

The **Philippine** Time-Bound Program



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TABLE OF CONTENTS

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A. THE PHILIPPINE TIME-BOUND PROGRAM: PERSPECTIVES

1. The Time-Bound Approach
2. Implementing Convention 182 through a Time-Bound Approach
3. The National Program Against Child Labor
 - 3.1 Vision, Mission, Values, Guiding Principles, Strategic Directions and Goals
 - 3.2 The Philippine Partnership
4. Setting the Ground for the Philippine Time-Bound Program
 - 4.1 Ratification of ILO Convention No. 182
 - 4.2 The Context of ILO-IPEC Work in the Philippines
 - 4.3 ILO-IPEC Work on the Worst Forms of Child Labor in the Philippines
5. Preparatory Activities for the Philippine Time-Bound Program
 - 5.1 Phased Approach
 - 5.2 PTBP Preparatory Activities

B. BACKGROUND AND JUSTIFICATION

1. The Philippine Situation Analysis
2. Working Children in the Philippines
3. Worst Forms of Child Labor
 - Children in Sugar Plantations
 - Children in Domestic Service
 - Children in Mining and Quarrying
 - Children in Pyrotechnics
 - Children in Deep-Sea Fishing
 - Children in Prostitution
4. WFCL, Poverty, Education and Children's Rights
5. Causes and Consequences of Child Labor
6. International Obligations
7. Responses
 - National Legislation
 - National Development Plans
 - Tripartite Initiatives
 - NGO and Civil Society Initiatives
 - International Initiatives
8. IPEC in the Philippines: Lessons Learned for the PTBP

C. TARGET GROUPS, AREAS, PROGRAM PHASES

1. Identified Target Groups/Direct Beneficiaries
 - Target Children in the WFCL
 - Categories of Target Groups/Direct Beneficiaries
 - Indirect Beneficiaries
2. Target Areas

- Identified Poverty-Free Zone Communities in the Regions
 - Other Identified Areas
3. Phases of Implementation

D. APPROACH AND STRATEGY

1. Strategic Elements
2. Components
3. Target Group Strategies
4. Objectives, Outputs, Activities and Indicators
5. Supporting Strategies
 - Knowledge Enhancement and Management
 - Children's participation
 - Gender Mainstreaming
6. Sustainability

E. INSTITUTIONAL FRAMEWORK AND MANAGEMENT STRUCTURE

1. Institutional Framework
2. Program Management Scheme

F. PROGRAM PLANNING, MANAGEMENT AND EVALUATION

G. INPUTS AND RESOURCE MOBILIZATION

1. Inputs
 - 1.1 Donor Inputs
 - 1.2 ILO Inputs
 - 1.3 National Counterpart
2. Resource Mobilization
3. Resource Mapping
4. Sharing of Network Resources

H. PROGRAM BUDGET

I. IMPLEMENTATION TIMETABLE

A. *The Philippine Time-Bound Program (PTBP): Perspectives*

1. The Time-Bound Approach

The unanimous adoption of the Convention on the Worst Forms of Child Labor (No. 182) by the International Labour Conference in June 1999 has been considered a milestone in the history of the ILO-IPEC and in the fight against child labor. As of June 2001, 82 countries had ratified the Convention, two-thirds of which are, notably, from developing countries. The Philippines registered its ratification on November 28, 2000.

The Convention lists four categories of worst forms of child labor, which require immediate elimination:

- 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;
- the use, procurement or offering of a child for prostitution, production of pornography or pornographic performances;
- the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- work which, by its nature or by the circumstances under which it is carried out, is likely to harm the health, safety and morals of children.

The rapid ratification of Convention 182 provides both a challenge and an opportunity to the ILO, its member States and the international community. Elimination of child labor, particularly of its worst forms, is a very complex issue requiring an effective program of poverty alleviation and education, changes in social values and awareness and support from the community and civil society at large.

While IPEC has built a significant momentum in its drive for ratification, it now faces the greater challenge of maintaining that momentum by helping member States to effectively implement Convention 182. IPEC's role, however, is intended to be largely promotional and catalytic, as the goal of eliminating child labor, particularly in its worst forms, can only be achieved with the total commitment and participation of governments, social partners and stakeholders.

2. Implementation of Convention 182 through the Time-Bound Programme

The Time-Bound Programme (TBP) is an improved modality designed to assist countries to eliminate the worst forms of child labor within the shortest possible time frame. Specifically, it aims to assist countries in developing policies, programmes and projects that have a demonstrable impact on the worst forms of child labor. It will not only reflect the policy commitment of a government to eliminate selected worst forms of child labor within a set time period, but also

identify the programmes, measures, interventions, resources, institutional mechanisms and partnerships required to do so.

This special effort puts emphasis on combining sectoral, thematic, and geographically-based approaches, linking action against child labor to the national development effort as a whole, to economic and social policies, from macro-economic performance to population dynamics, educational and labor market policies. It also puts premium on mobilizing society, and on engaging the leadership of each country. The most critical element of the TBP is that it is activated and led by the country itself. This implies commitment by a country to mobilize and allocate national human and financial resources to combat the problem.

The implementation of the TBP requires:

- strong political will and a commitment to policy reforms that address the root causes of the worst forms of child labor;
- public accountability of progress made towards the implementation of national policy to combat the child labor problem;
- building innovative partnerships with governments, international organizations and financial institutions;
- social mobilization and campaigns on the effects of the worst forms of child labor on children and society, and the issues of child rights, protection and education;
- rapid response measures for prevention, withdrawal and rehabilitation of the victims of the worst forms of child labor;
- links to poverty alleviation and quality education that will blend with the policies and objectives of eliminating child labor;
- gender mainstreaming to ensure that gender inequality is recognized and addressed as a potential cause of the worst forms of child labor; and
- strengthening national capacity, as part of sustainability, to analyze, design and implement further interventions in response to changing circumstances.

Already, the ILO-IPEC is committed to supporting the TBPs of El Salvador, Nepal and Tanzania and now works with its second batch of implementers – which includes the Philippines.

3. The Strategic Framework for the PTBP: The National Program Against Child Labor (NPACL)

The NPACL is a national program intended to address the serious and increasingly alarming child labor problem in the country. Initially called the National Child Labor Program, the program, with assistance from ILO (more recently ILO-IPEC) and UNICEF, has evolved into a network with a broad multi-sectoral constituency among government, employers' and workers' groups, NGOs, and civil society. In 2000, it was renamed *The National Program Against*

Child Labor (NPACL) to highlight the more purposive and aggressive resolve to fight child labor.

Starting as a small group of three committed agencies in 1988--the Bureau of Women and Young Workers (BWYW), the Bureau of Non-Formal Education (BNFE) of the then Department of Education, Culture and Sports (DECS), and the University of the Philippines Office of Research Coordination (UP-ORC)--the program has grown to a now complex, fairly sophisticated network of partners and programs. The range of services and areas of work have likewise magnified, along with the types and degrees of seriousness of child labor problems that it is able to handle.

The growing complexity and reach of the program later necessitated a redefinition of its strategic framework to reflect a program more attune to the needs of child laborers. By February 2001, a highly-participative and educative process of redefining the strategic directions and thrusts of the NPACL had been completed. The new strategic framework is designed to be more reflective of the complex problem of child labor, more responsive to the needs of child laborers, their families and communities, and more supportive of the requirements of a growing network of social partners and broad-based initiatives.

