls
 - alternative work of specific interest to girls
 - separate facilities for girls
- (e) Policy formulation and enforcement regarding child labor in hazardous occupations through:
 - incorporation of child scavengers in agency mandates and plans
 - education of the public regarding hazardous child work
 - legislative coverage of child workers, enabling appropriate programatic responses
- (f) Formalization of systems, and production of supporting materials for these systems, to facilitate community management and replication of the project:
 - system of project administration for self-management by the community (operational manuals regarding project model)
 - system of financial control, record-keeping, and fund allocation for community use (financial books and manuals)
 - system of educational assessment and motivation for scavenger children (supplementary non-formal education curriculum)
 - system of monitoring and evaluation for community use (evaluation report)
 - final report and published technical paper
- (g) Training of community-level staff and local project managers to implement child labor projects on an on-going basis:
 - 15 Community Workers trained (5 per target area) to provide activities and services for child workers and ex-workers
 - 3 Project Managers trained and/or local NGOs formed to administer child labor interventions on a long term basis

- (h) Designation of a national-level body to oversee child labor interventions, both policy and service delivery, in order to ensure sustained and vigorous attention to this issue.

5. Activities

(a) Organizational actions

- authorize joint GO/NGO coordinative body to plan and deliver services according to agency mandates and expertise
- establish technical group to oversee project at the local level
- identify/select NGOs to implement service activities
- identify/select community groups and individuals to implement service activities
- organize training corps from Pilot Project field staff to initiate action at other dump sites

(b) Program actions

- survey scavenger groups in Metro Manila to determine extent and nature of child worker population and risks to which they are exposed.
- train groups and individuals from among target beneficiaries to assist with project activities
- provide emergency/protective services at or near worksites to minimize identified risks to child workers
- adapt existing program model (integrated program for removal of children from scavenging) to the special needs and situation of itinerant or non-concentrated child scavengers
- consolidate existing program at the Smokey Mtn. site such that it is self-managed and self-sustaining
- develop legislative agenda regarding (a) child labor in the informal sector, (b) authority for child labor monitoring and action, for review by relevant government agencies
- undertake outreach program to sensitize parents of working children and the public at large to the risks of child labor

6. Major Inputs

Donor:

Technical assistance in child labor/urban development through:

- * international technical expert
- * training through fellowships and visits to other child labor sites and projects.

Administrative backstopping for equipment procurement, contracting, external training, project finances and project-funded personnel through:

- * administrative assistant (1)
- * clerk (1)
- * driver (1)

Institutional development assistance to facilitate service delivery to beneficiaries by NGO and community groups through:

- * subcontracts
- * equipment

Government Counterpart:

Project management, coordination and overall direction as provided through the following:

1. Personnel services
 - a. Central Office Staff
 - * Project Director (1)
 - * Deputy Project Director (1)
 - * Technical Staff (1)
 - b. Regional Office Staff
 - * Project Manager (1)
 - * Technical Staff (2)
 - * Clerk (1)
 - * Administrative Staff (1)
 - * Training Staff (part-time)
2. Operating Expenses
 - a. Office and standard facilities
 - b. Transportation and communication
 - c. Office Supplies and materials
 - d. Travelling expenses
 - e. Service facilities (at training site)

7. Institutional Framework

The institutional framework for this project promises to be as important as the actual program strategy in establishing a model for international child labor projects because of the following factors:

- a) administrative responsibility has been shifted to a high-level coordinative government agency--the NMYC;
- b) the innovative strategy for utilizing community organizations/members, backed by NGOs, has been particularly effective during the pilot phase;
- c) the second phase of the project will be focussing directly on consolidation and institution-building and on creating an effective partnership between the Government, NGO, and community sectors for child labor projects.

Government Partners

A new institutional arrangement has been established which is expected to have major advantages over that of the previous Phase I Pilot Project. Administratively, responsibility for the project has been shifted from the Bureau of Women and Young Workers to the National Manpower and Youth Council (NMYC), a semi-autonomous agency (previously under the Office of the President and now attached to the Department of Labor), which has the mandate to provide planning, guidance and coordination in various labor-related sectors. The NMYC is ably constituted to provide the coordination and inter-disciplinary support necessary for a multi-sector project such as this, since the members of the Council include those government agencies most likely to have interest in child labor issues: Department of Social Welfare and Development, Department of Labor, Department of Local Government and the Department of Education, Culture and Sports as well as the industrial boards and selected NGOs; most important, these agencies are represented in the Council by the senior decision-making staff of the agencies. In addition to its coordinative function, the NMYC also has a direct operational mandate in the areas of vocational training, manpower assessment, and labor planning. In this capacity, the NMYC can itself provide the core of technical services required by the project (curriculum development, direct instruction, equipment) as well as, for the long term, can integrate the project approach within its regular training units and programs.

