

IN-DEPTH STUDY ON THE SITUATION OF CHILDREN IN PROSTITUTION



FINAL REPORT

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1. BACKGROUND

1.1 Child Labor and the Philippine Time-Bound Programme

Child workers are the most vulnerable groups and demand our preferential attention. In the world of today, it is intolerable that millions of our girls and boys should be working in exploitative and extremely hazardous conditions.

(Sto. Tomas, 2001).

The UN Convention of the Rights of the Child (CRC) stipulates that **the children are those persons below 18 years of age except when they have attained their majority, (through emancipation) at an early age according to their national law.** The CRC stresses children's basic rights to survival, protection, development, and participation. On child labor, the CRC provides for the right of the child to be protected from work that threatens his or her health, education, or development. The State shall set minimum ages for employment and regulate working conditions. Child labor refers to *any work performed by a child that subjects the child to economic exploitation, or that is likely to be hazardous for the child or that interferes with the child's education, or that is harmful to the child's health or physical, mental, spiritual, moral, or social development.*

In June 1999, the International Labour Organization adopted Convention 182: Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor. The worst forms of child labor comprise: *(1) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (2) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; (3) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; and (4) work which, by nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.*

The Philippines, having ratified ILO Convention 182, is committed to take immediate, effective and time-bound measures to secure the prohibition and elimination of the worst forms of child labor as a matter of urgency. As part of this commitment, a Philippine Time-Bound Program (PTBP) is being undertaken.

PTBP is anchored on the vision of the National Program Against Child Labor (NPAACL) in harnessing collective action of social partners to eliminate the worst forms of child labor and transform the lives of child laborers, their families and communities towards their sense of self-worth, empowerment and development.

The justification for undertaking a PTBP is based on a situation analysis of the country, which reports that 4 million out of 25 million children, aged 5-17, or 1 out of 6, are working, a figure higher than the 1995 reported 3.7 million. 2.4 million of these children are in hazardous work, and are therefore included in Convention 182's categories of WFCL. Data from the various studies also reveal an alarming picture of deplorable working and living conditions, deprivation of childhood and its inherent rights, and hazardous environments that threaten children's physical, emotional, intellectual and moral development. The poverty incidence in the country, which is closely linked with child labor, is a top government priority and therefore stands to impact on the elimination of the WFCL if gains are made in this area (PTBP Document, 2002).

Target groups of children have been identified through a broad consultative process, and the choices validated and borne out by the cursory and in-depth studies. Target groups of children in the six sectors (prostitution, mining and quarrying, domestic service, pyrotechnics, agriculture, and deep-sea fishing) also include their families, younger siblings and girl-children, and their communities. Target areas include the Department of Labor and Employment's "poverty-free zones" and other areas that exhibit a high incidence of the WFCL and thematic characteristics that put the children at great risk (PTBP Document, 2002).

There are two components that will be crucial to the PTBP. First, the strengthening of the enabling environment for the elimination of the WFCL by intensifying efforts in policy and legislative reforms and in raising public awareness on the issue of child labor. Second, reducing the incidence of selected WFCL through focused and integrated action directed at child laborers, their families and communities. (PTBP Document, 2002).

Various stakeholders such as the government, employers, trade unions, NGOs, the affected children and their families, and the rest of civil society, are envisioned to play significant roles in the implementation of the PTBP. The understanding of these roles will be promoted widely, so that all share a common vision for eliminating the WFCL.

1.2 Objectives and Framework of the Study

1.2.1 Objectives

This study is a part of the preparatory activity of the PTBP towards the elimination of the worst forms of child labor in prostitution. Specifically, this in-depth study aimed to: (1) provide a comprehensive situational analysis of children in prostitution; (2) draw special attention to conditions faced by the girl child prostitutes; (3) assess the current efforts of the IPEC in addressing the child labor problem in prostitution, and identify specific practices worth sustaining based on the 7-point plan for action of IPEC; (4) describe the possible future scenario if child prostitution is not addressed and the chances for improvement or removal of children from working in prostitution; (5) identify gaps and challenges that can be addressed through the Time-Bound Program (TBP), including those relating to education; (6) propose specific programmes for the children working in prostitution, including appropriate strategies, roles of agencies, key partners, and specific target groups.

1.2.2 Theoretical Framework

This study was based on two theoretical underpinnings, the Push-pull factors and the Symbolic Interactionism. The PUSH-PULL factors is a migration theory that suggests that circumstances at the place of origin (such as poverty and unemployment) repel or push people out of that place to other places that exert a positive attraction or pull (such as a high standard of living or job opportunities). Current researches on child labor done in Asia and Latin America (ILO, 2000) have consistently presented a group of factors that make children more vulnerable to labor exploitation. Generally, these forces which push and pull these children to work, can be divided into two categories: (1) those at the individual or family level; and (2) those operating at the community or societal level. Refer to Figure 1.

The second theoretical perspective of this study is known as Symbolic Interactionism by Max Weber. This theory focuses on social life and human behavior from the standpoint of the individuals, in this case, the child workers, involved in day-to-day interaction. This interactionist perspective assumes that people, like the child workers, bring into each social situation (e.g. work performance; relationship with friends; relationship with family) certain ideas about themselves (self-perception, whether positive or negative) about the meaning of their behavior (motivations in life), about the nature of the situation (abuses and discriminations that they experience), and about others (acceptance or rejection). These ideas play a crucial role in determining how and why child workers act as they do. Thus, from this model, in order to explain the child workers' social behavior fully, one must go beyond a knowledge of their age, marital status, social class and so forth. One must find out how they interpret the world, especially what their behavior and their social situation symbolize to them (Hebding and Glick, 1994). Refer to Figure 2.

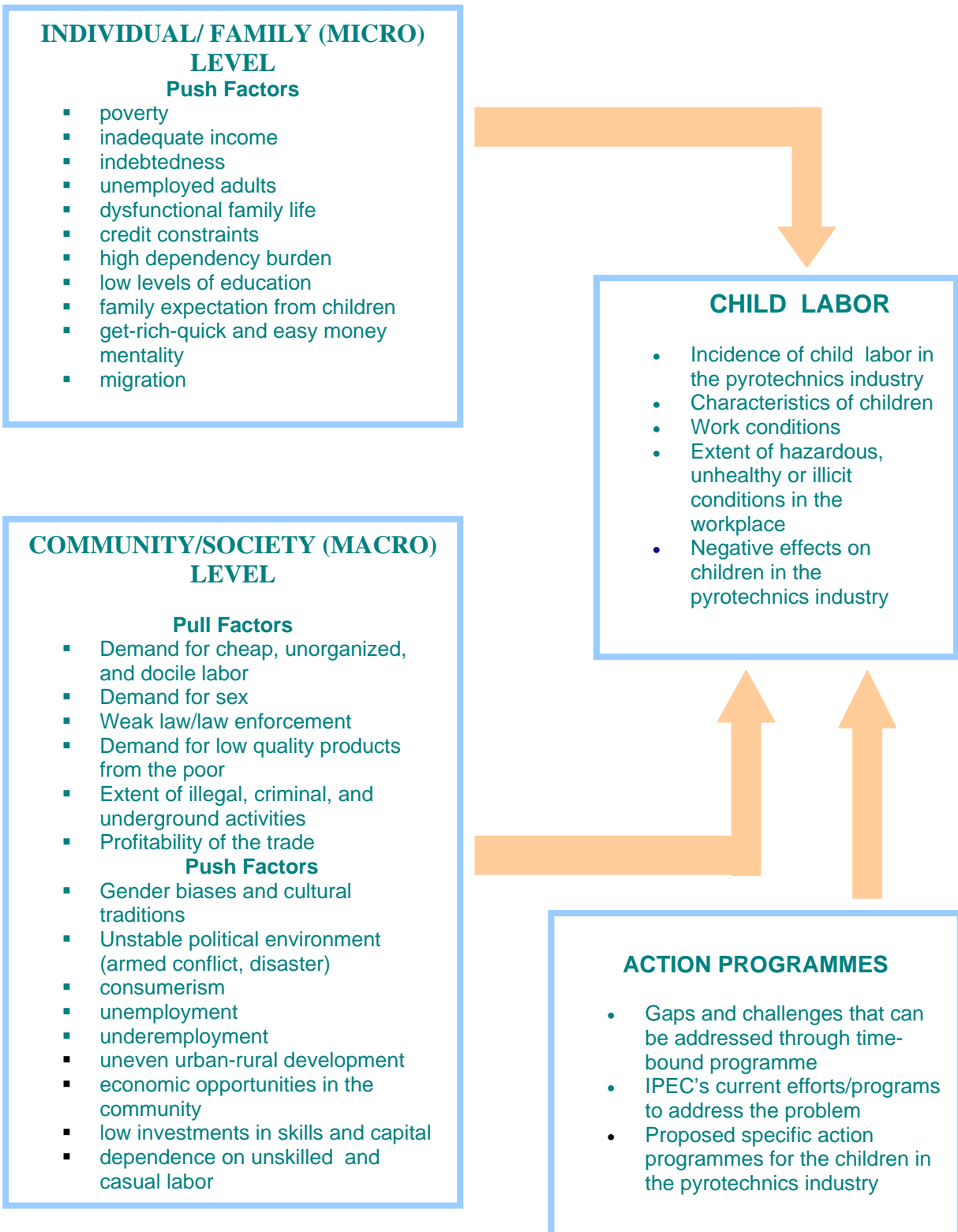


Figure 1. Push-Pull Factor Theoretical Framework of Child Labor



Figure 2. Symbolic Interactionism Theoretical Framework of Child Labour

1.3 Methodology

The triangulation across-method approach was utilized in this study. This involved the use of a variety of research techniques, such as survey using one-on-one interviews, focused group discussions, and observation. This increased the validity of the research exploring the many complex dimensions of the social life of the child workers in prostitution in the context of the work setting they are in.

A total of 430 (based on a desired reliability of .99 and a maximum sampling error of .10) children working in prostitution in Manila (145), Pampanga (135), and Cebu (150) were covered in the survey. Through the assistance of key informants who are involved or familiar in prostitution, these children were either chosen through convenience or snowball sampling technique. Aside from these children working in prostitution, 120 key informants from the following organizations were also interviewed:

Table 1. Interviewed Key Informants per Area

Types of Organizations	Manila	Pampanga	Cebu
Non-Governmental Organizations (NGOs)	<ul style="list-style-type: none"> • ECPAT Phils. • Elizabeth Home • Kabalik ng Pamilyang Pilipino • Third World Movement Against Sexual Trafficking of Filipino Women • Lingap Pangkabataan, Inc. 	<ul style="list-style-type: none"> • Women Helping Center – Soroptimist International of Angeles City • Ing Makababaying Aksyon (IMA) Foundation • Belen sa Angeles –Third World Movement Against Sexual Trafficking of Filipino Women • Women’s Education, Development Productivity and Research Organization Inc. (WEDPRO) 	<ul style="list-style-type: none"> • FORGE, Inc. • FREELAVA • Bidlisiw Foundation, Inc. • Linok Filipina • Antonia de Oviedo • ECPAT – Cebu • Cebu Hope Center
Governmental Organizations (GOs)	<ul style="list-style-type: none"> • Department of Social Welfare and Development (DSWD) • Department of Justice (DOJ) • Department of Tourism (DOT) • Philippine National Police (PNP) • Cultural Center of the Philippines (CCP) • CPD Press Corps • LGU –Brgy. Pinagbuhatan • CPU-PGH 	<ul style="list-style-type: none"> • Department of Labor and Employment (DOLE) – Region 3 • TESDA – Pampanga • DSWD – Region 3 • DTI – Region 3 • Reproductive Health and Wellness Center (formerly Social Hygiene) • PNP – Marilao • PNP – San Fernando • DOT • CSWDO – Angeles City 	<ul style="list-style-type: none"> • Reproductive Health and Wellness Center (formerly Social Hygiene) • PNP Station 2 • PNP-Women’s Desk • DTI • DOLE • Sagip Bata Manggagawa • DOT • DSWD • Children’s Legal Bureau

Table 1. Continued

Types of Organizations	Manila	Pampanga	Cebu
Church	<ul style="list-style-type: none"> • Bigkis – Archdiocese of Manila • Our Lady of Sorrows 		<ul style="list-style-type: none"> • Sto. Niño (Basilica del Sto. Niño)
Parents/ Guardians	<ul style="list-style-type: none"> • Mama Rina • Rona Cañejo • Imelda Santos • Mama Edna • Magdalena Calumpit • Marisa • Catalina 	<ul style="list-style-type: none"> • Nora • Becky • Lourdes • Celina • Joy • Vivian 	<ul style="list-style-type: none"> • Linda • Rebecca • Girly • Mary Jane
Trade Unions	<ul style="list-style-type: none"> • NUWHRAIN • Alliance of Progressive Labor (APL) 	<ul style="list-style-type: none"> • NUWHRAIN – Holiday Inn Resort Clark Field Pampanga 	<ul style="list-style-type: none"> • Various NUWHRAIN Region 7 chapters
Schools	<ul style="list-style-type: none"> • De La Salle University Manila • UP – CIDS 	<ul style="list-style-type: none"> • Angeles University Foundation • Holy Angel University 	<ul style="list-style-type: none"> • University of San Carlos
Total Actual Key Informants:	38	36	40

Secondary data, such as brochures, newsletters, newspaper clippings, laws and ordinances, minutes of meetings, reports from the PNP, research studies, and other related documents were also collected and analyzed.