The NPACL Strategic Framework is hinged on the belief that child laborers, their families, and communities can opt for a better life and transcend the circumstances barring them from achieving it. Much of this ability, however, remains dormant, coming to fore only as the result of active engagement with a significant adult who has come to represent, to these children, the possibility of a future. Whatever the situation, it is this significant adult who provides the template for a better life and who, together with other significant adults, create an enabling environment where children can thrive and succeed.

The framework espouses that it is within the capacity of child laborers to shape their own future, given an environment that equips, nurtures, and sustains them in such endeavor. External help creates the backdrop against which children can blossom, but it is the child laborers themselves who can—and do—determine their future. Any help given from the outside may lighten the scourge of premature work, but it is ultimately the child and his/her family who decide how to use and exploit it—that is, if that is what they desire. Significant adults can help them acquire a greater sense of self-worth and dignity with which their lives and that of their families and communities can be transformed. Being thus assured that they are worthy and capable of something better, they can then become empowered to pursue their own development.

These ideas have been translated into the statements of vision and mission in the NPACL strategic framework. Critical is how each encounter with every child laborer is marked by demonstrated caring, so that each of these child laborers will feel worthy of the best care. Dignified by excellent service, they will then feel empowered to shape their development and their future.

It is in this spirit of being the significant adult in children's lives that the strategic directions and thrusts of the NPACL have been crafted. It is also in this spirit that the NPACL hopes to provide the enabling environment for these children's transformation and empowerment, helping them unleash the

tremendous power they have in their possession to escape from their present entrapment, and dream up a better world for themselves, their families and communities.

a. Vision, Mission, Values/Guiding Principles, Strategic Directions, and Goals

Vision: The National Program against Child Labor represents the finest efforts of our country's network of social partners in harnessing the collective action of individuals and organizations for eliminating the worst forms of child labor and transforming the lives of child laborers, their families and communities, towards their sense of self-worth, empowerment and development.

Mission: We will intensify our work and pursue mutually enabling partnerships with all concerned sectors to enable child laborers, their families and communities to unleash their actual and potential power.

We will primarily focus our efforts on preventing children from engaging in the worst forms of child labor and ensuring that where we find children so engaged, they are provided protection and/or withdrawn from it, healed and reintegrated into a caring society.

Values/Guiding Principles

1. Demonstrated caring - We strive to characterize our interactions with the people that we serve with a lot of caring. As a result, child laborers rely upon us as their significant adults truly after their welfare, and their parents and communities look upon us as sincere partners in their search for a better life.
2. Quality service delivery - We use the best resources that we can muster and apply the best planning and preparation so that our services are delivered in an excellent manner.
3. Continuous learning, competency-building, and service innovation – Our drive for caring and excellent service is matched only by our passion for learning continuously from our collective experience, for broadening and deepening our competencies for even greater service, and for formulating creative and innovative forms of service.
4. Rights-based and needs-driven advocacy and action – We support the efforts to promote the realization of the rights of Filipino children. We seek to fully understand such rights and the needs of child laborers, their families and communities, and incorporate the insights gained in formulating and implementing actions. Such actions are designed to address the changing needs identified.
5. Partnering, supportiveness, and teamwork – We continue to draw into the fight against child labor the resources, experiences and energies of individuals and organizations—including children—by forging mutually-enabling partnerships with them. We begin by regarding our target

groups as our primary partners. We do this to affirm our inter-relatedness with each other and what we can do together to bring about the progressive elimination of child labor—particularly its worst forms—in our land.

Recognizing our diverse collective and individual giftings yet bound by a larger shared vision, we will mark our relationships with our social partners with trust, cooperation, respect and openness.

We promote sharing of lives, resources and experiences to broaden and deepen the foundation of our network. We serve as broker of resources, information, expertise, innovative approaches, and creative ideas to our stakeholders.

6. Convergence of resources - We explore creative and practical ways for bringing about the convergence of human and financial resources belonging to other social development programs such that these resources are able to help achieve child labor-related ends.
7. Strong sense of social responsibility – Our passion for carrying on with our work against child labor springs from a strong sense of social responsibility, not merely duty. We have personalized this cause and consider it our own mission over and above official mandates.
8. Results orientation – We are always mindful of the results that actions we take in the campaign against child labor bring. We do not do things simply for their own sake; neither do we do things because those are what we have been used to doing. We do things because we know that in the end they lead to results that contribute, directly or indirectly, to the progressive elimination of child labor.
9. Diversified resource base – We complement the support provided by the national government, UNICEF, and ILO-IPEC by encouraging local government units to increase their support for child labor projects and programs within their jurisdictions, and by tapping assistance from private business firms, philanthropic organizations and other institutions/donor agencies here and abroad.

Strategic Directions

1. Make the invisible visible – One of the key characteristics of the phenomenon of child labor is the relative invisibility of many of those engaged in it. This presents problems in providing them help and in monitoring the results of help extended. Thus, we embark on a massive and diligent effort to identify, locate, discover and list child laborers—especially those who are engaged in its worst forms and those likely to get lured to it.
2. Broaden and strengthen alliances with social partners – We explore opportunities for forging new alliances and strengthening existing ones. We prioritize individuals and organizations with demonstrated high sense of social responsibility, as well as those whose

cooperation will enable us to increase our reach and enhance further our chances of success.

3. Focus advocacy and action on child laborers, their families and communities – We support integrated approaches to working with families of child laborers that seek to partner caregivers with parents in creating family environments conducive to growth, empowerment and development of their members.
4. Expand educational opportunities for child laborers – We mobilize the whole society to ensure that child laborers get quality basic education. We support initiatives to expand educational opportunities for child laborers such as educational assistance beyond the secondary level, linkages with vocational/technical training, and appropriate and flexible learning systems.

We promote approaches to the educational needs of child laborers that aim not just to enable them to catch up with their own kind but with the best there is anywhere. We envision a closer linkage between the educational sector, especially in light of the “education for all” policy, and our campaign against child labor.

5. Improve quality of care-giving – We aim to make every encounter between caregivers and child laborers, their families and communities count towards increasing our mutual sense of self-worth, growth and development. We believe that the striving to render quality care will be sustained and intensified as both caregivers and child laborers, their families and communities find the helping relationships mutually satisfying and enabling.
6. Increase access to economic opportunities – Hand-in-hand with other social development efforts, we seek to help families of child laborers raise their incomes to such level that their quality of life is enhanced and the lure of child labor diminishes considerably.
7. Improve quality of service delivery – Our services must be characterized by excellence. Child laborers, their families and communities deserve no less than the standard of quality with which other publics are served.