Member agencies of the NMYC will be in a position to supervise and/or provide support for the specific project components wherein they have mandate or expertise (e.g. public school teachers for children's remedial education), and to coordinate these inputs during the regular meetings of the Council.

Overall supervision of the project will be the responsibility of the project advisory committee, which has precedent in the Smokey Mtn. Advisory Team (SMAT). The Director General of the NMYC (who is also the Project Director) chairs the advisory committee, the members of which include the Director of the NMYC Regional Office (Metro Manila), the Director of the Institute for Labor Studies, the Director of the Bureau of Women and Young Workers, the Chief of NMYC's Policy and Program sector, and the ILO Chief Technical Advisor.

Non-governmental Organizations (NGOs)

In the Philippine setting, NGOs are one of the most effective means of implementing community-based projects. NGOs can be tapped which specialize, for example, in the urban poor, children's services, legal issues, etc. Through the medium of subcontracts, these NGOs can provide the daily coverage, community-level supervision, and situation-specific services which child labor projects require. This project may draw upon NGO expertise in the following areas:

Community Organization:

A critical ingredient for implementation of child labor projects is a strong local foundation. On this basis, community resources can be enlisted in support of the project, target children be identified, and public opinion galvanized in opposition to child labor in hazardous occupations. Community organization will lay the groundwork for entry of the project in each community or with each target group, identify potential community workers and partner groups, prepare situation analyses and gather baseline information. Particularly important in urban poor communities, this groundwork will inform project directors on when and how to initiate the project, thus making maximum use of technical staff time.

Public Outreach:

Public information materials (print, radio, TV, audio-visuals, photo exhibits) for both local and international audiences can be generated by NGOs who already have the production equipment and expertise to efficiently produce professional-quality communications. These products can be disseminated through the government information arms.

Legislative Promotion and Policy:

Based on the insights and experiences from the Pilot Project, policies can now be formulated, both at the national level and in the operational mandates of the various government agencies, enabling them to more effectively respond to child labor issues. Legal assistance NGOs can be instrumental in all stages of policy development as well as promulgation of these policies among the target groups.

Education and training:

Grassroots level project management, including design of appropriate financial and monitoring systems, is an area in which various Philippine NGOs have excelled. Considering the triangular partnership of government, NGO and community in the proposed child labor work, institution-building and staff development will be an important area for all three groups. Two arenas for action are envisioned: a) NGOs will help develop community capability to administer child labor programs by co-managing the direct services to children, and b) a series of national seminars will engage government, NGO, and community sectors in reviewing child labor issues and examining efforts to address the problem. Community-level workers are expected to provide a major part of the inputs for such discussions. The long-term objective of involving NGOs in this sector is to expand the corps of interested agencies which can begin to address the child labor problem in a number of places and from a variety of angles, thus dramatically enlarging the extent and scope of child labor interventions in the country.

ACTION PLAN

(April - December 1991)

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

COMPONENTS/OBJECTIVES	IMPACT TARGET	PROGRAMS	SERVICES/ACTIVITIES	INDICATORS	RESPONSIBLE	COOP G	TIME FRAME	GPS	PERS	B	U	D	G	E	T	FAC/HIS	SOU
							Q1	Q2	Q3	Q4							
		... and enough	8. Earn														
		in the work	Program														
		alternatives															
		provided by	1. T-shirt	Ongoing training on Kids Learn													
		SABANA to off-	Project	T-shirt printing/	15												
		set wages from		printing/paint-													
		scavenging		ing													
			2. Arts and	Production of hand-	15												
			Crafts	made T-shirts (print: made printed/													
			Project	ed/painted)													
				produced/sold													
				Children earn													
				P30/workday													
				a. nutritional													
				meals/vitamin													
				support													
				reduce malnu-													
				trition													
				b. health examina-													
				tion													
				system in place:													
				for identifying..													
				treatment													
				free follow-up													
				care													
				identified													
				health problems:													
				free medicine													
				c. vaccination													
				150 fully													
				campaign													
				vaccinated													
				d. health education													
				significant													
				change in													
				health KAP													
				e. self-esteem													
				building													
				improvement													
				on mental													
				health indices													