1.4 Limitations

The gathering of the pertinent data as initial input to the PTBP for children in prostitution proved to be cumbersome. Regarding the children, it was very difficult to locate and talk to them without the help of a referral. The child prostitutes initially did not reveal their true ages and very evasive in answering the questions unless they first learned to trust the researchers. On the part of the parents, they were more uncooperative and sensitive to the issue because they do not accept that it was child labor and hazardous to their children. With the key informants, it was the availability of the person had to be interviewed, particularly among those from the local government offices and the Catholic Church clergy, particularly in Manila.

2. THE PROSTITUTION INDUSTRY

2.1. Definition and Coverage

The prostitution of children is one of the most repugnant proofs of human degradation because innocent and powerless young people are its victims. Children in prostitution refers to male and female children under the age of 18, “who for money, profit, or any other consideration or due to the coercion or influence of any adult, syndicate or group, indulge in sexual intercourse or lascivious conduct” (R.A. 7610). It also includes the “hiring, employment, persuasion, inducement and/or coercion of the children to perform in obscene exhibitions or indecent shows, whether live or in video or film” (Dela Cruz, et al, 1997), and for “the production of pornography or for pornographic performances” (Convention 182, Art. 3b).

Republic Act No. 7610, which is otherwise known as the “Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act”, has some provisions that criminalize the commercial sexual exploitation of children. According to this law, persons committing the following can be penalized:

(a) Those who *engage in or promote, facilitate or induce* child prostitution, which include, but are not limited to the following: (1) Acting as a procurer of a child prostitute, (2) Inducing a person to be a client of a child prostitute by means of written or oral advertisement or other similar means; (3) Taking advantage of influence or relationships to procure a child as a prostitute; (4) Threatening or using violence towards a child to engage him as a prostitute; and (5) Giving monetary consideration, goods or other pecuniary benefit to a child with the intent to engage such child in prostitution.

(b) Those who *commit the act of sexual intercourse or lascivious* conduct with a child exploited in prostitution or subjected to other sexual abuse; Provided, that when the victim is twelve (12) years of age, the perpetrator shall be prosecuted under Article 335, paragraph 3, for rape and Article 336 of Republic Act No. 3815, as amended, the Revised Penal Code, for rape or lascivious conduct, as the case may be; Provided, that the penalty for lascivious conduct when the victim is under twelve (12) years of age shall be reclusion temporal in its medium period; and

(c) Those who *derive profit* or advantage therefrom, whether as manager or owner of the establishment where the prostitution takes place or of the sauna, disco, bar, resort, place of entertainment or establishment serving as cover or which engages in prostitution in addition to the activity for which the license has been issued to said establishment. (Sec. 5, Art. III, R.A. 7610)

Under the same law, even the attempt to commit child prostitution can be penalized, to wit:

There is an attempt to commit child prostitution under Section 5, paragraph (a) hereof when any person who, not being a relative of a child, is found alone with the said child inside the room or cubicle of a house, an inn, hotel, motel, pension house, apartelle or other similar establishment, vessel, vehicle or any other hidden or secluded area under circumstances which would lead a reasonable person to believe that the child is about to be exploited in prostitution and other sexual abuse.

There is also an attempt to commit child prostitution, under paragraph (b) of Section 5, paragraph (a) when any person is receiving services from a child in a sauna parlor or bath, massage clinic, health club and other similar establishments. A penalty lower by two (2) degrees than that prescribed for the consummated felony under Section 5 hereof shall be imposed upon the principals of the attempt to commit the crime of child prostitution under this Act or, in the proper case, under the Revised Penal Code. (Sec. 6, Art. III, R.A. 7610)

Moreover, R.A. 7658, An Act Prohibiting the Employment of Children Below 15 Years of Age in Public and Private Undertakings, Amending for this Purposes Section 12, Article VIII of RA 7610 provides that children below 15 years s of age should not be employed except: (a) when a child works directly under the sole responsibility of his parents or legal guardian and where only members of the employer's family are employed; or (b) where a child's employment or participation in public entertainment or information is essential.

However, the law does not address the use of new technology like computer simulations of children or the use of the internet to post pictures of children (Sec. 9, Art. V), nor does it penalize the trafficking of children for purposes of adoption (Sec. 7-8, Art. IV, R.A. 7610). However, it does not penalize the trafficking of children for sexual purposes.

2.2 Historical Background

It is the common notion that prostitution is the oldest profession. However, it was difficult to establish the existence of CSEC during the pre-Hispanic period. Nonetheless, it may be inferred that the practice of slavery, which characterized the social system then, could have provided the environment for the exploitation of women and children. The barangay or community leadership was dominated by men, thus, women were often slaves to men (UNICEF, 1998).

The sexual relationship between the datu and alipin was anchored on power (patron vs. client dependent). Yet this could not be equated with the contemporary definition of the term “prostitution” because it did not stem from a commercial transaction. The situation suggest, however, that sexual services could be acts of repayment for some indebtedness and privileges for which may not be true in other social classes (UNICEF, 1998).

The chronicle of prostitution/commercial sex in the Philippines may have been started during the Spanish colonialization. The synthesis of the historical background of CSEC taken from the “CSEC in the Philippines: A Situation Analysis” (UNICEF, 1998) is presented in Table 2.

As indicated in Table 2, the manifestations of CSEC in the Philippines during the colonial years were illustrated by young daughters forming part of the economic transaction between tenant and landlord. In the post-war years, increased rural to urban immigration accompanied the rise in CSEC. During the Marcos years, CSEC was focused especially on commodification of women and children. Under the Aquino regime, CSEC was evident in pornography and trafficking, phenomenon of mail-order brides, japayukis, and prostituted domestic helpers. And during the time of Ramos, CSEC activities increased even more.

Table 2. Synthesis of the Historical Background of CSEC

PERIOD SETTINGS	Economic-Political	Socio-cultural
COLONIAL YEARS (1521-1945)	<ul style="list-style-type: none"> • Encomienda system • Landlord-tenant relationship • Patronage politics • Widespread poverty • Power relationship 	<ul style="list-style-type: none"> • Feudal relationships • Subjugation of women's status in society • Americanization of consumption habits • Start of rural-urban migration • Rise of prostitution • Breakdown of human values
POST-WAR YEARS (1946-1965)	<ul style="list-style-type: none"> • Free enterprise and open door to foreign investments • Stabilization programs prescribed by IMF-WB • Tourism development • Rise of service industry • Restoration of rule of law and government • Patronage politics • Graft and corruption 	<ul style="list-style-type: none"> • Increased rural-urban migration • Increased prostitution • Rise of consumerism and use of international standards as yardstick for acceptable cultural fare
MARCOS YEARS (1965-1986)	<ul style="list-style-type: none"> • Massive poverty • Adherence to IMF-WB prescriptions • Tourism as a banner program • Financial crisis • Cronyism • Graft and corruption • Patronage politics • Martial law • Political unrest 	<ul style="list-style-type: none"> • Out-migration • Pull of dollar earnings • Rise in consumerism • Commodification of women and children • Rise in commercial sex due to sex tourism • Breakdown of families
AQUINO YEARS (1986-1992)	<ul style="list-style-type: none"> • GNP high growth of 7.2% but not sustained • Fiscal deficit • Poverty and unemployment • Coups d'etat • Democratic space • Removal of US military bases • Increased influence of NGOs 	<ul style="list-style-type: none"> • Tremendous rise in out-migration • Phenomena of mail-order bride, japayukis and domestic helpers • Values orientation toward materialism, consumerism
RAMOS YEARS (1992-1998)	<ul style="list-style-type: none"> • Continuation of export-oriented economic policies • Tourism as a centerpiece program • Increased export of labor • Globalization 	<ul style="list-style-type: none"> • Unabated out-migration • Increased consumerism • Breakdown of families • Increased commodification of women and children • Alarming trend in CSEC

2.3 Dynamics of Prostitution

2.3.1 Extent of Prostitution in the Philippines

In the Philippines, prostitution as a trade is considered to be illegal. Despite its underground nature, prostitution continues to thrive and flourish as a lucrative business. Its actual magnitude and economic contribution, however, cannot be established. But various resources indicate that, more and more young girls and boys are being lured into becoming sex workers because of poverty, existence of sex tours, demand for unskilled labor, and the Asian economic crisis.

According to the UNICEF and various NGOs, the Philippines ranks 4th among 9 nations with the most children in prostitution, which is estimated at 60,000 – 100,000. The top five areas for child prostitution and sex tourism in the country are Metro Manila, Angeles City, Puerto Galera in Mindoro, Davao, and Cebu (Juvida, 1997).

The available data sources on prostitution or commercial sexual exploitation revealed differing or sometimes confusing figures on its extent in the country. Table 3 summarizes the various estimates (with no clear statistical computation or derivation) claimed by individual researchers or groups who have delved on the issue of prostitution or CSEC. Their data also did not provide for the exact gender breakdown or segregation of the estimates according to male and female but indicated that there are more girls than boys in prostitution.

Table 3. Summary of Estimates of Prostitution in the Philippines

Type	Estimated No.	Date	Source
children	20,000	1987	ECPAT-Phil., 1992
children	20,000	1988	Manlongat, 1988
children	50,000-60,000	1991	ECPAT-Phil., 1992
children	50,000-60,000	1991	DSWD (in Salinlahi, 1994)
children	50,000-60,000	1991	O'Grady, 1992
children	40,000	1992	NGOs (in UNICEF/GRP, 1992)
children	60,000	1993	ECPAT-Phil. (in NGO Coalition, 1994)
children	60,000	1994	DSWD (in Alforte, 1994)
children	60,000	1995	NGOs (in DSWD, 1995)
children	60,000	1996	Dionela, 1996
children	75,000	1997	UNICEF (in Cueto, 1997)
children & adult	375,000 (most are aged 15-20 years)	1997	Philippine Daily Inquirer
children & adult	300,000	1997	Gabriela
children	60,000 and more	1997	A. Tan
children	60,000 – 100,000	1997	S. Juvida (Unicef & ECPAT)
children & adult	400,000 – 500,000	1998	R. Ofreneo (former Usec. DOLE)
children	75,000	1998	D. Agnote
children	40,000	1998	J. Sejiant (Department of Foreign Affairs)
children & adult	400,000 (25% are children and 3,266 more are forced into the sex industry)	1998	D. Mendoza (Gabriela)

On the other hand, Table 4 shows the distribution of reported CSEC cases from 1991 to 1996. It also indicates that over a period of 6 years, a total of 1,403 or an average of 281 cases yearly were documented by the DSWD, with half of these cases involved in prostitution (715).

Table 4. Reported Cases, Philippines, 1991-96.

Category	1996	1995	1994	1993	1992	1991	Total
Pornography	3	----	----	----	----	----	3
Pedophilia	123	120	133	85	101	19	581
Prostitution	363	175	100	15	28	34	715
Trafficking	4	22	10	----	19	49	104
Total	493	317	243	100	148	102	1,403

Source: Department of Social Welfare and Development

The absence of the exact number of children who are sexually exploited and in the sex trade is primarily due to the underground nature of prostitution wherein children are unregistered, the mobility of child prostitutes, and the pseudo-visibility of CSEC because it hides behind other services to gain public acceptance.

2.3.2 Categories/Forms of Prostitution

Child prostitution is one of the worst forms of child labor because of the terrible harm it brings to the child's physical (pain and sexually transmitted diseases contracted), psychological (low self-esteem, feeling of guilt, no dignity), social (stigma of the job, rejection, humiliation), and spiritual (lack of morality, materialism as a value, and loss of faith in God) dimensions. Notwithstanding the dangers and long-term negative effects of this type of work, young girls and boys continue to proliferate in the industry. Girls comprise the majority of the prostitutes because of the discrimination of women in society which permits and perpetuates their sexual exploitation and because of the high premium placed on their physical appearance, docility, and virginity by the customers who are predominantly men.

Child prostitutes as a commodity are categorized based on the type of work that a particular child performs, the location of the work, the nature of employment, the type of customer, and the level of visibility of their operations. They can be GROs (usually short for Guest Relations Officer), dancers/macho dancers, casa/brothel girls, pick-up girls/pok-pok girls/freelancers/strikers, akyat-barko, jeepney girls, masahista, "sistemang palit", prosti-tution, entertainers (bar girls, karaoke girls), models, dance instructors, and singers.