Goals

Make the invisible visible

- Establishment of reliable mechanism for databasing child laborers, their families and communities, and children who, because of a change in their circumstances, will potentially become child laborers
- Compliance with international conventions affecting the worst forms of child labor in particular, and child labor in general
- Reduction in the incidence of the worst forms of child labor (based on database)
- Use of workplace monitoring as an effective mechanism for identifying child laborers and their needs

Broaden and strengthen alliances with social partners

- Development of a critical mass of mission-oriented anti-child labor advocates
- Recognition and prioritization of children's participation in anti-child labor efforts
- Forging of social contracts with key players in the agricultural, educational, tourism, and church sectors
- Facilitation of the sharing of resources and expertise among social partners
- Availability of a deep pool of people with technical skills and experience to provide technical support, management and leadership to child labor activities

Focus advocacy and action on child laborers, their families and communities

- Promotion of integrated advocacy and action on child laborers, their families and communities, using community organizing where appropriate
- Provision of support to the movement towards child-sensitive families and communities
- Improved capacity of families to choose economic options other than child labor for their survival

Expand educational opportunities for child laborers

- Provision of increased access of child laborers to alternative learning systems and their eventual mainstreaming to formal schooling
- Mobilization of children and the youth to support child laborers in their studies
- Participation of employers and employer groups in providing educational support to child laborers

Improve quality of care-giving

- Provision of creative and innovative opportunities for play, rest and recreation to affirm their being children and to discover their talents, skills and potentials
- Promotion of caring as a distinctive characteristic of NPACL service

Increase access to economic opportunities

- Increased capacity of families and communities of child laborers to benefit from income-generating opportunities such as employment, livelihood and entrepreneurship

Improve quality of service delivery

- Utilization of child-sensitive and effective approaches in dealing with child laborers among teachers, social workers, policemen, prosecutors and other frontline caregivers
- Full enforcement of child labor laws and standards through cooperative efforts of national agencies, local government units, employers, and communities
- Promotion and availability of occupational safety and health services
- Institutionalization of child labor programs in concerned national agencies and LGUs
- Intensified organization of BCPCs and SBMQATs and strengthening of existing ones
- Establishment of specialized healing centers for child laborers

Others

- Increased number of working examples of interventions worth emulating, pursuing, and improving
- Improvement in the documentation and dissemination of stories of qualitative changes in the lives of child laborers, their families and communities

Thus stated, the most essential ingredient is care. The NPACL cares because it not only wants a national program against child labor, but a movement of caring and committed partners and stakeholders. The program has grown in influence and momentum not so much because of material resources, but because of the strength and resiliency of the partnership. This is the only way to make a dent in the formidable problem of child labor. The way the program cares for its partners truly reflects how it also cares for child laborers whom it wishes to redirect onto the normal path of child development.

b. The Philippine Partnership

A broad-based and highly committed alliance of social partners is a characteristic strength of the Philippine partnership. While there is great diversity in approaches and even philosophical commitments in engaging in work against hazardous work for children, network members are able to transcend their political and organizational differences. Core principles unite the alliance: the reaffirmation and promotion of the Convention on the Rights of the Child and the ILO Conventions governing child labor; adherence to the principle that childhood is a time for education and socialization, and the demand that the country's development programs should give first priority to children.

The original as well as the currently active allied organizations undertake coordinated and common advocacy and lobbying activities; awareness raising; training of members and volunteers; support programs for caregivers; referral services for children in need. The network has successfully demonstrated its capabilities in working together as seen in several accomplishments:

- Voluntary formation of Task Force 182, a multi-sectoral committee to facilitate the Philippine ratification of ILO Convention No. 182
- Launching of Global March in the Philippines in 1998 where 15,000 children and advocates marched to show support and concern over the global and national problem of child labor
- Development and completion of Senate Bill 2155, now called the Magna Carta for the Working Child
- Rapid expansion of organizing, educational support and other social services at the community level
- Conduct of joint planning, implementation, assessment and evaluation conducted by program partners
- Other common endeavors such as a common child labor calendar, a collaborative newsletter, thematic workshops on para-legal education, education, community organizing and communications planning.

4. Setting the Ground for the Philippine Time-Bound Program

a. Ratification of ILO Convention No. 182

In the 87th session of the International Labour Conference in June 1999, ILO Convention No. 182 was adopted because of the need for new instruments for the prohibition and elimination of the worst forms of child labor as a matter of urgency and as a main priority for local and international action. Realizing the magnitude of the child labor problem in the Philippines and the need for continued and concerted efforts of government, employers' and workers' organizations, NGOs, and civil society, the Philippine Government ratified ILO Convention 182 on 28 November 2000.

This ratification by the government means that it must take immediate and effective measures to prohibit and eliminate the worst forms of child labor for all

those under 18 years old in the country. This involves not only developing the enabling national legislation, but also effectively enforcing the law/s, applying the equivalent penalties or sanctions and setting up monitoring mechanisms. The country should also be able to implement action programs which will remove and prevent the worst forms of child labor, provide direct assistance for rehabilitation of children and their social integration, ensure their access to free education, and identify children who are at special risk, especially the girl child.

Even prior to this ratification, the Department of Labor and Employment (DOLE) issued Department Order No. 4 in 1994 which lists hazardous undertakings and activities of children below 18 years. Furthermore, the IPEC partners worked together in drafting child labor legislation, Senate Bill 2155 of the 12th Congress, which consolidates child labor protective legislation, regulates the work conditions of young workers, restates government's responsibility for basic education, training and welfare services for young workers, and institutionalizes the committee on child labor. Another Bill, the Magna Carta for Household Helpers, was likewise drafted to institutionalize and uplift the situation of the household workers, young and old, and set minimum standards for them.

The introduction and implementation of these complementary measures show that the Philippines is seriously taking action on the hazardous forms of child labor.

b. The Context of ILO-IPEC Work in the Philippines

The work of ILO-IPEC in the Philippines has for its context the Memorandum of Understanding which the Philippine Government and the ILO signed in June 1994. The memorandum required the Philippine Government to establish a National Steering Committee for the IPEC program and a secretariat to assist the Committee. In December 1996, the Memorandum of Understanding was extended until December 2001. The same was further extended to December 2006.

The IPEC program has kept its focus on priority groups of children identified in the Philippine-ILO Indicative Framework for Action. Determined during a 1994 National Planning Conference on Child Labor, the priority groups of children are: child victims of trafficking, children in mining and quarrying, children in home-based enterprises, especially under sub-contracting arrangements, children trapped in prostitution, children in domestic service, and children in commercial plantation agriculture, including sugar and vegetable production, children in fireworks production, and children in deep-sea diving and fishing.

Within these target groups, the girl child, who is particularly vulnerable to exploitation and abuse, is a special focus of attention.

The National Child Labor Committee of the NPACL acts as the national steering committee of the IPEC program, overseeing its implementation and monitoring progress. Chaired by the Department of Labor and Employment (DOLE), members include the Department of Social Welfare and Development (DSWD), the Department of Education (DepEd), Department of Interior and Local Government (DILG), Department of Health (DOH), Philippine Information Agency

(PIA), Council for the Welfare of Children (CWC), Employers' Confederation of the Philippines (ECOP), Trade Union Congress of the Philippines (TUCP), and the National Council for Social Development (NCSD) representing the NGOs. ILO-IPEC and UNICEF sit as advisers. The NCLC has an organizational field structure at the national and regional levels.

Signaling the entry of IPEC in the Philippines, the inter-agency partners signed in February 1995 a *Joint Statement for a Unified and Intensified Action against Child Labor*, clarifying inter-agency responsibilities under an integrated program.

c. ILO-IPEC Work on the Worst Forms of Child Labor in the Philippines

It should be noted that, from its very inception, IPEC Philippines work and action programs already focused on the hazardous forms of child labor since 1994. The hazardous forms of child labor is one of the categories of the worst forms of child labor under Convention No. 182 defined as those which will affect the children's health, safety and morals.

IPEC partnership works through a broad-based and strongly committed alliance of government, employers, workers, non-government and civil society organizations working towards a common objective of the progressive elimination of child labor, especially its worst forms.