:P25000

:P15x150x26

:X12= P702000

:P100x150x12

:P180000

:P3000

:ILO

COMPONENTS/OBJECTIVES	IMPACT TARGET	PROGRAMS	SERVICES/ACTIVITIES	INDICATORS	LEAD:h/wk:ASSI:h/wk:	RESPONSIBLE	COOP G	TIME	FRAME	Q1	Q2	Q3	Q4	PERS	B	U	D	G	E	T	FUR/EQ	FAC/MIS	FL	SOL
			f. family visits	monthly visits																				
	Significant	SABANA Parents'	a. parents' meetings: group formed to:																					
	change in	Program	and family visits: manage SABANA;																					
	parents' atti-		assist in SABA-																					
	tude re res-		NA activities																					
	pensity,																							
	care		b. parenting trng	100 parents																				
			agree to pre-																					
	obligation to		vent their																					
	children		children from																					
			scavenging																					
			support child																					
			financially																					
			family medical																					
			costs reduced																					
SUB-TOTAL																								

SUB-TOTAL

[illegible]

COMPONENTS/OBJECTIVES	IMPACT TARGET	PROGRAMS	SERVICES/ACTIVITIES	INDICATORS	RESPONSIBLE	COOP G	TIME	FRAME	Q1	Q2	Q3	Q4	PERS	SUP/NAT	B	U	D	E	T	FAC/MIS	SOU
		D. Policy For-	Consultations with	Resolutions re	PM																
		mulation/	community, Bgy., NMA	no night sca-																	
		Enforcement	officials	venging for																	
		at SH dump-		children																	
		site																			
			Issuance of circu-	No child sca-																	
			lars/memo orders re	venger in the																	
			dumpsite regulations	dump before pre-																	
			for child scavengers	school age																	
		E. Research	Review of existing	Policy paper																	
		on child	legislatures re	re child Labor																	
		labor laws	child labor Laws	in Hazardous																	
				Occupations																	
SUB-TOTAL																					
														:P2,400		:P92,000		:P20,000		:P30,000	

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COMPONENTS/OBJECTIVES	IMPACT TARGET	PROGRAMS	SERVICES/ACTIVITIES	INDICATORS	RESPONSIBLE	COOP G	TIME FRAME	Q1	Q2	Q3	Q4	PERS	SUP/HAT	BUDGET	FUR/EQ	FAC/HIS	SOU
VI. Capability Building																	
Improved the capacity to develop and implement child labor action program by: GOS NGOs Community	GOS managed to provide support and plan for replication of project in other areas	Project Development Management for GOS/NGOs and community partners	Project management for GOS/NGOs and community partners	GOS staff directly involved in field operation/management	AS									P50000		P10000	
	NGOs in coordination with nation with GOS administered child labor interventions on long-term basis	Community staff Trainings: - Project management: community development - CO child development work - others as deemed necessary	NGOs provide assistance for community level based project														
	Community leaders trained/organized to provide services to child workers	Community staff Trainings: - Project management: community development - CO child development work - others as deemed necessary	All project community staff trained		NGOs									P50000		P10000	
Training	15 SHAT, SHIT (GOS and NGOs) shop on Project Operations and Planning	Seminar Work- shop on Project Operations and Planning	Operation plan finalized											P50000		P25000	
	Training for Performance Appraisal Sys.	Training for Performance Appraisal Sys.	Performance target among CWs set											P15000		P45000	
	Counseling Techniques for CWs	Counseling Techniques for CWs												P1500		P4500	
SUB-TOTAL														P95,000		P45,000	

LIST OF TECHNICAL COOPERATING PERSONNEL
(International Labour Organisation)

INTERNATIONAL LABOUR ORGANISATION (ILO)