The ECPAT report in 1994 found different kinds of children in prostitution in Cebu City. They were classified as (a) pick up girls loitering in the streets at night waiting for customers; (b) casa/brothel

girls staying locked up in prostitution dens; (c) bikini bar girls entertaining guests and customers by dancing on an elevated platform wearing skimpy bikinis; and (d) karaoke bar girls sitting at the customer's table assisting in taking orders, as well as encouraging customers to sing. Most of the bar girls claimed to be older than 18 years old but were actually younger. (del Rosario, et al, January 2000, c.f. Arcilla, 2001, p.7).

In the research on the Filipino Children in Prostitution: A Worst Form of Child Labor (Arcilla, 2001), the categories of children in prostitution in Region XI as described by TALIKALA NGO, were documented.

The description of the various forms of children in prostitution are described as follows:

1) Freelancer/Striker/Pick-up Girls/Pok-Pok Girls

Having no permanent place of work, the freelancers or strikers hang around in places where potential customers can pick them up. These places are usually the streets, and lately such places also include malls, shopping areas, theatres, and beaches. They usually work with pimps who negotiate the price for them. They liken themselves to “pangangahoy” -- picked up from among the woods and later sold.

2) Akyat-Barko

The work for these children is seasonal, dependent on whether there is a ship that docks. The girls, together with the pimps, “pump boats” to meet the customers in the cabin. This type of work is usually a “packaged deal”, that is, the price paid for by the customer includes doing the laundry, cooking, aside from the sexual service given.

3) Prosti-Tuition

Like the Akyat-Barko, the Prosti-Tuition is a seasonal work for children in prostitution. Their numbers increase during the periods of enrolment and examinations because they use the money that they earn to pay for tuition fees. Most of the time, they are “offered” or “sold” through referrals by friends to wealthy businessmen, executives, and in desperate times, to drivers, vendors, and teachers.

4) Dancer/Macho Dancers

They work in clubs where they dance to the sexy or erotic music on stage. They wear skimpy outfits which they remove piece-by-piece as they dance. After each performance, they lineup in a glass door they usually call the “aquarium”, while the customers pick the girl of their choice. They can earn through the “commission” from drinks ordered by customers, the fee they are paid for dancing, and the “outing fee”, the

payment given when the customer takes a girl out and brings her to a nearby hotel for sexual service.

The macho dancers oftentimes do the caressing or touching because this is what the homosexual customers prefer. They also dance privately for guests who are willing to pay more

5) Masahista

This group works in massage parlours. The girls are usually 17 to 18 years old. They offer sexual service in the massage parlour, or sometimes perform “home service” through phone-in customers.

6) Guest Relations Officer (GRO)

The girls serve as company for customers who want to sing (usually in the Executive Rooms or Private Rooms provided in Karaoke Bars/KTVs), and who need someone to talk with. Depending on the customer’s interest, such activities as singing and story telling, lead to sexual activities.

7) Sistemang Palit

The girls offer sexual service in exchange for money or goods. For instance, in places near the coastal areas, sexual service is given in exchange for fish. “Isang salop, isang gabi” or in exchange for cans of sardines in evacuation centers where food rations are scarce. In Cavite, there is the so-called “Isang balde, isang putok” among coffee farmers.

8) White Slavery/Casa/Brothel Girls

This is the worst form of prostitution children get involved in because the girls become sex slaves in dens (casas). The favourite victims are children who are still virgin because their services are more expensive. This is operated by huge networks of syndicates. The casa is normally tightly guarded and managed by the mama-san.

9) Sexually Abused and Trafficked Children

This is a systemized form of sexual abuse on children and women. The women traveled from region to region, and are threatened, abused and later driven into prostitution along the way.

10) Jeepney Girls

They usually work without a pimp. They hang around in places where potential jeepney driver customers can pick them up. These places are usually the jeepney terminals and eating places of drivers.

11) Entertainers (bar girls, karaoke girls)

They usually work in videoke/karaoke bars/ restaurants/bars, as well as, in nightclubs, disco houses, and gay bars. Their work involves

engaging the customer in conversation, drinking with them, often allowing very intimate physical contact with the customer. Kissing, mild petting, and hugging normally goes with the job, depending on the customer.

12) Dance Instructors

They are usually contracted by hotels, nightclubs, disco houses and gay bars. Their work involves teaching customers how to dance, as well as conversing and drinking with them.

13) Models

They are found in the same establishments where the entertainers perform. Their service is related to walking on the ramp or an elevated platform with some kind of costume or clothes for show. There are also instances that they dance to model the costume or clothes and then take it off piece-by-piece while the music plays. They also sit and drink with the customers upon request.

14) Singers

They are mostly connected with videoke/karaoke bars and nightclubs. Their work is to sing for or sing with the customers. While singing, they go around the customers touching or hugging them as part of their performance. After singing or in-between their numbers, they sit, talk, and drink with the customers upon request.

In another previous study entitled, "At Your Service: Combating Child Labor in the Tourism Industry" (NUWHRAIN, 2000), one major cluster of work children who work in the tourism industry are the sex workers, who could either be call boys/girls, pimps, or entertainers. They are found in registered establishments and on the streets around these firms. The sex workers have very similar jobs to real entertainers (they sing, dance, serve food and drinks, converse with the customers, etc.), and the only difference is that they also provide sexual services (like kissing, hugging, petting, oral sex, blowjob, anal sex, and penetration) to their customers. Some of the establishments have in-house facilities that provide rooms for the sexual service.

2.3.3 Recruitment Pattern

Children treated like commodities in prostitution are recruited in a number of ways as shown in Figure 3. They are enticed by friends, relatives, and even their parents to serve initially as domestic helpers or workers in the tourism industry. They could be recruited by pimps, brokers, or nightclub agents, who often use deception, false promises, cash incentives and offers of good/decent jobs, until they eventually

land in establishments in the red light districts or in brothels/casas managed by the so-called “mama-san.” There are children who purposely leave their place to try their luck in the city.

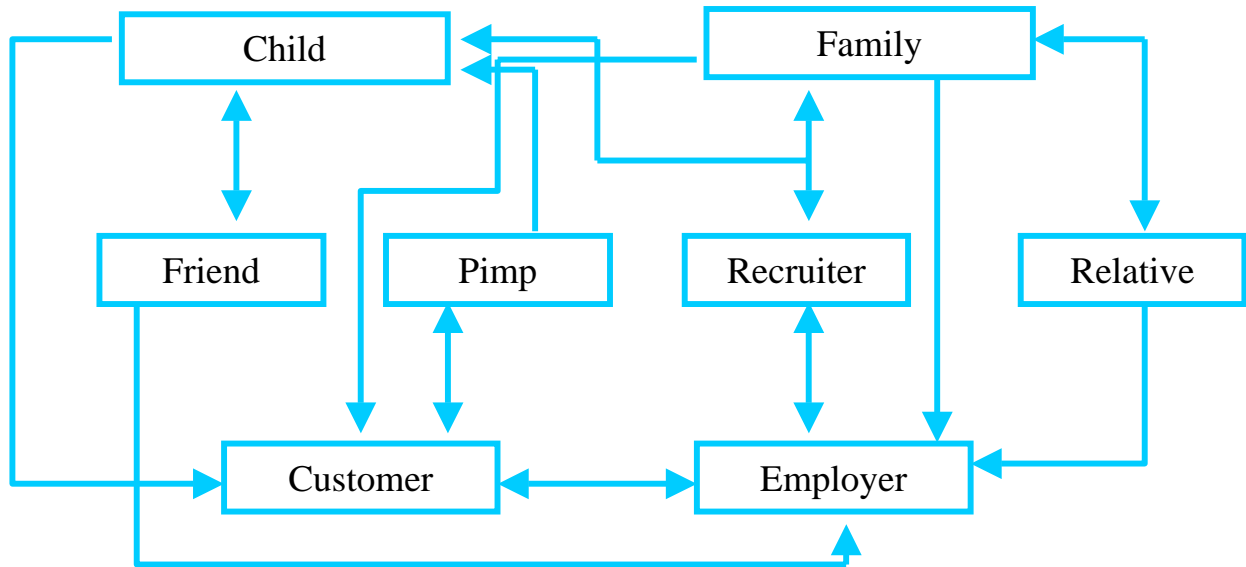


Figure 3. Direction of Approach in the Recruitment of Children

Overall, the whole sex business, and the web of its activities that involves children in prostitution not only provide substantial income and employment for those directly and indirectly involved in prostitution. It is also somehow a means for distributing income, particularly through income remittances from urban to rural areas. Prostitution serves as a survival mechanism for coping with poverty and as a method of compensating for the lack of social welfare and income maintenance programmes for the large segments of the society (Arcilla, 2001).

Commercial sexual exploitation should be seen within the framework of “triangular network of abusers”, i.e., “the supplier”, “the user”, and “the protector”. This kind of framework undermines the involvement of the child. “This means that the apparent acquiescence of the child is the product of the manipulation of the network. It also suggests that there is a complex, sometimes organized network of abuse” (dela Cruz, et al, 2001 c.f. Arcilla).

2.3.4 Causes and Effects of Prostitution

Prostitution is a flagrant violation of the rights of a child with enormous ill effects on the child's total development and well-being. Figure 4 captures the incidence of CSEC in the Philippines (UNICEF, 1998).

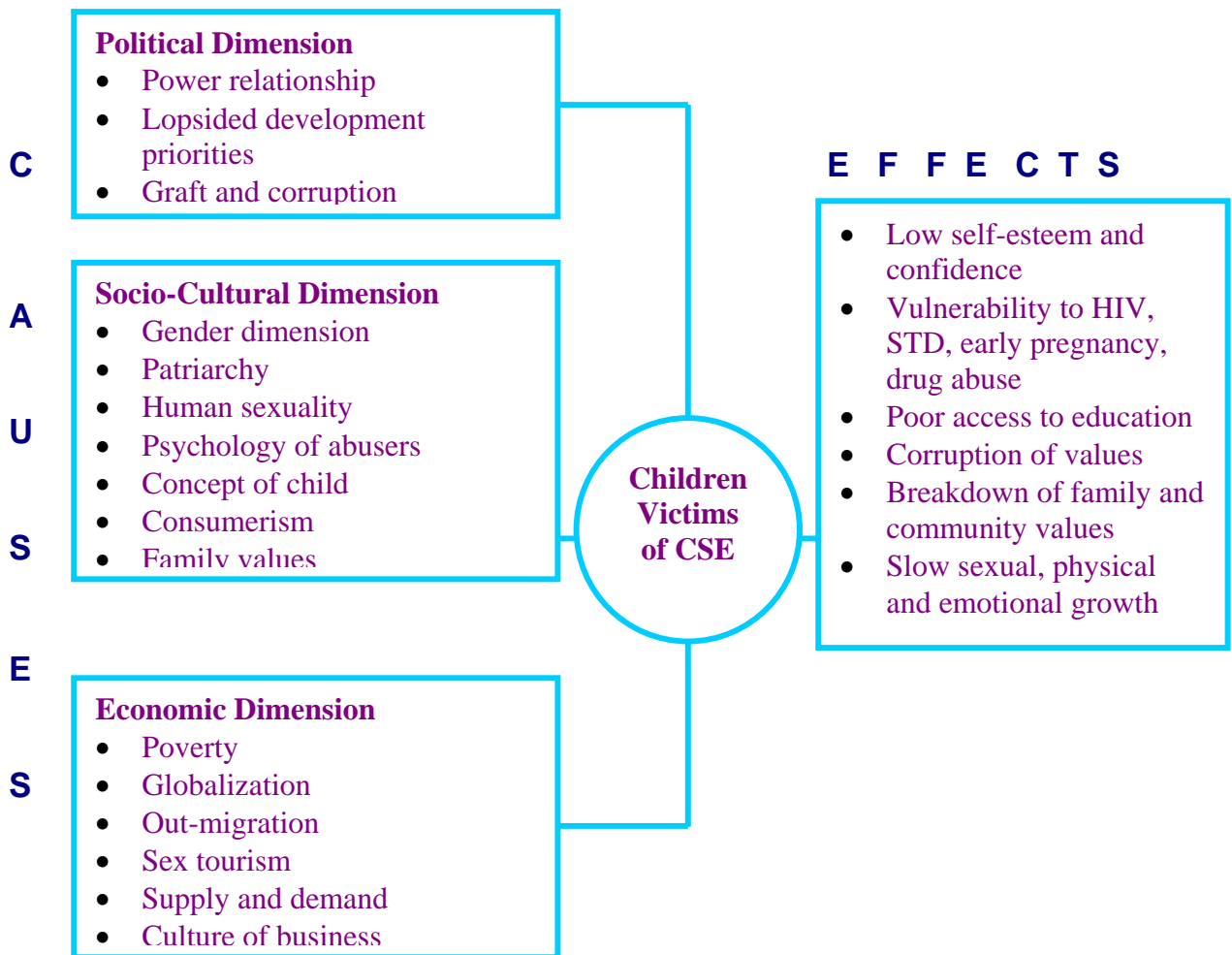


Figure 4. Framework for Incidence of CSEC in the Philippines

Source: *Commercial Sexual Exploitation of Children in the Philippines: A Situation Analysis*, UNICEF, 1998, p. 76

2.3.4.1 Causes

Prostitution exists virtually in every country in the world. In the Philippines, several references on child prostitution or commercial sexual exploitation of children point to various reasons why children continue to be involved in this abhorrent work.