Over the past seven years, ILO-IPEC has implemented over 60 action programs with over 50 partners. There were about 18 on-going activities for the 2000-2001 biennium. Total resource allocation reached about US\$3.0M.

The various IPEC initiatives can be categorized into (a) law and policy; (b) advocacy; (c) direct services covering employment, education, skills training and social protection; (d) capacity building; and (e) research. Implementation is done through action programs involving partners. Each category is either pursued independently or through an integrated approach.

5. Preparatory Activities for the Philippine Time-Bound Program

a. Phased Approach

The Philippine Time-Bound Program will be implemented on a phased approach combining social mobilization of inter-agency groups with a high-level political commitment and setting priorities through a broad consultative process; research and analysis by mapping out the child labor situation on the worst forms through baseline surveys and rapid appraisals and in-depth studies, and the preparation of a national policy paper which will be presented in a national workshop. The policy document specifies the sectors and groups to be targeted, indicators, timetable for implementation, actors and stakeholders, including resources; and implementation to include intervention, monitoring and evaluation strategies.

Phase 1: Preparatory, Research and Design Phase, Social Mobilization

- Mobilize high-level commitment through policy statements, pronouncements, and national campaigns
- Create and organize Convention No. 182 Implementation Team
- Identify priorities, sectors and groups, and detailed activities through a series of consultation meetings and workshops with technical and senior level policy-makers
- Mobilize resources through donors, and conduct a donors' meeting

Research and Analysis

- Prepare paper to analyze the causes and consequences of child labor covering major macro-level parameters
- Conduct rapid assessments and baseline surveys, and analyze sectors and groups of worst forms of child labor
- Prepare an in-depth national policy paper which includes review of policies and legislation on issues related to WFCL, review experiences based on addressing pressing priorities, identifying policy options, indicators and targets, defining responsibilities of actors and timetable for implementation.

National Workshop

- Hold National Conference to present in-depth policy paper and define timelines for implementation.

Phase II: Implementation

b. PTBP Preparatory Activities

Output 1: Commitment to undertake the Philippine Time-Bound Program

High-level political involvement and social mobilization are important elements demonstrated at the outset of the PTBP to ensure both political and public support. This was initially accomplished through the inclusion of child labor concerns, especially its worst forms, in major national policy pronouncements and documents, and support and commitment of various stakeholders.

Several consultative meetings with major partners in the National Program Against Child Labor and other potential partners were held to draw consensus and commitment to pursue a Time-Bound Program for the Philippines.

Convention 182 Implementation Team

A composite team spearheads the planning and preparation for the PTBP. It is composed of the DOLE, through its Bureau of Women and Young Workers (BWYW) and the Institute for Labor Studies (ILS), Visayan Forum Foundation (VF), Kamalayan Development Foundation (KDF), Education Research and Development Assistance Foundation (ERDA), Co-Multiversity, ECOP, Federation of Free Workers (FFW), TUCP, DSWD, DepEd through its Bureau of Elementary Education (BEE) and Bureau of Non-Formal Education (BNFE), and the ILO-IPEC. As the focal point of the NPACL Network, the DOLE, in particular the BWYW, and ILO-IPEC take the lead in the program planning and implementation.

Action Planning

The PTBP should be appropriately and strategically dovetailed to the NPACL Strategic Framework, and consistently formulated within its context and that of other national socio-economic plans.

Action planning activities intended to operationalize the NPACL Strategic Framework 2001-2004 have been undertaken. Various roundtable discussions were held with program partners from all regions of the country. Participants from government agencies, local government units (provincial, city, municipal, and barangay levels), NGOs, employers' and workers' groups, academe, media, faith-based organizations, parents and child laborers themselves enhanced and validated their respective regional plans of action.

A major action planning activity, the National Planning Conference on Child Labor, was held on 6 December 2001. During this conference, partners and stakeholders shared experiences and information, particularly on best practices and lessons learned, toward the formulation of a National Plan of Action on Child Labor, a strategic mechanism for targeting maximum efficiency by filtering down the NPACL framework to program frontliners and implementers.

Policy Pronouncements, National Documents/Plans

In a speech of Her Excellency President Gloria Macapagal-Arroyo, which was read for her by DOLE Secretary Patricia Sto. Tomas at the 21st National Convention of the Federation of Free Workers in May 2001, she made the following policy pronouncement:

"...on the matter of child labor, my administration is committed to the implementation of ILO Convention Nos. 138 and 182. I have directed the Labor Secretary to lead all concerned sectors to come up with a comprehensive plan of action to implement the intent of said conventions. You will recall that when we ratified ILO Convention No. 138

in May 1998, it was considered as a major step in laying down the basis for the fuller enforcement of the long-standing Philippine policy on child labor. Meanwhile, Convention No. 182, which the Philippines ratified in November 2001, requires us to undertake effective and time-bound measures to eliminate the worst forms of child labor in our midst and prevent future generations of children from engaging in the same. Needless to say, securing the future of our children should be our primordial duty...”

The following pronouncement was also made by DOLE Secretary Patricia Sto. Tomas during the Special High-Level Session on the Launch of the Time-Bound Programme in the Republic of El Salvador, the Kingdom of Nepal, and the United Republic of Tanzania in Geneva, 12 June 2001:

“Since 1994, in partnership with the ILO and other organizations, we have succeeded in giving a high profile to the problem of child labor. I believe that we have also produced some of the best practices for mobilizing a broad range of social, economic and political actors against the worst forms of child labor. Now we wish to set higher targets for ourselves.

I believe that we are all one in our commitment to eliminate child labor and offer our children the best future possible...”

In June 2002, at the 90th Session of the International Labour Conference in Geneva, Secretary Sto. Tomas reiterated the Philippine commitment to the elimination of child labor: “We have also committed ourselves to the International Programme on the Elimination of Child Labor through a time-bound agenda that seek (sic) to benchmark performance against the promise of a consensual plan to eliminate child labor...We intend to wage this war against child labor because it is easier to campaign for a future without child labor than to imagine a future without children at all.”

Aside from policy pronouncements, the NPACL has also been included in Child 21 (2000-2025), the Philippine national framework for the development of children. As a strategic framework, Child 21 paints in broadstrokes a vision for the quality of life of Filipino children in 2025, and a roadmap to achieve this vision. As part of the country’s commitment to the CRC, it builds upon the gains of the Philippine Plan of Action for Children, and pursues the same goals and targets set forth in the country’s Medium Term Philippine Development Plan. It was adopted in November 2000 as the country’s framework for plan and program development for children of the Philippines.

Advocacy and Social Mobilization

Partners’ advocacy meetings and social mobilization activities, individually and/or collectively for respective levels and constituencies, were held. A Communications Plan has been drawn up for both partners

and civil society at large, with public awareness programs maximally utilized. As part of the tri-media campaign, 30- and 45-second plugs were heard/shown on national radio and television. The problem of the WFCL has also been expounded on in various published articles in national and local newspapers as editorials, columns, news and feature articles.

Advocacy for child labor issues, especially its worst forms, mass actions and marches, and lobbying for the passage of critical child-related legislation are consistently being pursued.

Advocacy meetings with top officials of major/critical agencies and organizations have similarly been held. New and potential partners have also been invited to child labor activities, including government partners involved in nutrition services, mining, environment and natural resources, transportation and communication, agriculture, agrarian reform, tourism, poverty alleviation, and interior and local government.