	<u>N A M E</u>	<u>N A T I O N A L I T Y</u>	<u>F U N C T I O N</u>	<u>S T A R T I N G</u>	<u>C O N C L U D I N G</u>
1.	<i>Susan E. Gunn</i>	American	Chief Technical Adviser	16.07.89	15.11.91
2.	<i>Zenaida L. Ostos</i>	Filipino	National Coordinator	15.06.89	Indefinite
3.	<i>Cecilia M. Andar</i>	Filipino	Child Development Specialist	01.02.90	Indefinite
4.	<i>Cristina S. Samson</i>	Filipino	Administrative Assistant	01.10.89	31.10.90
5.	<i>Rosalie J. Santos</i>	Filipino	Administrative Assistant	01.11.90	14.02.91
6.	<i>Ma. A. Grace O. Ojeda</i>	Filipino	Administrative Assistant	15.02.91	Indefinite
7.	<i>Ida Matriano</i>	Filipino	Education Specialist	16.09.91	Indefinite
8.	<i>Antonio B. Triumfo</i>	Filipino	Driver/Messenger	01.02.91	Indefinite
9.	<i>Roberto G. Kasala</i>	Filipino	Computer/Research Specialist	01.01.91	30.09.91
10.	<i>Nicandro O. Bautista</i>	Filipino	Accountant	01.01.91	31.03.91
11.	<i>Empresita Espiritu</i>	Filipino	Research Assistant	01.01.91	31.03.91
12.	<i>Angelita Colina</i>	Filipino	Community Worker	19.02.90	Indefinite
13.	<i>Wilma Simbahan</i>	Filipino	Community Worker	07.05.90	Indefinite
14.	<i>Teresa E. Decolongon</i>	Filipino	Community Worker	13.08.90	Indefinite
15.	<i>Wilma Degollacion</i>	Filipino	Community Worker	06.08.90	Indefinite
16.	<i>Rosalie Vergara</i>	Filipino	Community Worker	15.08.91	Indefinite
17.	<i>Lisa Yanga</i>	Filipino	Community Worker	15.08.91	Indefinite
18.	<i>Manuel Geronimo</i>	Filipino	Community Worker	07.06.90	Indefinite
19.	<i>Alvin Salamat</i>	Filipino	Community Worker	19.02.90	Indefinite
20.	<i>Albert Barnachia</i>	Filipino	Community Worker	01.10.91	Indefinite
21.	<i>Manuel Manarang</i>	Filipino	Community Worker	01.12.89	Indefinite
22.	<i>Jaime Placides</i>	Filipino	Community Worker	01.12.89	Indefinite
23.	<i>Luciano Diangzon</i>	Filipino	Community Worker	01.02.90	28.02.90
24.	<i>Estrella S. Lagman</i>	Filipino	Community Worker	26.01.90	31.10.90
25.	<i>Ramsey Gotera</i>	Filipino	Community Worker	01.05.90	30.06.90
26.	<i>Zenaida Judimo</i>	Filipino	Community Worker	19.02.90	30.04.90
27.	<i>Cecilia D. Ona</i>	Filipino	Tutor	01.09.91	31.12.91
28.	<i>Erlinda A. Lagasca</i>	Filipino	Tutor	01.09.91	31.12.91
29.	<i>Esperanza A. Reginaldo</i>	Filipino	Tutor	01.09.91	31.12.91
30.	<i>Soledad de Luna</i>	Filipino	Typist	01.08.91	31.12.91
31.	<i>Anne Avery</i>	American	Consultant - Education Sector	01.07.91	31.12.91
32.	<i>Cornelio C. Torrijos</i>	Filipino	Consultant - Economic Sector	02.01.90	28.02.90
33.	<i>Dennis Hamilton</i>	British	Consultant - Training Workshop	13.12.90	13.12.90
34.	<i>Alex Marcelino</i>	Filipino	Consultant - Education Sector	01.01.91	02.01.91
				01.12.89	31.12.89
				02.01.90	31.03.90
35.	<i>Sofronio B. Maglalatang</i>	Filipino	Consultant - Training Workshop	01.04.90	30.06.90
				01.11.89	30.11.89

LIST OF GOVERNMENT PROJECT PERSONNEL
(Department of Labor and Employment)
(Bureau of Women and Young Workers)

DEPARTMENT OF LABOR AND EMPLOYMENT (DOLE)
BUREAU OF WOMEN AND YOUNG WORKERS (BWYW)