Based on the various researches conducted, these factors are as follows:

A. Economic Factors

1. Outmigration

Low income and unemployment in suburban areas have pushed many individuals and families to explore employment options abroad or migrate to the cities “in pursuit of better life and more secure future.” The result was a continuing influx of migrants—from rural to urban—and of contract workers going abroad.

2. Globalization and the Philippine Economic Programme

This new development in economic orientation has created shifts in lifestyles among institutions and individuals as market competition, borderless economies, and consumerism are accentuated. In effect, globalization contributed to the further widening of the gap between rich and poor, as the latter could not cope with the increasing costs of prime commodities and the growing demand for modern or advanced technologies.

The depreciation of the Philippine currency triggered sharp increases in the costs of basic commodities, which especially affected the low-income sector of society. Such depreciation had affected business causing mass retrenchment of workers which, in turn, drove more people (including children) to find work in the informal sector. Child labor may be on the rise because children need to help the unemployed adult family members provide for basic or survival needs. With the projected increase in child labor, CSEC cannot be far behind.

3. Women as commodity

One unfortunate effect of the society’s gender bias in the treatment of women as a commodity by men who seek sexual pleasure. The company of local girls is often sought by visiting executives or workers to satisfy “recreational” (aliw or libang) needs in-between business transactions. In the Ilocos Region, for instance, it was reported that some male traders in the tobacco

industry sought sexual pleasures from prostituted young women while transacting business in an area.

4. Demand for younger women

The growing demand for younger prostituted individuals has led to an increase in the number of children-victims. When a prostituted individual reaches age 25 or above, his/ her “marketability” diminishes. According to key informants, the younger the victim, the higher the demand for his/her “services.” Thus, some prostituted adult individuals recruit younger ones who become their replacements when they retire from the sex trade.

5. Sex Tourism

Studies on CSEC have pointed to the significant role of the tourism industry (particularly sex tourism) in luring children into commercial sex. While tourism contributes to the economic coffers of the country, it has also become an instrument in the further exploitation of children and women (DSWD, 1998).

Literature also points to the existence of both formal and informal business relations between Filipinos and foreigners, basically in the form of exchange of expertise, technologies, goods or commodities, and services (which include, although covertly, commercial sex). Some foreigners register as tourists but with a motive to recruit and exploit young men and women for commercial sex. This practice has been reported in the media. But while there were foreigners who preyed on young victims, data show that more Filipinos perpetrate CSEC. This study, for instance, found that nine out of 10 customers of children-victims were Filipinos.

One main attraction for tourists (foreign and local) in an area is its level of physical development and the presence of certain amenities. The study areas shared almost similar characteristics—being centers of commerce, industry and education—where facilities, services, and opportunities for trade and investment, employment and high income are available. Some tourists visit an area for business, others for rest-and-recreation (R&R). Regardless of purpose, the need of some tourists for sexual enjoyment appears to be an important part of a tour package.

Documented cases on CSEC indicate that the incidence of prostitution, pornography and trafficking of children was higher in areas considered as tourist destinations. Among the most popular sex tours destinations in the country include Pagsanjan, Palawan, Boracay, Aklan, and the Cities of Baguio, Olongapo, Batangas,

San Fernando, Angeles, Manila, Bacolod, Cebu, Davao and Zamboanga. (CWC, 2000)

6. Poverty

Children in prostitution come mostly from poor, often large, rural families. Poverty is the major reason why they need to earn a living. Many of them come from chronically and economically disadvantaged families and, therefore, have little access to opportunities for alternative sources of income. Driven by poverty, the children enter the sex trade to earn a living or are forced into it by their families in order to survive.

Not all children are “duped” into the world of prostitution. Some pragmatically choose it as the only way out of poverty. A few even become relatively well off from it. However, the vast majority are victims. Children in prostitution in Cebu mostly come from Cagayan de Oro, Bacolod, Davao, Samar-Leyte and Iloilo. This, however, was just a passage point for these children before they eventually go to Manila, Angeles and Olongapo City; places where they expect to earn more.

B. Family Background and Socio-Cultural Values and Beliefs

1. Concept of child and family

Literature indicates that the adult-child relationship is basically adult-dominated. Filipino children are expected to recognize filial responsibility: they are expected to become dutiful daughters, virginal girlfriends, devoted wives and sacrificing mothers. These are “strongly grounded in the Philippine culture from the pre-Hispanic period” (WEDPRO n.d.). FGD participants shared the same observation that society expects women to be subservient to men.

Against the backdrop of poverty, neglect, abuse and exploitation, are values, beliefs and practices that perpetuate the “normalisation” of prostitution as an alternative activity. Loss of virginity, being male, young people’s expected subservient roles in the family and other such practices make children in fact believe that “making money” by selling body won’t matter any. (IPC 1988).

The child is expected to support the family, particularly during difficult economic and social situations. She/he is expected to contribute to family income, or at least to attend to his/her basic needs with little or no support from his/her parents. This is

manifested in the responses of guardian-parents during the interviews.

The sex workers explained that they are in this job because they need to help their family since they are poor, like to earn money for personal needs, support own child, continue schooling, tired of working in the farm, forced by parents/relatives, and recruited in the province with a promise of decent and good jobs.

The traditional Filipino family is basically close-knit, with ample support systems in place. The father is generally perceived as provider, main decision-maker, and the disciplinarian in the family. The mother assumes a supporting role, the care-giver, and the one responsible for the daily domestic routines. The child is subservient to his/her parents' wishes, and is expected to assume both domestic and income-generating responsibilities.

Family unity is threatened when individual members are unable to perform their expected roles, e.g., the father is unable to provide for the family's needs, the mother is not caring enough to the children, the child does not obey his/ her parents' wishes, etc. The emerging social, economic and political realities have posed a challenge to the traditional concept of a family. There is also the growing need for adjustments in role performance and expectations, and in perspectives on how the family members should respond to the emerging and changing conditions within and outside the family environment.

It should be emphasized, however, that certain characteristics within the traditional family (i.e., gender bias and patriarchal dominance) have contributed to CSEC because of their low regard for the worth and dignity of women and children, and for their contribution as productive members of society.

2. Orientations and practices

Some socio-cultural orientations may have contributed to CSEC. Filipinos, like many Asians, tend to have an external locus of control as they entrust their life and future to fate, destiny or the Divine Providence. The concept of "bahala na" (come-what-may) attitude in alleviating poverty, for instance, indicates a lack of sense of purpose and strong drive to improve one's living condition. While, this "bahala na" attitude may be translated into something positive when it involves taking a risk or being courageous enough to face life's uncertainties, more often than not, however, this orientation denotes lack of concern and systematic preparation for a future eventually.

Another contributory Filipino value is “pakikisama” (getting along), usually with persons within one’s immediate environment (e.g., neighborhood, workplace, community, peer group, etc.). This study reveals the strong influence of peers in a child’s entry into commercial sex. Adolescent or pre-teen children are vulnerable to lures and deceptions, especially when their need to care, affection and sense of belonging is not met in their homes.

3. *Weak Family Support*

The weak support provided by the family results in children turning to the streets. They leave their homes because of parental neglect and abuse. Once in the streets, they become vulnerable to drugs, and later on, to prostitution.

4. *Abuse in the Home*

There is strong evidence, as asserted by the DSWD, that there is sexual abuse in the home and this vastly increases the abused child’s chances getting involved in prostitution. Their own relatives abuse some of them. Some are even pimped by their own parents to work in the sex trade because of poverty, while others simply join their peer groups in prostituting themselves.

C. Political Factor

Power relationships

Three levels of relationships could explain the phenomenon of CSEC. These are: gender (men vs. women), economic status (rich vs. poor), and age level (adult vs. child, older child vs. younger child). One group tends to dominate the other. The supremacy of males over females, the rich over the poor, and the older members over the younger ones is evident across time and space. Thus, children-victims become powerless to liberate themselves from the bondage of abuse and exploitation which exists at various levels of relationships.

From a macro perspective, the issue of CSEC is only reflective of the interplay of political and economic conditions which influence the behavior and movement of individuals and societies. Policies on globalization and commercialization that have significant effects on the economies of nations also influence public consumption habits and orientations of people. This is not only in terms of wealth acquisition or other forms of possession, but also in the propensity of the “powerful” to effect greater control over the “powerless” or the most vulnerable sectors of society, in this case, women and children.

D. Natural and Man-Made Disasters

The Philippines is a disaster prone country with an average of 30 typhoons per year. As a result, more and more families are displaced from their homes and from places where they could earn their living. Armed-conflict, on the other hand, greatly affects the family structures and the development of children. In Davao Oriental, the sharp slump in the prices of copra and continuing armed hostilities between government and rebel forces continue to force the Mandaya Lumads out of their homes.

Many of the displaced Lumads from Cateel, Baganga, Boston, Caraga and Manay towns found their way to the urban centres of Southern Mindanao, such as the Davao and Tagum Cities. Reports revealed that many of these Lumads, who are girls aged 10 to 15, eventually land in beer houses as sex workers. (*PDI, 18 September 2001*).

2.3.4.2 Effects

The impact/ effects of prostitution on the children involved in it were also indicated in a number of researches. These are as follows:

1. The impact of the tasks on sex child workers cut across the different areas of their lives - the physical, psychological, social, and spiritual. Among all these aspects, the impact of work on the health of the child is relatively the most apparent and immediate. Among all the physical changes that have taken place, 52% of the children mentioned that they now work long irregular hours, which are often scheduled at night. Thirty one percent said that they have learned the vices of smoking and drinking from their adult customers. Nine percent learned how to use condoms and other contraceptives to avoid getting pregnant and/or getting sick. Some complain about the fatigue and long hours of work which cause their health and academic performance to suffer. The rest talked of bruises, cuts, and illnesses brought by the unfavorable working conditions. (*NUWHRAIN, 2001*)
2. Although unseen, the psychological effects of exploitative labor seem more damaging to the child. Majority of the sex workers are ashamed, full of self-hate and guilt. They resort

to substance abuse to escape these negative emotions. In addition, 11% fear that someone might discover what their “real job” is. (NUWHRAIN, 2001)

3. Socially, child workers have to deal with physical separation from their loved ones, particularly in the case of children who had to leave their families in the rural areas to work in the city. It could also be an emotional separation in cases where the child discontinues relations with familiar friends and families, or avoids contact with them for fear of being found out and stigmatized. Eight percent said that they miss their friends. Aside from estrangement, the child also suffers in terms of being away from interactions gained in school. Eighty three percent of the child workers had to stop going to school because of their work. On the other hand, there are some child workers who have adapted better socially. Eleven percent are happy because they now have more friends. (NUWHRAIN, 2001)
4. On the spiritual aspect, very few mentioned that the difficulties of life only made their faith stronger. Most of them said that their faith wavered. Many of the children say that they no longer believe in God and the teachings of the Church. There are also those who still believe in God but no longer attend religious services. They work almost everyday and the time during which they stay at home is spent resting and doing household chores. Only 11% said that they still attend mass. (NUWHRAIN, 2001)
5. Sex workers are especially worried about their future. They know that as each day comes to an end, their youth and beauty fades, and so does their ‘value’ in the marketplace. One sex worker was afraid of what her own child will think of her when the child becomes an adult. A few will stop from their present job once they have their own families. Some complain about the small income and the absence of benefits and job security. Others are simply tired of the work. (NUWHRAIN, 2001)
6. In the case of children in prostitution in Cebu, ECPAT noted the increase in sexually transmitted diseases (STDs) among sex workers. The STDs were prevalent among girls and women whose ages range from 15 to 34 years. Furthermore, the study said that, “prostituted children can easily contract STDs because of their sensitive and delicate biological systems. Another danger is the threat to their lives if and

when they decide to quit the trade... which is specially true to those who are handled by sex syndicates and those housed in casas... others encounter sadistic customers... who force them to perform perverse sexual acts. (*del Rosario et al citing ECPAT 1994*)

7. Children in this kind of work suffer traumatic experiences – physically, developmentally, socially and psychologically. The children are vulnerable to a variety of problems, such as distorted sense of values and a negative outlook of people or of life in general. Feeling of low self-esteem, inadequacy and mistrust of others are particularly common. They are branded as morally reprehensible, ostracized by their families and communities. Many of the children victims are denied their rights to education, are school dropouts and are frequently denied the opportunity for entering or continuing in mainstream education. (*Balanon, 2000*).
8. Carandang noted that compared to substance-abusing children and those in conflict with the law, the sexually abused group felt the deepest kind of sadness, characterized by despair, pain, sense of being unloved and abandoned, sense of ruin, confusion and helplessness. They also exhibited the most negative view of the world or life in general (cf, UNICEF, 1998).
9. According to Dionela and Di Giovanni (1996:10), “children become vulnerable to physical pain and injury, especially when they are maltreated by sadistic customers.” They are also “exposed to sexually transmitted diseases.” Likewise, they “acquire a distorted sense of values, largely as a consequence of their exposure to a materialistic world view where even people can be bought” (cf, UNICEF, 1998).
10. Changes in the children-victims’ outlook of people or of life in general are evident. They become “street-wise, cynical, hardened, even bitter. A “hustler mentality” is created, one where deceit and extortion may be viewed as necessary for survival. A distorted view of sex as a means of economic and social mobility is also reinforced, sex becoming devoid of human emotions.”(cf, UNICEF, 1998).
11. Another deleterious effect of commercial sexual exploitation of children-victims is traumatic stress disorder. Belsey (1996 as cited by the World Congress 1996) explained that this involved “a sense of re-experiencing the trauma and the

intrusion of memories or feelings, a pattern of avoidance, a numbing of responsiveness, or reduced involvement in the external world, and a persistent state of physiologic arousal, reflected by such problems as startled responses and angry outbursts.” (cf, UNICEF, 1998).