A National Stakeholders' Meeting was held on 17 May 2002 to secure consensus and commitment from partners on the PTBP. To complete the preparatory activities, a Donors' Meeting was held in June to mobilize resources for the anticipated requirements of the PTBP.

Output 2: Reliable data on worst forms of child labor that will improve both targeting and impact evaluation

An adequate knowledge base is indispensable in developing a coherent and integrated PTBP. A major resource is the recently-released results of the 2001 National Survey on Working Children by the National Statistics Office (NSO) which replaces its 1995 national survey.

A Macro Study *Analyzing the Causes and Consequences of Child Labor in the Philippines* has been completed and validated during the First Workshop for the PTBP: Macro Study and Sectoral Assessment Reports held 31 January–1 February 2002. The macro study covers major macro-level parameters such as population growth, age structure, poverty patterns and trends, and labor market trends. The study was commissioned by the National Economic Development Authority (NEDA) with assistance from ILO-IPEC.

An Assessment of Education and the Worst Forms of Child Labor was also completed by the Ateneo de Manila University, through its Department of Sociology and Anthropology, with assistance from ILO-IPEC, and presented in a consultation-discussion on 16 May 2002.

Six cursory assessment studies have likewise been completed and validated together with the Macro Study during the aforementioned national workshop. These reports cover the six priority groups of children in the WFCL identified by the Convention No. 182 Implementation Team. These are: children in the sugar industry, deep-sea fishing, quarrying, prostitution, pyrotechnics, and domestic work. Sector/geographic targets

for the PTBP were initially set during the workshop and will be finalized shortly.

A resource mapping of activities by various donors, government, NGOs, and other organizations was undertaken to determine where possible synergies can be accomplished when the implementation phase of the PTBP commences. The information generated by this mapping exercise is invaluable in determining existing and available capacities in human and material terms which will be critical in setting the sector/geographic targets for the PTBP.

Output 3: Final Document for the Philippine Time-Bound Program

The writing and finalization of the PTBP document involved frequent consultations with the Convention 182 Implementation Team on designing/writing outputs submitted by the PTBP Overall Consultants engaged by ILO-IPEC for the preparatory phase of the PTBP.

The draft framework was presented to the National Child Labor Committee (NCLC) for validation; also conducted were mini-consultations for tripartite partners and other stakeholders to draw up specific strategies and action areas based on the general policy/program framework, and a harmonization workshop to integrate results of mini-consultations and ensure consistency in terms of content and timing, drafting of the final PTBP document.

The PTBP was launched on June 28, 2002 with top Philippine government, ILO and U.S. Department of Labor officials and partners in attendance.

B. Background and Justification

1. The Philippine Situation Analysis

Admittedly, the general situation of the country makes it extremely challenging to fully implement the principles of the Convention. For one, the educational system is having difficulty meeting the expectations of accommodating all school-age children and providing them with high quality education. Moreover, the enforcement machinery for laws prohibiting the employment of children, particularly those in the worst forms, is still relatively weak. While the Philippines has made improvements in the development of policies and laws against child labor, it is in the area of enforcement where it is seriously wanting.

As in other countries, the existence of the worst forms of child labor in the Philippines is rooted in the problems of poverty and unequal opportunities. This makes elimination and prevention of the worst forms of child labor all the more difficult. Ultimately, therefore, the realization of this goal depends on how well the country can liberate poor families from the depths of economic bondage and deprivation. Specifically, it puts premium on the government's employment

strategies for adult workers as productive employment and sufficient income are among the most effective ways to eliminate and prevent the existence of the worst forms of child labor.

According to the recently-released results of the 2001 National Survey on Working Children conducted by the National Statistics Office (NSO), there are an estimated 4 million working children in the country (16.0% of the total number of children 5-17 years old in the Philippines). This is slightly higher than the 3.7 million recorded in 1995, both in nominal and proportionate terms. Of the 4 million working children, 2.4 million are reportedly engaged in hazardous work, exposed to physical, chemical, and biological hazards. Potentially, these are the children likely to belong to the category of the worst forms of child labor.

While these figures do not say much of the extent or the magnitude of children involved in the worst forms of child labor, more specialized studies focusing on certain groups of working children have shown alarming rates of children increasingly involved in worst forms. Admittedly, however, such studies remain scarce and non-comprehensive in scope to be able to provide a fairly accurate picture of the situation of children in such abject conditions. The few ones, however, are more than enough to bring home the message that these children need help and that this assistance is needed immediately. These are the children in prostitution, domestic work, mining and quarrying, commercial agriculture, fishing, and pyrotechnics, among others.

A major strength of the Philippine anti-child labor campaign is its broad-based and highly-committed alliance - a network of government, employer, trade union and civil society organizations acting in concert to address the problem under the NPAFL. Working towards the vision of "eliminating the worst forms of child labor and transforming the lives of child laborers, their families and communities towards their sense of self-worth, empowerment and development", the NPAFL, under its new strategic framework, seeks to establish more reliable mechanisms for data collection and analysis; broader and stronger alliance with social partners; focused advocacy and action on child laborers, their families and communities; expanded access to educational and economic opportunities; improved quality of service delivery and care-giving, as well as improved monitoring and documentation of interventions worth emulating, pursuing and improving.

The Government of the Philippines has had a long period of involvement in the campaign against child labor, starting from investigation and research on muro-ami fishing in 1986 and the ILO Smokey Mountain Project in 1987. When it signed the Memorandum of Understanding with ILO-IPEC in 1995, 14 government and tripartite partners signed a Statement on a Joint, Unified, and Sustained Program on Child Labor. Since then it has ratified ILO Convention Nos. 138 and 182, and pursued its child labor programs under the NPAFL.

Under the NPAFL umbrella, a TBP for the Philippines can be expected to be substantially and strategically on track.

This macro-study covers major macro-level parameters such as population growth, age structure, poverty patterns and trends, and labor market trends. The study was commissioned by the National Economic Development Authority (NEDA) with assistance from ILO-IPEC.

The study is intended to analyze the causes and consequences of child labor in the country and to provide recommendations which will serve as basis for developing appropriate interventions. Its findings are also useful data for an analytical basis for the implementation of the PTBP. Its focus is on macro-level parameters and labor market decisions of households.

Areas covered by the study include: causes of child labor (theory); child labor and economic performance; determinants of child labor (household level); consequences of child labor; and recommendations.

The study forwards various definitions, some more restrictive than others. But as used in the study, it includes all child workers regardless of conditions of employment and perceived consequences of work on their well-being.

Several observations from the survey data are made in the study.

- incidence is higher among males and for the 15-17 age group
- share of females (males) declined (increased) slightly from 1988-2000
- differentiation by sex and age with respect to occupation, sector of employment, class of worker and job status has been noted

The study outlines the causes of child labor (theory) as follows:

- decision-making within the household influenced by:
 - household size and structure
 - productive potential of members in domestic and market work
 - substitution possibilities between child and parents
- household size and probability of child work are inversely related
- substitutability between young girls and mother in domestic work
- risk management considerations
- structure of labor market
 - competition and flexible wages
 - segmentation and size of the informal sector
 - use of new production methods
- prevailing production technology
 - labor-intensive, fairly simple technology
 - low level of skills required
 - preference for nimbleness and flexibility

In analyzing the relation of child labor and economic performance, the study reveals that: incidence increases with decline of agriculture and manufacturing; incidence increases with growth of utilities and transport sectors; there is greater responsiveness of female child labor to change in economic performance.