<u>NAME</u>	<u>FUNCTION</u>	<u>STARTING</u>	<u>CONCLUDING</u>
1. Aura A. Sabilano	Project Director	1988	1991
2. Armont Pesina	LEO 1	1990	1991
3. Ulysses Javier	LEO 1	1990	1991
4. Nenita Pablo	LEO 2	1990	1991
5. Emily Dayacus	LEO 3	1991	1991
6. Loida Arellano	LEO 3	1989	1990
7. Yolanda Fontanilla	LEO 3	1990	1990
8. Editha Gianan	Clerk	1990	1991
9. Rikka Tuvelonia	Executive Assistant	1989	1989
10. Preciosa Poblete	Research Assistant	1989	1989
11. Romulo Brillantes	Supervising LEO	1989	1990
12. Celeste Vequilla	LEO 1	1989	1989
13. Sarah Umandal	LEO 3	1989	1989
14. Vivencio de Andres	Chief LEO	1988	1990
15. Benvenuto Alegre	Supervising LEO	1988	1990
16. Noemi Balitaan	Senior LEO	1988	1988
17. Teresa Basig	LEO 2	1988	1988
18. Marietta Javier	LEO 2	1988	1988
19. Zenaída Pagaduan	LEO 2	1988	1989
20. Helen Romero	LEO 3	1990	1990
21. Andelys Carillo	Chief, WAWD - NCR	1990	1990
22. Amelia Jimenez	LEO 2 - NCR	1990	1991
23. Elizabeth Cagara	LEO 2 - NCR	1991	1991

LIST OF GOVERNMENT PROJECT PERSONNEL
(Department of Labor and Employment)
(National Manpower and Youth Council)

DEPARTMENT OF LABOR AND EMPLOYMENT (DOLE) +
NATIONAL MANPOWER AND YOUTH COUNCIL (NMYC)

	<u>N A M E</u>	<u>F U N C T I O N</u>	<u>S T A R T I N G</u>	<u>C O N C L U D I N G</u>
1.	Jose D. Lacson	Project Director	1991	Indefinite
2.	Alicia D. Santos	Deputy Project Director	1991	Indefinite
3.	Miguel M. Iranzo	Project Manager	1991	Indefinite
4.	Leo Mangubat	Field Operations Officer	1991	Indefinite
5.	Gemma O. Rendon	Administrative Assistant	1991	Indefinite
6.	Luisita S. dela Cruz		1991	Indefinite
7.	Elmer Talavera		1991	Indefinite
8.	Abundio Alolod		1991	Indefinite
9.	Greciela Alvarez	Secretary/Clerk	1991	Indefinite
10.	Carlo	Driver/Messenger	1991	Indefinite

*LIST OF TRAINING/WORKSHOP CONDUCTED/FACILITATED
FOR COMMUNITY WORKERS/COMMUNITY PEOPLE*

LIST OF TRAINING/WORKSHOP CONDUCTED/FACILITATED FOR COMMUNITY WORKERS/COMMUNITY PEOPLE

Orientation on How to Conduct Interviews

Introduction to Child Development Work

Briefing/Orientation on How to Conduct Home Visits/Family Profile

Introduction to Puppet Making

(sponsored by the Bagong Buhay Christian Foundation)

Trainors Training on Enterprise Development

(sponsored by NMYC)

Workshops on Arts and Crafts

(sponsored by the Cultural Center of the Phils.)

Training on Counselling for the Poor

*(sponsored by the Center for Family Ministry,
Ateneo de Manila University)*

Summer Course on Community Development

*(sponsored by the Asian Social Institute,
Department of Social Work)*

Briefing/Orientation on Child Development Work

Marriage Enrichment Seminar

(sponsored by the Christian Family Movement)

Trainors Training on Micro Enterprise Development

(sponsored by the Self-employment Assistance Foundation)

Crash Course on Child Development

Training Project Proposal Preparations

(sponsored by the UP Institute of Small Scale Industries)

Introduction to Counselling

Training on Lesson Plan Formatting and NFE Techniques

Workshop Seminar on Community Productive School

(sponsored by Goethe Institute)

Seminar on Peer Counselling

(sponsored by the Holy Spirit School)

Project Planning Workshop

Seminar on Drug Abuse

(sponsored by the Christian Family Movement)

Training on Handmade Paper Making

Introduction to Project Approach and NFE Techniques

Introduction to Curriculum Development

Calligraphy Training