2.4 Actions Taken against Prostitution/CSEC

Child prostitution, as one of the worst forms of child labor, has been the object of increasing attention and concern. To combat this problem, legal and other responses from different sectors of society have been legislated and implemented.

2.4.1 Legal Framework

The major international policy framework includes:

- (1) UN Convention on the Right of the Child
- (2) ILO Convention No. 138 on the Minimum Age for Admission to Employment
- (3) ILO Convention No. 182 on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor
- (4) ILO Convention No. 77 on the Medical Examination for Fitness for Employment in Industry of Children and Young Persons
- (5) ILO Convention No. 90 on the Night Work of Young Persons Employed in Industry
- (6) Stockholm Declaration and Agenda for Action Against Commercial Sexual Exploitation
- (7) World Summit for Children

In the Philippines, the policy against exploitative child labor is rooted in the Philippine Constitution under Article II, Section 13 and Article XV, section 3. The implementing legislation for the said national policy are:

- (1) R.A. 7610, Providing for Stronger Deterrence and Special Protection Against Child Abuse, Exploitation and Discrimination.
- (2) R.A. 7658, Prohibiting the Employment of Children Below 15 Years of Age in Public and Private Undertakings, Amending for this Purpose Section 12, Article VIII of R.A. 7610.
- (3) Article 139 of the Labor Code, which states that “no child below fifteen years of age shall be employed, except when he works directly under the sole responsibility of his parents or guardian,

and his employment does not in any way interfere with his schooling.”

- (4) P.D. 603 or the Child and Welfare Code
- (5) R.A. 6955: An Act declaring unlawful the practice of matching Filipino women with foreign nationals on a mail-order basis, and other similar purposes, including the advertisement, publication, printing, or distribution of brochures, flyers, and other propaganda materials in furtherance thereof and providing penalty therefor.
- (6) R.A. 3915, Revised Penal Code, Article 340, Declaring unlawful the promotion or facilitation of the prostitution or corruption of under-aged persons to satisfy the lust of other persons.
- (7) Cebu City/Municipal Board Ordinance No. 228, Prohibiting minors of any sex below 18 years old to wander, saunter, or loiter on any public or private place within the limits of Cebu City after 12 midnight and before 5 a.m., and for other purposes.
- (8) Davao City Children’s Welfare Code (City Ordinance No. 2491), A landmark legislation promoting protection and welfare of children in the City. It facilitated the creation of the Council of Welfare of Children for CSEC.

Despite the existence of these policies and laws, however, exploitative child labor continues to be a major problem in the Philippines because the enforcement of these laws, while clearly charged to specific agencies, has suffered from mediocre implementation, largely due to the lack of effective monitoring mechanisms, lack of consistency and political will to implement the laws, and the dearth of enforcement personnel and resources. Moreover, the laws have insignificant impact in abating child prostitution because the law enforcers themselves benefit (either through bribery, using the girls for their own pleasure, or operating a business related to prostitution) from this situation. At the same time, many people who know such cases of law violations, do not report to the concerned authority either because of fear, apathy, or they also benefit from prostitution.

There were also some proposed bills on Commercial Sexual Exploitation of Children (CSEC) which were summarized in the UNICEF (1998) study.

1. *Senate Bill 1781 or "Computer Pornography Act"* – Punishes transmission indecent materials by computers to minors.
2. *Senate Bill 157 or "Protection of Children Against Exploitation"* – Provides for stronger deterrence against prostitution/sexual exploitation of minors, defines the acts of prostitution and exploitation, provides legal presumptions and penalties for violation.
3. *Senate Bill 487* – Seeks to implement the constitutional provision on the right of children to special protection from all forms of neglect, abuse, cruelty, exploitation, and other conditions prejudicial to their development, including protection from prostitution, rape, sodomy, and other forms of child abuse, and for other purposes.
4. *Senate Bills 602 and 604* – Provide for the organization, management and implementation of activities by barangay councils for the protection of children.
5. *Resolution No. 1178* – Directs the Committee on Women and Family Relations to conduct an immediate inquiry on the extent of pedophile activities in the country, including the measures being undertaken by law enforcement agencies in order to coordinate these efforts and to put up a unified stand against the social menace.
6. *Senate Bill 998 or "Contra Pedophilia Act"* – Punishes pedophiles under title 11 of the Revised Penal Code and rationalizes the said title by amending certain provisions.
7. *House Bill 2438 or "Decriminalization of Vagrancy and Prostitution for Children 18 Years Old and Below. Act of 1995"* – Decriminalizes vagrancy and prostitution for children aged 18 and below, amends Article 202 of the Revised Penal Code, and provides for rehabilitation programs and funding thereof.
8. *House Bill 385: "Crimes Against Chastity"* – Defines pedophilia, declares it a crime and provides penalties for such; further revises for these purposes and amends the Revised Penal Code.

9. *House Bill 4709 or "Television and Moviehouse Regulation Act of 1995"* – Regulates the showing of television and moviehouse advertisements featuring sex and violence to protect young children.
10. *House Bill 2155* – Declares pedophilia a heinous crime and imposes death penalty on offenders.
11. *House Bill 2387* – Classifies the offense of child prostitution and other sexual abuses, as defined under Section 5, Article 111 of RA 7610, as heinous crimes, thereby increasing the penalty from reclusion perpetua to death.
12. *House Bill 2332* – Further amends Article 340 of the Revised Penal Code, by including the undue commercial sexual exploitation of children in sexually explicit activities in the definition of the crime of corruption of minors. The penalty is also modified accordingly.

2.4.2 Sectoral/Organizational Responses

Given the limited resources of government and the inherent complexity of the problem, child labor has increasingly become a multisectoral concern. Government, in cooperation with non-government and international organizations, has implemented a number of child labor programs whose components range from awareness-raising, policy-advocacy and social mobilization, community organization, delivery of basic and alternative services including non-formal education services and values formation, child care and placement, youth welfare, family and community welfare, child rehabilitation, research, and institution/capability building.

A demonstration of inter-agency cooperation in the enforcement of child labor laws is the government's flagship program "Sagip Batang Manggagawa" (SBM) or Rescue the Child Worker. Launched in 1993, SBM is a quick action program designed to remove and rescue children trapped in abusive and hazardous work situations. The cooperation agencies under the SBM are the Department of Labor and Employment, Department of Health, Department of Social Welfare and Development, Department of Justice, National Bureau of investigation, Commission on Human Rights, Trade Union Congress of the Philippines, National Council for Social Development, Kamalayan Development Foundation. SBM calls for the organization of 24-hour quick action centers to immediately respond to serious child labor cases. Among its many tasks are:

- Setting up of community mechanisms for detecting, monitoring, and reporting o the most hazardous forms of child labor;
- Effecting immediate relief for child laborers through research and rescue operations and other appropriate interventions;
- Providing psycho-social services to child labor victims;
- Providing technical assistance in the disposition of administrative cases and prosecution of criminal cases against erring employment agencies; and
- Facilitating the return of the child laborers to their parents/guardians/custodians.

In the period 1993-1998, the SBM organized 178 rescue missions involving 676 rescued minors and 538 adults. All regions, except Region VI (Western Visayas) had filed criminal cases against erring employees and recruitment agencies. In 1999, the SBM conducted 15 rescues, involving 75 minors and 179 adults. While the criminal prosecution of cases has not quite prospered, the administrative sanctions against employers and the settlement of cases through amicable settlement have resulted into some monetary gains for the working children. Success in the administrative settlement cases by the Department of Labor and Employment involves the payment of back wages, settlement of past accounts and an improvement of conditions of work, wherever needed. In the three-year experience form 1993-1998, involving 204 children, monetary settlements amounted to Pesos 1.9 million (US\$48,000). Quite often however, when children and their families receive such settlements, they sign affidavits of desistance, clearing their employers from further criminal or administrative action (Abrera-Mangahas, 1999). Moreover, SBM provided physical and psychological services for rescued child laborers. Twelve out of 16 regions have Quick Action Team Centers operating 24 hours a day to attend to all child labor cases. All regions except Autonomous Region of Muslim Mindanao facilitated reintegration of child laborers to his/her family and community (del Rosario, 2002).

SBM Report on Rescue Operations (1993-1998)

Year	No. of Regions	No. of Operations	No. of rescued workers	
			Children	Adults
1993	1 (NCR)	5	20	29
1994	2	15	45	78
1995	2	28	64	36
1996	4	47	59	41
1997	7	21	94	79
1998	12	59	311	96
1999	3 (NCR 1,3)	15	75	179
Total		178	676	538

Source: Report to the National Child Labour Committee, July, 1999, Child Labor Project Management Team, Bureau of Women and Young Workers cf: Action Against Child Labour in the Philippines: The ILO-IPEC 1998-1999 Implementation Report pp. 35-36

The IPEC partners that will be working in the prostitution sector to eliminate child labor can ask assistance to the SBM which are related to the services it provides. Even individual families or the children themselves should be made aware of the SBM service so that they can ask for help directly.

In the UNICEF (1998) study, it was found that in general, organizations employed multiple or a combination of programs and activities in addressing CSEC concerns. In terms of time spent for each activity, respondents gave a range of 2 to 100 percent; sometimes they gave equal percentages to three or more activities. The most commonly cited programs/activities were:

- Educational Program
- Networking/referral
- Community outreach
- Advocacy
- Value formation, and
- Psychosocial services

There are several NGOs providing programmes and services for children and their families. Majority have to do with advocacy activities, community outreach to promote children's rights, value formation, educational assistance, skills/vocational training, psychosocial interventions such as counseling, referral for psychological and medical care, residential care for child victims, legal assistance to facilitate filing of cases, parent effectiveness service and livelihood programmes for parents (Arcilla, 2001).

The development of the five (5) year Philippine National Plan of Action Against Commercial Sexual Exploitation for year 2000-2004, commenced soon after the August 1996 World Congress held in Stockholm, Sweden. The plan was eventually approved last 22 November 1999. This framework is part of a long-term 25-year plan called Child 21(Arcilla, 2001).

The Framework of Action against the Commercial Sexual Exploitation of Children (FA-CSEC) sets out broad program objectives and strategic actions that will serve as guide to the various stakeholders in promoting child rights and preventing and/or controlling the growth of sexual exploitation of children. The FA-CSEC focuses on the responsibility of the State and all sectors of society in working towards upholding children's right to protection against commercial sexual exploitation (FA-CSEC: 2000-2004).

The FA-CSEC aims to achieve a two-fold goal within the five-year plan period: These are: (1) to reduce the number of children vulnerable to commercial sexual exploitation, and (2) to ensure immediate protection and full recovery and social reintegration of children who are victims of commercial sexual exploitation.