Determinants of child labor (household level) are listed as: large family sizes and poverty being good predictors of child labor; child workers are more likely to be male, less likely to be attending school; child work is positively associated with

child's age; if father completes high school, child is less likely to work; lower probability of child labor if family is residing in a province with low poverty incidence and has a greater level of social sector expenditure per capita.

The study points out the need for better information for systematically linking observed problems with child labor. However, it also notes the following observations: school attendance is sacrificed; children's health suffers, especially for those in hazardous conditions; and other social and psychological effects are seen to result from child labor. Unequal bargaining power and ignorance about the ill effects of certain forms of child labor are listed as reasons for why children's families persist despite the consequences.

The following recommendations are forwarded by the macro study:

- The PTBP must be undertaken in conjunction with long-term measures to promote growth with equity.
- The key is to weaken incentives to resort to child labor on both supply and demand sides.
- Population must be taken seriously. There must be safety nets to protect the poor, such as programs on income security; opportunities for quality education must be provided; cost of school attendance must be reduced; and the increasing institutional capacity to enforce legislation against child labor, especially its worst forms, must be enhanced.

The study makes the observation that as poverty incidence falls and education improves, child labor will decline, making enforcement of laws against it easier. Cooperation among local communities, NGOs, government, especially the local government units, is crucial.

The study concludes with the statement that: "Child labor, especially its worst forms, tends to reproduce the very conditions that brought it about."

2. Working Children in the Philippines

2001 National Survey on Working Children

Following are the more salient figures from the 2001 survey:

- 4 million out of 25 million children, aged 15-17 years, worked. This means that 1 out of 6 children was a working child.
- mostly male, elementary grader (median between 10-17 years), usually rural-based
- majority worked as unskilled, unpaid, engaged in agriculture, on seasonal basis laborers
- one of every 4 children worked in evening or during nighttime
- 60%, more or less, of working children 5-17 years old were exposed to hazardous environment
- more than 2 million of 5-17 year-olds worked as laborers and unskilled workers
- seven out of 10 working children attended school
- about 2.4 million were exposed to hazardous physical environment
- 48% are 10-14 years old; 46% are 15-17 years old

- 40% are elementary graduates; 32% reached high school; 3% never attended school
- 59% are unpaid, in household-operated farm or business
- 53% in agriculture/forestry/hunting
- 25% work in the evening/nighttime; half are 15-17 years old, mostly males

3. Worst Forms of Child Labor in the Philippines

Cursory Assessments on the Six Priority Groups of Children in the WFCL

Six cursory assessment studies were commissioned on the priority groups of children in the WFCL identified by the Convention No. 182 Implementation Team. These studies were undertaken by five external collaborators engaged by ILO-IPEC for the purpose. The studies were conducted from October to December 2001, and validated during a national workshop for program stakeholders, together with the Macro Study on the *Causes and Consequences of Child Labor in the Philippines*.

The objective of the cursory assessments was to establish a knowledge base on the sectors studied which will serve as basis in selecting the PTBP areas. The elements studied included the incidence of WFCL, nature, employer profile, working conditions, occupational safety and health conditions, school-work relationship, past/current programs, and the suitability of the sector as a PTBP area.

While the cursory assessments yielded a wealth of information, much of it merely confirmed what was already suspected, if not altogether known. Their value was not so much in the generation of new information, but in the consolidation of such information in one document which can serve as an initial sector database on its own.

The cursory studies share the following general findings:

- difficulty of gathering data because of invisibility and inaccessibility
- difficulty of establishing numbers of children working in the sector
- resource-based sectors require different strategies from the non-resource based sectors
- the “trade” or “labor” character of child labor must be established
- in some sectors, merely applying the law is significant enough
- problem of invisibility
- no form of the worst forms of child labor is worse than another

Instead of selecting three priority areas for in-depth study, it was decided by the multi-sectoral body that all the areas be studied further, with the addition of mining; thus mining/quarrying is considered as one priority group.

Children in Sugar Plantations

Conservatively estimated to number 200,000 based on a total number of 556,000 sugar workers (which number includes 15-17 years old but excludes 7-14 year olds who are more numerous), children in sugar plantations are mostly boys. Majority of these children are studying (about 64%), although many of them drop out of school during the year. Most are either in elementary school or have finished it, a few in high school (10%), and fewer still in college. Due to their irregular school attendance and the seasonal nature of agriculture, those who drop out seldom return to school.

Children are mostly members of farming families with a family size of six to ten or more members. These families are migrants and either reside within the hacienda (*dumaans*) or outside (*pangayaws* or *sacadas*). Those who live within the hacienda feel indebted to the landlords for their survival, while those living outside prefer to live close by and may not be any less dependent than the *dumaans*; in both instances, they tend to see limited possibilities apart from the landlord-tenant power relationship.

Children earn about P25-50 a day for eight hours of work, while their families make less than P900 weekly, with only a handful earning more than P1,500 weekly. Work assigned to children depends on their ages and skills, although a primary determinant is the demands of the work. Since the overall family output is divided among its members, the bulk of the work that children do depends largely on what is required at a given time, and the issues of appropriate workload are often sidetracked. Children in plantation work are involved in all aspects of cane growing, harvesting, and hauling, under the supervision of a *kapatas* or foreman/forewoman who ensures that they do their work within a certain speed requirement.

Children's engagement in agriculture has been found to be predominantly the result of parental decision. Put simply, the parents need cash to ensure family survival, and putting their children to task is a primary means of generating income. Factors that influence children's work in plantations include their docile nature, family situation (poverty), low educational level of parents and their low regard for the value of education, peer influence, and community characteristics (such as lack of educational opportunities), aggravated by weak family ties and communication among members, lack of awareness of rights and legal entitlements, and weaknesses in law and enforcement.

Most of these children are recruited by their parents to work in the farms, although some are taken in by *contratistas*. In truth, children in this worst form of child labor do not need to be recruited; working in the plantation is a family tradition nurtured on the handed down belief that life is not possible outside the confines of the hacienda. In many ways, it is. Indebtedness to the landlord who lends out money to augment an already insufficient income for basic needs, much less debt repayment,

also binds the children to lifelong entrapment which feeds on itself and pushes the bondage even deeper. Children in the sugar plantations, therefore, are at the total mercy of the hacienda owner or the contratista or even their parents, who dictate when they should work, what work they should do, how much they should get. Children have little—if at all—control over the determination of their lives.

Hazardous conditions abound in plantation work: prolonged exposure to heat and weather conditions, dangerous and heavy work implements; carrying of heavy loads; accidents from slipping, sharp objects, cuts and bruises; exposure to harmful chemicals, including pesticides and fertilizers, and other physical and biological hazards; danger of bites from snakes, centipedes, and other insects; and countless psychosocial hazards. Malnutrition, underweight, and retarded physical development; various skin diseases and infections, wounds, cuts and bruises; dehydration; headaches, fever and body pains; and respiratory complications are only a few health problems that have been observed, with more serious ailments owing to exposure to extremes in weather conditions and chemicals more visible in the long term.

Children in sugar plantations are not covered by contracts or entitled to benefits. It is believed that strictly applying the law on minimum wage for adult workers alone can already be a very significant contribution toward improving the situation of the children and their families.

Children in Domestic Service

Statistically—and even literally—invisible, child domestic workers have been difficult to count, although more than five years ago, government data listed some 28,882 domestic workers between 10-14 years old, comprising 4% of the total number of 766,200 domestic helpers nationwide. Thirty six percent (272,819) are in the 15-19 years old nationwide (NSO, 1995). However, they do not include CDWs working in exchange for room and board, or for the chance to study. A recent estimate by the Visayan Forum Foundation puts the number as at least 1 million CDWs

An average CDW works about 15 hours daily, and is on call 24 hours a day. Days-off are limited to one day each month; many have no day-off at all. Confined to repetitive, menial work, most of these children have no opportunity to acquire life skills that would help them grow into productive adults. They work away from their home, separated from family for extended periods of time. Many are even prohibited from communicating with their family. Freedom of movement is also limited since many are not allowed to venture beyond the house gates, except when the employer sends them on errands or brings them along when their services are needed. Isolated from family and peers, they rarely leave or tell on their employers, even when they suffer abuse. They have no work

contract or benefits, and perform multiple roles, including those done for the employer's pleasure, however that may be defined.

Many CDWs have no access to health services. Their work and sleep/rest conditions/patterns are abnormal in both quality and quantity. The prevalence of verbal, physical and sexual abuses is believed to be high.

These children are among the lowest paid workers, receiving an average of Ph800.00 a month - if paid at all. Some begin their working life in debt to recruiters who paid their transportation and lodging on the way to the employing household, often in exchange for payment made as an advance to their parents. Some have been jailed by their employers for accused theft, without due process; sexually molested and raped; beaten, tortured and brutalized, some even to the point of death.

Manila is a primary destination of CDWs, with a large number of women and children trafficked for labor and prostitution initially recruited as domestic workers. They originate from the Visayas (66%), and mainly from the provinces of Samar, Iloilo, Cebu, Leyte and Bohol. Many employers tend to routinely transfer their CDWs across regions adjacent or accessible to NCR. Poorer regions are traditional sources of recruited CDWs, sometimes referring "cottage industry recruitment" to the massive facilitation of domestic helpers as acceptable major employment-generation scheme of local governments. CDWs are a mobile group of children, always in transit and easily turned over from one employer to another, using ports as entry/exit points, or land and air routes.

At least 90 percent of CDWs are girls, mostly single, coming from large farming (77%) and fishing families in poor regions. Poverty, lack of work opportunities, the desire to help parents, and discontinued education are the most commonly cited reasons for entry to domestic work, but young girls are also attracted by the simple methods of recruitment characterized by no skills requirement for work, no submission of documents, risk-free facilitation, and instant hiring. Others agree to work as house helpers as stepping-stone to other jobs such as factory work, passage to upward mobility in the social ladder, and deliverance of their families from debt. Many CDWs do not even know what type of job they would land, what kind of employers they will work for, or how safe they will be.

CDWs will continue to be in demand by a growing middle class in economic centers, and as the peripheral provinces have them in abundance. Aside from a diminishing adult domestic work force that tends to go abroad, children are perceived to be more submissive and hard working; more easily ordered about anytime for any reason; and can serve as company for the employers' children.

On the other hand, children are attracted to domestic service as a survival mechanism for poor families, especially for emergency cash needs. CDW is also perceived by parents as lighter, less arduous work; a guarantee for the food, clothing, shelter, and sometimes, education,

which they cannot provide; easy entry as no formal training or schooling is required; and an opportunity to raise family status for having a worker in the big city, even as the sacrifice is able to send siblings to school. The desire to see the city, presence of family and support networks, and higher salaries in the city make domestic service attractive to both children and their parents.

As a worst form of child labor, child domestic work remains almost outside the protection of law because of its invisibility and because of the unique character of the household as a non-traditional workplace. Its close connection with other WFCL and trafficking for labor and sexual exploitation underestimates, if not delimits, its impact on children, especially the girl-child.

The Magna Carta for Househelpers (*Batas Kasambahay*) which is awaiting passage into law is a landmark legislation that will ensure the protection of domestic workers, adult and children alike. In the meantime, CDWs will remain outside the reach of law, invisible and unreached.

Children in Mining and Quarrying

Children in mining and quarrying are involved in a worst form of child labor that is dependent on natural resources for its continuance. Because of its resource-based nature, the work children do is necessarily a function of where these resources are, how abundant they are, how long before they are depleted, and how they are extracted from the earth. The unabated exploitation of these resources presages their depletion someday, and this makes the sector one that is closely linked with other WFL which may be the next sector children set their sights on when the resources run out.

According to the 2001 National Survey on Working Children, there are 17,980 children, 5-17 years old, working in the mining/quarrying sector. Although the number may not be as staggering as other WFCL, the hazards faced by children are equally serious and merit attention.

The sector is replete with physical, biological and chemical hazards, many of whose effects can be immediately evident. In quarrying, sharp implements are used, with the danger of cuts and wounds very likely. Accidents such as falls from heights and hits from falling objects pose additional danger, and so does the carrying of heavy loads. Exposure to dust, gases, fumes, and dirty conditions; respiratory and musculo-skeletal disorders, arduous work, and noise exposure complicate the situation further. In mining, in addition to those hazards in quarrying, children also suffer from poor illumination, heat, cramped and inadequate working space, and middle-ear strain caused by changes in atmospheric pressure.

Children are at the end of a chain of relatively unrelated stakeholders, including large companies who subcontract the work to smaller groups. Local business and government entities benefit from the

work of these children; the end use is for the pleasure of those who can afford to adorn their bodies and homes with jewelry and architectural amenities. The sector is largely unregulated and where legislation exists, it is usually designed for large-scale operations, not small-scale where the children are. Legislation is also related to other policy-level issues such as land use.

Household profiles show that children are generally from poor, unskilled and increasingly migrant families. Children are mostly in school because their work can be done before and after hours since the required outputs of buyers often do not require their full-time work. The physical demands of the arduous work, however, leave children with little energy for schoolwork; add to this the energy required to travel to and from school.

Technology used in the sector is manual and back-breaking, using simple hand tools. Large companies who subcontract the work do not see the need to acquire machineries because they have no accountability to their subcontractors the way they have for their own company workers. Besides, since supply is relatively larger than the demand, buyers can afford to go to the one offering the cheapest price.

A key characteristic of this sector is the value system that accompanies the work of children. The meager income goes to family survival needs. However, in mining where money is sometimes more than sufficient, families remain poor because money is given to vices rather than education, savings, or investments. Drinking, gambling, recreation, and prostitution accompany the increased spending capacity, and consequently also give rise to sexually-transmitted infections.

Legislation that impacts on the conduct of mining and quarrying activities target regulation of large licensed companies, but it is in the small, backyard operations that children work. Children thus continue to be unprotected.

Children in Pyrotechnics

Dispersed and invisible, children in pyrotechnics have been difficult to number, although accidents in the industry have almost always involved children. There are 69 establishments registered, 77% of which are in Bulacan where 700 children were reported to be working.

Pyrotechnics is a regulated industry, although the sale of raw materials used in manufacture is not, posing a threat even to national security. Entry into pyrotechnics is constrained by stiff licensing costs. Business permits remain the domain of those who can afford the government fees, so it is not uncommon to have small-scale subcontractors riding on the permits of the larger companies. Small-scale manufacturing is also on the rise due to the decrease in licensed, large-scale companies. The declining demand for pyrotechnics exerts pressure to keep costs down; hence, the attraction for keeping children in the

sector. Poor households in the pyrotechnics communities also do not have opportunities outside, and often rely on the industry for their livelihood. The industry is site-specific, does not need specialized skills, and requires small capital to start and operate. Labor supply is large.