To achieve the above stated goals by the end of 2004, the FA-CSEC aims to achieve the following outputs or targets:

- a. To have increased the present level of awareness and support among the various stakeholders and the general public to a level where a more conducive social and policy environment for addressing child protection and CSEC issues would have been create,
- b. To have developed comprehensive family-centered and community based programs (prevention, protection and recovery and reintegration) for children who are involved in and/or at risk of commercial sexual exploitation and their families, and to have implemented a strategy for its sustained implementation;
- c. To have increased opportunities for the meaningful participation of children in the fulfillment of their rights;
- d. To have established and/or strengthened community-based mechanisms to support coordination, integration and implementation of child rights promotion and child protection initiative to curb CSEC at various levels;
- e. To have strengthen and institutionalized capacities of all concerned government agencies and partner agencies and allies for effective advocacy, management; implementation, monitoring and evaluation of CSEC programs and services; and
- f. To have developed an effective monitoring and evaluation system for generating databases on children and for assessing implementation of program interventions at all levels by the end of the second year of the Plan period.

The following are the eight groupings of the FA-CSEC strategic thrusts: (1) advocacy and social mobilization; (2) expanding coverage of the existing programs and services and increasing the impact of those programs and services; (3) setting-up and strengthening functional structures and systems; (4) capacity building; (5) improving the information base; (6) institutionalization of support; (7) policy development; and (8) monitoring and evaluation.

In summary, the FA-CSEC is offered as guide to various stakeholders in making a difference in the lives of child victims of commercial exploitation and those most at risk of this worst violation of child rights. The FA-CSEC may have to be updated or revised to make it more responsive and relevant to new conditions that may arise.

IN-DEPTH STUDY ON THE SITUATION OF CHILDREN IN PROSTITUTION INITIAL INPUTS FOR THE TIME BOUND PROGRAMME DOCUMENT

By: D. Edralin
24 June 2002

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1. INTRODUCTION:

Children in prostitution refers to male & female children under the age of 18, “who for money, profit, or any other consideration or due to the coercion or influence of any adult, syndicate or group, indulge in sexual intercourse or lascivious conduct” (R.A. 7610). It also includes the “hiring, employment, persuasion, enticement and/ or coercion of the children to perform in obscene exhibitions or indecent shows, whether live or in video or film” (Dela Cruz, et al, 1997), and for “the production of pornography or for pornographic performances” (Convention 182, Art 3b).

In the Philippines, prostitution as a trade is considered to be illegal. However, in spite of its illegal nature, prostitution continues to thrive and flourish as a business. Various sources indicated that more young girls and boys are lured into becoming sex workers because of the increasing demand for prostitutes among local and foreign customers. This is validated by the number of children in prostitution in the country, which was estimated at 60,000 to 100,000 as of 2002 (ECPAT-Phil, 2002).

Moreover, child prostitution is one of the worst forms of child labor because of the insurmountable harm it brings to the child’s physical (pain and sexually transmitted diseases contracted), psychological (low self-esteem, feeling of guilt, no dignity), social (stigma of the job, rejection, humiliation), and spiritual (lack of morality, materialism as a value, and loss of faith in God) dimensions. Notwithstanding the dangers and long-term negative effect of the type of work, young girls and boys continue to proliferate in the industry. Girls comprise majority of the prostitutes because of the discrimination of women in society which permits and perpetuates their sexual exploitation and because of the high premium placed on their physical appearance, docility, and virginity by the customers who are predominantly men.

Child Prostitutes as a commodity is categorized based on the type of work a particular child performs, the location of the work, nature of employment, type of clientele, and the level of visibility of their operations. They can be GROs, dancers, casa (brothel) girls, pick-up girls, freelancers/strikes, akyat-barko, jeepney girls, masahista, “sistemang palit”, “pok-pok”, and karaoke bar girls. The incidence of children in prostitution doing any type of these work are observed to be very prevalent in areas where tourists arrivals are high. The most notable places are the National Capital Region, Region I – La Union & Baguio, Region III – Pampanga (Angeles City & San Fernando) & Zambales, Region IV- Laguna,

Romblon, Palawan & Batangas, Region VII – Cebu, and Region XI – Davao City, Cagayan de Oro, and General Santos City. The most number of children in prostitution are in Metro Manila, which is estimated to be from 12,000 to 20,000 as of 2002.

2. METHODOLOGY

2.1 Data Collection

A total of 143 children in prostitution found in Metro Manila were interviewed. Moreover, 25 key informants were also interviewed for the purpose of the study. These key informants are as follows:

Government

BYWY	Chita Cilindro	Director
Pinagbuhatan, Pasig	Rodrigo Asilo	Brgy. Capt.
CPD Press Corps	Luis Luna Neil Miranda	Reporter/ Writer Reporter/ Writer
CPU – PGH	Stella Manalo, MD	Consultant
CCP/DLSU Manila	Ariel Yonzon	Professor Div. Director:HMD
PNP - Pasay	Col. Ed Dela Cerna	Chief
Dept. of Tourism	Lito Supan	Officer
Dept of Justice	“Juan Dela Cruz”	Judge
UP – CIDS	Mary Ann Ong	Staff
DSWD	Tricia Musa	Child Labor Coordinator

Church

Our Lady of Sorrows	Ianne Dela Cruz	Field Social Worker
Archdiocese of Manila-Bigkis	Lydia Collado, ^{RSCG}	Program Coordinator

NGO's

Elizabeth Home	Emily Malibago	Educator
Lingap Pangkabataan, Inc	Ms. Foronda	Proj.Dev't Mgr.
3 rd World Mov't Against Sexual Trafficking of Filipino	Elvira Yolanda Loyola	Peer Educator Peer Educator
Kabalikat ng Pamilyang Pilipino	Charlene Caboy	Exec. Director

Trade Union

NUWHRAIN	Daniel Edralin Nestor Cabada	Sec-General President
APL-IUF	Joshua Mata	Sec-General

Parent

Imelda Santos
Rona Canejo
Edna
Magdalena Calumpit

The secondary sources of data that were very useful in the development of the approach and strategy for the TBP on children in prostitution are listed below :

1. Arcilla. (2001). Migrante-Anak-Pamilya (MAP) Foundation, Inc."The Filipino Children in Prostitution", A worst Form of Child Labor, For ILO-IPEC. Manila, Phils.
2. Country Report 2001, "Human Rights and The Causes of Poverty in the Phils.", People's Recovery, Empowerment and Development Assistance Foundation Inc.
3. Department of Social Welfare & Development, United Nations Children's fund in collaboration with the Research Advisory Group: ECPAT, CWC, & UNICEF, (1998)"Commercial Sexual Exploitation of the children in the Phils: A Situation Analysis". Quezon City: DSWD
4. Department of Social Welfare and Development, Number of Reported Cases of Child Abuse Served by DSWD (2001), Quezon City, Phils.

5. Department of Tourism (2000), "Advocacy Against Child labor Towards National and Community Ownership and Responsibility. Manila.
6. Educational Research and Development Assistance (ERDA) Foundation, Inc. (2001). Final Output Report, Action Programme: Educational Assistance and Support Services for Working Children in Hazardous Under taking in Selected Philippine Communities. Quezon City. Phils.
7. ILO, International Programme on the Elimination of Child Labour: A Summary Note on the Time-Bound Proramme Concept and Methodology.
8. International Labor Organization. (2001) Action Programme for Decent Work: Philippines. Manila
9. NUWHRAIN-APL-IUF in cooperation with the ILO (March 2000), "At your Service: Combating Child Labor in the Tourism Industry." Manila, Phil
10. NUWHRAIN-APL-IUF in cooperation with the ILO (October 2001), "In the Heat of the Night: Combating Child Labor in the Tourism Industry." Manila, Phil
11. Philippine Survey on Children 2001, Preliminary Results, Manila: National Statistics Office.
12. The Time-Bound Programme in Nepal, Nepal ILO (2001)
13. UP Center for Integrative and Development Studies (Psychosocial Trauma & Human Rights Program), "The World of Children Involved in the Sex Industry: Reducing the Risk & Harm of Sexual Exploitation, STD, HIV/AIDS in Filipino Children." Manila Phils.

2.2 Limitations

The gathering of the pertinent data as initial inputs to the TBP for children in prostitution proved to be cumbersome. Regarding the children, its very difficult to locate and talk to them without the help of a referral. The child prostitutes initially did not reveal their true age and very evasive of answering the questions unless they learn to trust the researchers. On the part of the parents, they are more uncooperative and sensitive to the issue because they do not accept that its child labor and hazardous to their children. With the key informants, it's the availability of the person to get an interview, particularly with the government offices like DSWD, UP-CSWCD, & OSHC.

3. BRIEF BACKGROUND AND JUSTIFICATION

3.1 Profile of Child Workers

3.1.1 Socio-demographic Profile of Children in Prostitution

The ages of the children in prostitution range from 12 to 17 years. Most of them are 17 years old. More than half are females and they are predominantly Catholics. Many of the child prostitutes are single but some of them are engaged in a live-in arrangement and a few of them have children now.

Most of their parents are still living together, with an average of 5 siblings in the family. Many of these child prostitutes are the 2nd child. Many of them are still living with their parents and siblings here in Manila.

For their mothers, many are full time housewives, while their fathers usually work as driver or carpenter.

Most of the child workers are helping their family, they just help out in the household's expenses or buy food for them.

The primary reasons that drive these children to work are lack of money/ financial difficulties and more responsibilities in the family.

3.1.2 Working Conditions

Child prostitutes were mostly found working in Manila and Quezon City. Many of them are inside the bars, pub houses, nightclubs, gay bars, and disco houses. Most of them work with Filipino owners with 10–20 employees. Majority of child workers are paid on a commission basis.

Usually, they work 5 days per week, from evening till dawn. They said they started working at the age of 15. The main reason for starting to work at such young age is to help their family because they are poor.

Many of them entered this type of work because they were invited/ attracted by their friends. As prostitutes they engaged in sex with the customers. Their work range from 7 hours to 10 hours, sometimes, a few hours less from the evening to early morning.

Their average daily wage is usually P1,435 but the largest they get is P8,000. They have been working for almost 2 years on the average but some have worked for less than a year.

According to the girl prostitutes, they are asked by customers to perform sexual activities like intercourse, blow job & anal sex. Some of them find their first experience traumatic or torture. There are also those who are physically abused by customers before they have sex. On the other hand, the boy prostitutes perform sexual activities like oral sex, blow job and anal sex for men. A few have indicated that they have now STD.

3.2 Target Groups, Areas, Program Phases

3.2.1 Target groups :Direct Beneficiaries

1. Children working in Prostitutes
2. Families of children affected
3. Children at risk especially younger siblings & girl Children
4. Families vulnerable to having their children in prostitutes.

3.2.2 Areas

The following area to be targeted is based on the estimate of the number of children prostitutes working in the area.

1. Manila
2. Quezon City
3. Pasay City
4. Makati City
5. Pasig City
6. Parañaque City
7. Kalookan City
8. Taguig
9. Mandaluyong City

3.2.3 Program Phases

Program Phase	Approaches	Year
Phase 1	Education, Advocacy & Social Mobilization, Policy Legislation Enforcement	2003-2004
Phase 2	Education, Health, Policy, Legislation and Enforcement, Advocacy & Social Mobilization	2004-2005
Phase 3	Advocacy & Social Mobilization Health, Education, Enforcement Income and Employment Generation, Capability Building, Reintegration	2005-2006
Phase 4	Health, Capability building, Advocacy & Social Mobilization, Income and Employment Generation, Reintegration	2006-2007
Phase 5	Health, Advocacy, Reintegration, Enforcement, Income and Employment Generation, Education	2007-2010

3.3 Gaps and challenges that need to be addressed through the TBP

A number of gaps and challenges that need to be addressed through the TBP were reiterated by the key informants. These are as follows:

3.3.3 Political will & commitment to policy reforms to address root cause of child labor in prostitution

1. No proper/sincere/strict implementation of the laws.
2. Bribery system.
3. Good in paper but not in action: all plans, no substantive work to help the people.
4. Programs for youth is tied up with political agenda (hidden agenda).
5. Programs on child labor might become political propaganda.

6. Politicians/ enforcers are also users or benefit from these children prostitutes
7. Enforcers take advantage of these children (bribe, physical abuse)
8. Laws are self-serving. They protect the interest of those making the laws.
9. Government officials are the bar owners.
10. Owners have strong connections with higher officials.
11. Violators cannot be located, very hard to catch them.
12. Laws must be implemented without compromise, fear and favor.
13. Leniency in our tourists. We are exploited in our own land.
14. Poverty that exists in our country makes it difficult to have reforms.
15. Laziness of the people.
16. Lack of united action. All sectors need to play a role to have political will.

3.3.4 Link of Child Labour action with Poverty alleviation & efforts to provide quality education

1. Cannot sustain education because it is expensive.
2. Free tuition but has to buy supplies and other things which poor families cannot afford.
3. Free education is offered but what people lack is to value education.
4. Children must earn money to help their family.
5. Value system of the family is different.
6. Cannot pay attention to studies because busy earning money.
7. Instead of spending money for education, it is spend for basic needs of their family.
8. Irreconcilable ideas of their work and the value system of the school.
9. Survival, basic needs first.
10. DEP ED does not have program for children in prostitution.

3.3.7 Building innovative partnership with Government international organizations, and financial institutions

1. There is competition among different groups.
2. Involvement of too many different groups so people get confused.
3. Measure of success is not very tangible.
4. Financial support is not always ready when needed.
5. Corruption inside the partnership exists.

6. There must be one agency tasked to pinpoint which area is not working well.
7. There must be a time-frame to realize "real partnership".
8. Lack evaluation on weaknesses & failures of different organizations before partnership is done.

3.3.8 Rapid response measures for prevention, withdrawal, rehabilitation of victims of the worst forms of child labour

1. They would still go back after they are released because they are used to the kind of work.
2. They can no longer be changed.
3. The parents/guardians themselves are the ones who encourage them to go back because they cannot sustain the need of their children.
4. Cannot keep the children in the shelter for long due to lack of funding or they escape.
5. Corruption.
6. Raiders themselves partake in the problem.
7. Supposedly enforcers are Users / Protectors.
8. Rehabilitation / intervention lack program to follow up, so it becomes useless.
9. Limited shelter / rehabilitation centers to place them after they are caught.
10. SAGIP LANSANGAN project good but no proper sustainability.
11. Prostitution is the only livelihood they know.

3.3.9 Social mobilization & campaigns on the effect of the worst forms of child labor on children and society and on children's rights to protection and education

1. There is awareness everywhere in overwhelming number but it lacks actual action.
2. Too many good ideas, no financial support.
3. Networks on its own cannot support itself, there must be funding.
4. Lack genuine partnership between and among government and private sector.
5. Must be able to maintain the partnership even with all the shortcomings of each one.
6. Households must be warned of the ill-effects of child labor.
7. Few number of concerned citizens. Many are apathetic.
8. Advocacies are as good as nothing, after the activity, end of it all. No follow-up.

3.3.10 Public accountability of policy commitment and progress made towards the implementation of national policy to combat child by problem

1. Lack proper education regarding the public accountability.
2. Lack of proper training for the ones who should inform the public.
3. Lack of awareness on the issue.
4. History of Martial Law, that army abused its power and it suppressed media and people to speak out.
5. Bribery system.
6. There is a struggle to regain trust of the government officials and the police.
7. Too many laws, slow justice.
8. Justice system is lacking and a failure.
9. Supposedly protectors of the people are violators e.g. Jalosjos case

4. Approach and Strategy

4.1 Strategic Elements

In Manila, the problem of children in prostitution is pervasive and widespread. The causes are complex and have no easy solutions. Reducing, if not eliminating, its incidence, as well as dealing with its adverse effects on children prostitutes, are difficult goals that nonetheless deserve the commitment and involvement of the government, employers, schools, trade unions, NGOs, civil society, and the affected families. No less than coherent strategies implemented in an holistic, integrated and systematic manner are needed to enhance the likelihood of success of such efforts for the TBP.

Based on the large number of children in prostitution the hazardous effects it brings to the physical, psychological, social and spiritual dimensions of the children and the illegal nature of the business, the aim of the TBP is to reduce the number of children in prostitution, prevent new children from going into prostitution, and to provide alternatives to child prostitutes as well as to their families. These strategies are indirect and direct approaches which are related to: (1) policy, legislation and enforcement; (2) education; (3) health; (4) income and employment generation; (5) advocacy and social mobilization; and (6) capacity building; and (7) reintegration. These actions are outlined in the succeeding section:

4.2 Objectives, Outputs, Activities and Indicators

4.2.1 Development Objectives

To contribute to the Philippines Time-Bound Program for the Elimination of the Worst Forms of Child Labor in the Philippines.

1. To create an environment that will pave the way for the prevention of children in prostitution.
2. To reduce the incidence of children in prostitution in Manila.

4.2.2 Immediate Objectives

1. To create an environment that will pave the way for the prevention of children in prostitution.
 - 1.1 Ensure the enactment of pending bills that seek to eliminate child labor and strengthen the capacity of regulatory agencies to enforce the laws and monitor erring parties.
 - 1.2 Revise the education and training policies to reflect the needs of the children in prostitution and these children to have more access to education and training, considering that the greater bulk of them are girls.
 - 1.3 Ensure that poverty and employment policies genuinely respond to the needs of the poor.
 - 1.4 Enhance the coverage and effectiveness of social protection for all.
 - 1.5 Increase public awareness on the negative consequences of child prostitution.
 - 1.6 Mobilize to action all relevant stakeholders to participate in the programme to reduce or prevent children in prostitution.
2. To reduce the incidence of children in prostitution in Manila.
 - 2.1 Establish or strengthen community safety nets and local capability to reduce family vulnerability to children in prostitution.
 - 2.2 Provide access to primary, high school, non-formal or vocational training to children in prostitution.
 - 2.3 Provide decent employment and income opportunities for families with children in prostitution.

- 2.4 Establish and/or strengthen the organizational mechanism and system in the community to reduce child labor in prostitution.
- 2.5 Strengthen the institutional capacity of trade unions to contribute in the reduction of children in prostitution.
- 2.6 Strengthen recovery and reintegration programme and services for children in prostitution and their children.

4.2.3 Outputs and Activities

Immediate Objective: 1. To create an environment that will pave the way for the prevention of children in prostitution.

Policy, Legislation and Enforcement

Output 1.1a Work for the enactment of pending bills that seek to eliminate child labor and strengthen the capacity of regulatory agencies to enforce the laws and monitor erring parties.

Activities:

1. Create a multi-sectoral task force involved in prostitution to lobby for the approval of the following bills: (1) House Bill 6785, "An Act Penalizing the Employment of Children in any Public or Private Undertaking or occupation which is hazardous to his/her life, safety, health, and morals or which unduly interferes with his/her normal development, and for other purposes"; (2) Senate Bill 1530, " An Act Providing for Stronger Deterrence and Special Protection Against Child Labor and Providing Penalties for its Violation and for other Purposes"; (3) House Bill 189, a bill which sets penalties for those employing children in hazardous work; (4) House Bill 620 which provides for a Children's Welfare Fund for abandoned, abused and sexually exploited children; (5) House Bill 3264 which sets heavier penalties for pedophiles; and, (6) House Bill 7837 which recognizes rights of the child.
2. Lobby for the passage of the above proposed bills with the help of public opinion makers and political leaders.
3. Help legislate a law that will penalize those who will undertake sex trafficking of child workers.

4. Coordinate with lawmakers to provide clear implementing guidelines for the proper enforcement of such laws.
5. Promote codes of conduct for employers to observe through the various employers' associations like HRAP.

Indicators:

1. Number of bill legislated.
2. Development of Code of Conduct for employers.

Output 1.1b. Continuously monitor the strict enforcement of the law and other pertinent policies related to the protection of children in prostitution.

Activities:

2. Work with the PNP with the help of DOT and the city government for the strict enforcement of the laws and other ordinances.
3. Set up a system of immediate reporting of violators at the district level in coordination with the PNP and barangay.
4. Strengthen enforcement of laws and other ordinances by improving the capacity of trade unions, NGOs, church leaders and partners to liase between children and the law enforcement authorities, including filing of cases.
5. Provide technical and legal support to trade unions, NGOs, church leaders and partners that monitor and initiate legal action or pursuing abusive employers and their agents.
6. Train trade unions, NGOs, church leaders and partners in paralegal skills, including trafficking.
7. Register and monitor child labor at workplaces through the barangay and Regional DOLE.
8. Work together to ensure that the existing law which are in place are strictly enforced and the corresponding sanctions are justly and promptly meted out on the offenders and violators.

9. Detect and prosecute those involved in the sale and trafficking of children, or in the use, procuring or offering of children for illicit activities, particularly prostitution.
10. Simplify legal and administrative procedures, including special complaints procedures for case involving child labor and child prostitution. Provide protection from discrimination and reprisals to those legitimately expose such violations, as well as establish helplines or points of contact and ombudspersons.
11. Legalize prostitution – to educate them directly and give utmost support and protection.
12. Ensure that immigration law must be strict in the entry of foreigner, strict monitoring of tourist activities
13. Create the Tourism Industry Child Labor Committee to coordinate, implement and evaluate programs and activities for the elimination of child labor. This also includes assistance in monitoring compliance to international commitments.

Indicators:

1. Number of reported cases of violators
2. Number of penalized violators
3. Number of registered child labor in pyrotechnics
4. Creation of the Tourism Industry Child Labor Com.

Education

Output 1.2 Make primary and secondary education more responsible to the needs and requirements of the poor and the child prostitutes in particular.

Activities:

1. Create an education task force together with ERDA and with the Department of Education (DEP ED) for the revision of the basic and secondary education curriculum.
2. Lobby to ensure that the concerns of child workers and girl children are adequately reflected in national education policies and programs.

3. Develop gender sensitive curricula in local languages that include the issues of child rights, health education, and the consequences of children in prostitution.
4. Implement new curricula through strategic partnership with DEP ED and CEAP in certain pilot schools.
5. Develop training modules for teachers that will focus on reorienting teachers' attitudes on the issues of social justice, rights of children and special needs of children who are vulnerable or victims of child prostitution.
6. Conduct awareness raising for supervisors, trained teachers' unions in mobilizing teachers against child labor.

Indicators:

1. Revised and implemented primary and secondary curricula.
2. Training modules for teachers.
3. Number of awareness raising activity for supervisors and teachers.

Income and Employment

Output 1.3 Revise poverty and employment policies to genuinely respond to the needs of the poor.

Activities:

1. Provide technical inputs and other pertinent data in an attempt to address poverty and unemployment problems of families prone to child labor.
2. Work for the incorporation of child labor issues in national policy documents related to poverty and unemployment alleviation.
3. Initiate the creation of a POVERTY Alleviation Fund in conjunction with all other stakeholders.
4. Promote policies of good governance and municipal level self-governance in partnership with ILO/IPEC.

Indicators:

1. Incorporation of child labor issues in National Policy documents.
2. Creation of Poverty Alleviation Fund

Health

Output 1.4 Improve the coverage and effectiveness of social protection for all.

Activities:

1. Participate actively in the development of a social protection strategy paper for extending the coverage to unprotected or poorly protected people like the child workers.
2. Work out with the concerned body that Manila, Pampanga, and Cebu will be included in the implementation of pilot schemes to test new modules of extending social protection coverage, including unemployment insurance and community-based health micro-insurance schemes.
3. Coordinate with ILO to ensure that mothers of children in prostitution will be beneficiaries of the regional project entitled Extending Social Protection through Micro-Insurance Schemes for Women in the Informal Economy.
4. Support the development and implementation of programme on strengthening responses to HIV/AIDS and the world of work.
5. Participate in the tripartite workshop to be conducted by ILO to develop action programme for raising awareness and implementing policies, procedures and practices to reduce and address sexual harassment cases.
6. Coordinate with OSHC and other health related agencies/organizations to provide technical support to the government in the design of a National Safe Work Programme that will consider the needs of working children particularly those in prostitution.
7. Help promote the Occupation and Safety and Health Convention No. 155 including advocacy materials and consultation meetings.

Indicators:

1. Inclusion of Manila in the pilot scheme to test new modules of extending social protection coverage.
2. Number of mothers who will benefit from micro-insurance scheme for women in the informal economy.

Advocacy and Social Mobilization

Output 1.5 Increase awareness of the public regarding the ill-effects of children in prostitution.

Activities:

1. Identify and work with local leaders, TUs, the Church, NGOs, and other groups who are willing to advocate to fight against child prostitution.
2. Design and launch mass media awareness against child prostitution with the help of TV, radio, newspaper, and journalism schools.
3. Prepare materials to support campaigns at the ditrict levels which are "tailor-fit" to the culture and language of the target areas (parents and children).
4. Support trade unions and employers associations to organize awareness campaigns for their members.
5. Assist in establishing and strengthening organizations and partners to sponsor fora where the voices of girl and women child workers can be heard.
6. Conduct media training for partners and implementing agencies and organizations at the community level to implement awareness programmes.
7. Conduct regular training for the employers and their staff regarding labor laws and health and safety to protect child workers.
8. Conduct study circles for workers in the firms or focused group discussions for parents on the issue of children in prostitution.

Indicators:

1. Number of advocacy and mobilization activities done.
2. Number of people given advocacy and mobilized.

Output 1.6 Mobilize all relevant stakeholders to participate in the reduction and prevention of children in prostitution.

Activities:

1. Involve political parties, religious organizations, educational institutions, trade unions, employers associations, NGOs, and other community-based organizations to mobilize their constituents to participate in campaign, rallies, and other gatherings to support the programme to reduce or prevent child prostitution.
2. Mobilize parents and the child prostitutes themselves to report and expose to media (Correspondent, Imbestigador, etc.) regarding their plight.
3. Tap donors (individual or group) here and abroad (European NGOs) to contribute financially to the cause of eliminating or preventing children in prostitution.

Indicator:

1. Number of organizations, parents, children and donors mobilized.

Immediate Objective: 2. To reduce the incidence of children in prostitution in Manila.

Capability Building

Output 2. 1 Promote and strengthen community-based safety nets for children and families prone to child labor in prostitution.

Activities:

1. Conduct training and capacity building workshops on the implementation of labor laws, all laws related to child labor, social protection, and health and safety policies for PNP, TUs, NGOs and other LGU officials.
2. Sponsor awareness campaigns on the rights of children to grow up and to be protected in a supportive and healthy family and community environment.
3. Support the Sagip Bata Program and facilitate the adoption of this program at the community level.

4. Build partnership with health providers to extend quality and affordable or free health services to children in prostitution and their families.
5. Provide alternative activities for the children and families of child workers, like sports.
6. Resettle squatter families of child workers to areas where they can earn livelihood and have a decent home.
7. Promote local resource mobilization to finance advocacy and awareness raising activities.

Indicators:

1. Numbers of capability building activities done.
2. Number of children and families benefited.

Output 2.2 More children in prostitution will have access to education and/or vocational training.

Activities:

1. Work closely with DEP ED on their distance and flexible education program for Basic and Secondary levels.
2. Work closely with ERDA to implement action programme on educational assistance provided to working children through: (a) return to school, and (b) non-formal education.
3. Train community-based implementors of education assistance to working children on organizing and operating educational service programmes.
4. Work out with the Municipal and Barangay levels to strengthen their Education Program by providing free tuition, books, uniforms, school supplies, and snacks to poor children who will be referred by partner organizations working on the project.
5. Provide scholarships and stipends to offset the opportunity costs for children in prostitution and destitute families.

6. Support establishments of day-care centers and improvements in school infrastructures.
7. Assist schools in developing an efficient administration to receive a large influx of former child prostitutes.
8. Work closely with the schools in the area to design alternative and indigenous education and/or training program for children prostitutes to equip them with skills that could be utilized for alternative types of work or source of livelihood that is safe.
9. Identify and forge linkages with suitable organizations with vocational training courses to train former child prostitutes on quality and marketable skills.
10. Work to improve linkages between non-formal and formal schooling to effectively mainstream child prostitutes into primary or secondary education.

Indicators:

1. Number of children supported to return to school, attend non-formal education, acquire skills training.

Income and Employment Generation

Output 2.3a Families (mother, father and elder siblings) of children in prostitution were trained on livelihood projects which have high market demand.

Activities:

1. Tap the agency that can provide the training, e.g. DTI, TESDA, Schools.
2. Conduct the needs assessment to tailor-fit to prospective participants.
3. Implement time saving activities that will allow women to save time and concentrate on their income generation activities.
4. Provide support (physical facilities and equipment) to promote group enterprise, micro-enterprises and micro-projects.

5. Replicate the training to other families in Manila where the families of the children in prostitution live.

Indicator:

1. Number of families given livelihood training and used it as source of income.

Output 2.3b Establish a viable credit financing program for families who are trained to have access to capital to operate business.

Activities:

1. Look for an organization/foundation who can provide micro-financing with low interest rate and affordable repayment scheme similar to Grameen Bank approach.
2. Ask families to prepare business plan to be submitted for financing.
3. Orient qualified beneficiaries about the terms and conditions of the loan.
4. Monitor loan repayments and financial status of the family beneficiaries.
5. Replicate the same micro-lending scheme to other places in Manila.

Indicators:

1. Number of financing companies tapped.
2. Number of families able to avail of micro-financing.

Output 2.3c Families (priority given to father) of children in prostitution are trained on skills that will employ them in the formal labor sector and ensure that they will be absorbed by the firms.

Activities:

1. Tap the agency that can provide the training, e.g. TESDA, Schools, Industry Associations.
2. Conduct the needs assessment to tailor-fit to prospective participants.
3. Identify companies and enterprises in the locality who can absorb these workers.

4. Refer and facilitate their employment.
5. Replicate the training to other families in Manila where the families of the children prostitutes live.
6. Support non-farm opportunities through employment intensive investment programmes where this trained families can be employed.

Indicators:

1. Number of fathers trained
2. Number of fathers employed
3. Number of training conducted

Output 2.3d Assist the families who will operate a livelihood project in the sourcing of raw materials and marketing of their products.

Activities:

1. Link with cooperatives and other NGOs who can assist on this program.
2. Refer the families who will be interested to avail of such assistance.
3. Facilitate the build-up backward and forward market linkages.
4. Facilitate the organization of cooperatives for these families.
5. Replicate the assistance to other families in Manila.

Indicators:

1. Number of families assisted to source raw materials.
2. Number of families assisted to market their products.
3. Number of cooperatives organized.
4. Number of assistance replicated in other areas.

Capability Building

Output 2.4 Establish and/Strengthen the organizational mechanism and system at the district level to reduce children in prostitution.

Activities:

1. Organize or activate Barangay Council for the Protection of Children (BCPC).
2. Conduct consultation workshops with the municipal sub-committee on Children's Affair.
3. Undertake capability training for the leaders and members of the organized people's organizations in the area.
4. Expand genuine community and sectoral organizing for children prostitutes and their families, allied workers and concerned citizens.
5. Network and coordinate with potential partners in the area to implement activities on child labor.
6. Form "self-help groups" through the process of direct consultation with the concerned people's organization and church-based organizations.
7. Conduct series of awareness raising on the issue of child labor from the barangay up to the municipal level.

Indicators:

1. Functioning BCPC.
2. Number of groups organized in the area.
3. Number of Self-help Group formed.
4. Number of awareness raising conducted.

Output 2.5 . Strengthen the capacity of trade unions which work on behalf of the working children.

Activities:

1. Conduct study circles and symposia for workers in the tourism industry and other related establishments on the issue of child prostitution
2. Undertake trainers training of labor educators on combating children in prostitution.
3. Conduct collective bargaining seminar to include the issue of child labor in the proposal.
4. Include a provision on Joint Responsibility for the Prevention and /or Elimination of Child Labor in all Collective Bargaining Agreements, particularly in the tourism industry.
5. Mobilize trade union leaders to participate in all consultative meetings or workshops that will involve the issue of children in prostitution.
6. Assist the trade unions to organize the child prostitutes particularly those who are not formally.
7. Help reinforced in unionized establishments the basic labor standards for the protection of children.
8. Promote and recognize good practices and self regulation efforts among unionized establishments in the tourism industry.

Indicators:

1. Number of capacity building activities conducted.
2. Number of CBAs with provision on child labor
3. Number of union members mobilized

Recovery and Reintegration

Output 2.6 Strengthen recovery and reintegration programs and services for children in prostitution and their families.

1. Strengthen support to the psycho-social services to child labor victims of the Sagip Manggagawa Program.
2. Identify, reach out, and work with communities where children are at risk. This includes providing for social, medical, psychological counselling and other support to child victims of commercial sexual exploitation, and their families, paying particular attention to those with sexually transmitted diseases, including HIV/AIDS.
3. Train more dedicated people on psycho-social counseling interventions to help child labor victims and their family to recover and reintegrate to society.
4. Adopt not only legal sanctions against the perpetrators of sexual crimes against children, but also socio-medical and psychological measures to create behavioral changes on the part of the perpetrators.
5. Conduct Values Formation/ Spiritual Awareness workshops.
6. Provide temporary shelters/available centers for the children in prostitution while undergoing recovery.

Indicators:

1. Number of recovery and reintegration interventions implemented.
2. Number of children in prostitution recovered and reintegrated.
3. Number of families and perpetrators helped.

4.3 Supporting Strategies

The strategies for the TBP of children in prostitution will be supplemented with supporting strategies to ensure its success. These are as follows :

1. Programme Management

1.1 ILO/ IPEC will strengthen coordination between and among its partners both at the national and local levels.

1.2 ILO/ IPEC will have to identify and accredit capable and committed organizations who will become partners to implement the programme.

1.3 ILO/ IPEC through a consultation workshop must identify and delineate the major roles and responsibilities of the TBP major stakeholders : (1) government both at the national & local levels; (2) workers organizations; (3) employer's organization; and (4) NGO's and civil society such as the church.

1.4 ILO/ IPEC will facilitate the establishment of the child labor Coordinator Committee or BCPC in each of the target districts.

2. Capacity Building

2.1 ILO/ IPEC together with experienced partner agencies must train partners in financial management, documentation and reporting, organizing, advocacy, gender mainstream, child right, and networking.

2.2 ILO/ IPEC together with consultants/ experts must conduct joint training programmes with different stakeholders to enhanced their management capability in project management.

3. Monitoring and Evaluation

3.1 ILO/ IPEC will have to create a Child Labor Monitoring System at the Area level to follow- up closely the targets set by each district on community or partner working on children prostitution.

3.2 ILO/ IPEC will have to establish an External Child Labor Monitoring System who will be responsible for measuring the overall progress of the TBP on Children in prostitution.

3.3 Research & Publication

3.3.1 ILO/ IPEC will initiate specific research on the extent and nature of the hazards of child prostitution in other areas in the phils where they are found.

3.3.2 ILO/ IPEC will conduct a multi-year tracer. Study of former children in prostitution and other participants (such families & employers) of the TBP.

3.3.3 ILO/ IPEC will create a data base and an interactive web site. About stories of children in prostitution and courses of action done to solve the problem.

3.3.4 ILO/ IPEC will publish regularly a newsletter on the efforts to eliminate prevent children in prostitution. The newsletter will be published both in English and Filipino.

4. Participation by women and Children

4.1 Gender Analysis will be conducted before any programme is finalized to ensure that appropriate action for boy or girl child prostitutes are done. All future action researchers will ensure collection of dis-aggregated data.

4.2 Partners will ensure children participation in programme design, implementation, training, and capacity building.

4.3 Childrens council will be formed at the Municipal and regional levels which will serve as consultative bodies regarding the planning, implementation, and evaluation of programs that will affect their lives.

4.4 Sustainability

It is imperative for certain issues to be addressed to ensure the sustainability of the Time Bound Programme for the Children in Prostitution.

1. Identifying and mandating a national agency or organization with the power and capability to obtain updated and reliable data on the children in prostitution.
2. Strengthening knowledge, capacity and commitment of the executive, legislative, and judiciary branches of the government on the problem of children in prostitution.
3. Sensitizing the public at large on problems and the solutions concerning children in prostitution.
4. Ensuring sufficient funds & technical support to partners who will implement the action programme.
5. Ensuring the continuity of active participation of all stakeholders throughout the TBP for children in prostitution.
6. Creating strategic alliances and forging new linkages between and among implementing agencies and partners of the TBP for children in prostitution.
7. Building institutional and internal capacity and knowledge of all stakeholders of the TBP for children in prostitution.
8. Providing long-term solutions for empowerment of local communities, trade unions, people's organizations and sustained action at the municipal and barangay level.
9. Adopting specific measures for the gradual phasing out of the TBP such as financial source and administrative support mechanisms.
10. Ensuring that monitoring and evaluation and mechanisms are build-in in the implementation of the TBP for children in prostitution.

4.4 Assumptions

The Following general conditions are critical in the implementation of the proposed strategies.

1. Baseline surveys will provide reliable data on the extent and nature of children prostitution in the different regions of the Philippines, and these data will be regularly updated and made available to all concerned stakeholders and the public.
2. Institutional transformation or reforms must be undertaken to make them more sensitive and responsive to the needs of children in prostitution these priority institutions are those that provide education, healthcare, justice, and legislation.
3. Political will and capacity to implement commitments made, policies and plans as well as to honor commitments made at the national and local levels regardless of political party affiliation or leadership to enhance coordination.
4. Convergence of services through linkages and genuine cooperation between and among the different intermediate groups (Employers, Trade Unions, Department of Tourism, Phil. National Police, Department of Social Welfare, Mayor) for more effective and holistic approval to the needs of the children in prostitution.
5. Media and Civil Society will continue to take an active interest in the problem of child prostitution.
6. Sufficient funds must be secured and capable partners must be identified to implement the Action Programme to prevent/lessen the Incidence of Children in Prostitution.
7. Communities, employers, families and children will want to participate in direct action intervention designed for with them.
8. ILO/ IPEC will be able to foster fruitful alliances with international NGO's as new partners of the TBP as well as with other bilaterals agencies and government institutions
9. Restructuring of the existing IPEC programmes to streamline the TBP implementation of the children in prostitution.
10. Development of a National policy framework and master plan of action on Child Labor in the Philippines.

**IN-DEPTH STUDY
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CHILDREN IN PROSTITUTION**

**INITIAL INPUTS FOR THE
TIME-BOUND PROGRAMME
DOCUMENT**

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