Families engaged in pyrotechnics are generally poor, unskilled, and increasingly migrant families. The decision to make children work is a family decision, and most children claim that they want to help out with family survival and were not forced to work.

Children work with their family either at home or in workshops. Work is repetitive and oftentimes simple, but because of the piece-work basis, children work fast in order to do more. Danger is always imminent from explosions, especially because it takes very little for materials to ignite and explode. Children are exposed to dangerous chemicals which are highly flammable and combustible. Even if children were transferred to the less hazardous part of the production process, they still remain in the same generally hazardous work situation. Children complain of dizziness, painful eyes, aching back, breathing difficulties, and for those exposed directly to gunpowder, symptoms related to dust exposure beyond the acceptable threshold limit.

The manufacture of pyrotechnics is seasonal, and thus, school attendance follows this seasonal pattern. Since manufacture peaks toward the end of the year, children with good attendance records during the start of the schoolyear begin to absent themselves, sometimes eventually dropping out because of their inability to cope with missed schoolwork.

As in mining and quarrying, legislation protective of workers is designed to regulate large companies. Since children work under subcontracting arrangements in small operations that are also subcontracted by larger companies, laws do not have the teeth to protect them from work abuses.

Children in Deep-Sea Fishing

Reports from studies commissioned by ILO-IPEC show that some 800 children are involved with *Pa-aling* and *Kubkub* fishing. Most of them come from farming households who are also involved with fishing.

Children in *pa-aling* and *kubkub* fishing work about 15 hours a day, doing 7-10 cycles of setting nets, diving, scaring, pulling, sorting and storing fish. A usual day starts at 3 a.m., with breakfast at 8, and ends at 6 p.m. *Paaling* children go on trips lasting 9-10 months per expedition, many of them assigned as divers and swimmers where they work underwater for 5-7 minutes at a time in waters as deep as 80-100 feet.

Muro-ami, a form of deep-sea fishing which requires children to scare fish away from corals and trap them into nets using rocks and other implements, was banned in 1989, but has persisted in another form called *pa-aling*. Although *pa-aling* uses a supposedly environmentally-safe method, the risks faced by children are the same.

Children are recruited to work in the expeditions through the communities. Families send their children because of poverty; marginal and subsistence fishing and farming conditions; chronic and continuing indebtedness to operators; family, community, and socio-economic environment and influences; lack of other options for survival; and aggressive recruitment practices. In many cases, families are given a cash advance as initial payment for the deployment of their children. Children and their parents are additionally lured by the prospect of cash remittances and the opportunity for adventure.

Children complain of body pains, cuts, wounds, skin diseases, eye and hearing impairment, paralysis, body burns, exhaustion and fatigue. They suffer decompression illnesses, are exposed to dangerous fish, injury, and sprains, harsh weather conditions, high levels of noise, especially on highly-mechanized fishing boats. Because children are not properly trained and attired for the task, injury and death are caused by drowning and other hazards underwater.

Conditions in the fishing boats are substandard, with inadequate sleeping space, sanitary facilities and health services. Water use is limited to cooking and drinking, but even then is used very sparingly. Noise level from machinery is beyond acceptable limits. Loneliness at sea and the repetitiveness of life during the expedition months are important psychosocial factors in the physical and mental well-being of the children.

A major intervention with proven success has been the engagement of big fishing operators in the campaign to keep the fishing work force free of minors. As signatories to Memoranda of Agreement with NPACL partners in the area, owners of fishing companies have shown the will and the resolve to spare children from the hazards of deep-sea fishing.

Children in Prostitution

Children in prostitution refer to “children under the age of 18, whether male or female 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, including hiring, employment, persuasion, inducement and/or coercion of child to perform in obscene exhibitions or indecent shows, whether live or in video or film, and for the production of pornography or for pornographic performances”. The sector is considered an underground and invisible sector, making it extremely difficult to establish its magnitude and economic significance as a trade issue. Anecdotal reports from various sources, however, point to an increasing demand and entry of young girls and boys into the sector.

Girls comprise majority of the victims who may be classified into pick-up girls loitering in the streets at night waiting for customers; casa or brothel girls staying locked up in prostitution dens; bikini bar girls entertaining guests and customers by dancing on an elevated platform wearing skimpy bikinis; and karaoke bar girls sitting at customers’ tables and assisting in taking orders. Other types of the sex trade include freelance/striker; *akyat-barko* who go up docked ships to offer their services; prosti-tuition, a seasonal form which increases during periods of school tuition fee payment; dancers; *masahista* (masseuses); guest relation officer (GRO) who accompany customers in bars; *sistemang palit* (barter) or sex in exchange for money or goods; white slavery; and sexually abused and trafficked women.

Children are initially recruited as domestic helpers using deception, false promises and cash incentives from poor regions surviving on seasonal jobs such as farming. Whole communities may even be breeding places for child prostitutes where the main livelihood is the gearing up of their children for the sex trade. The lucrative nature of recruitment on one hand, and the desire for cash and adventure by children and their parents alike on the other, make both deceptive and not-so-deceptive offers irresistible to many.

Children in casas work full-time, sometimes beyond eight hours, depending on the number of customers. They do not receive their earnings in full as these are shared with their handlers (*mamasans* or pimps), and the balance is spent on beauty products, clothes, health check-ups, and remittances to home. Children in nightspots start work in the afternoon up to the wee hours of the morning. They are constantly in danger from customers with sexual perversions, and their earnings usually go entirely to the manager, who supposedly keeps their money for them. Freelancers do not earn fixed income and often do away with pimps in order to earn more.

Prostitution is perhaps the most dangerous and most inhumane of occupations: long hours of work, low rewards (sometimes even unpaid), deprivation of childhood development opportunities, lack of love and affection, isolation and exposure to man-made and natural dangers, risks

of physical violence or sexual harassment, and grave safety and health hazards. Above all, the loss of self-worth, dignity and self-respect is probably most damaging.

Children often go into prostitution because they are deceived, but those who enter the sector willingly do so because of globalization and the Philippine economic situation, poverty, situations of disasters such as typhoons and armed conflict which drive them to escape, weak family support, abuse in the home, the lure of sex tourism, and socio-cultural values, beliefs and practices. Once into prostitution, children find it hard to leave because of many reasons, including the lifestyle they have come to enjoy, the fear of discontinued income flow, and the fear that they would not be good for anything else.

In the business of prostitution, everyone earns except the child. Commercial sex exploitation must be understood within the framework of the “triangular network of abuses”: the supplier, the user, and the protector. This means that the child is the product of the manipulation of this network, suggesting a complex, sometimes organized network of abuse.

Existing laws and national policies seem unable to curb the flourishing of the industry, especially with a negligible record of convictions. Eliminating the demand for children, strengthening the family stability in preventing abuse, exploitation and trafficking, support programs that encourage children’s participation, and linkages and complementation of approaches may be worth pursuing if any real success can be made with this visible, yet invisible, sector.

4. The Worst Forms of Child Labor, Poverty, Education and Children’s Rights.

In 1997, the Philippine poverty incidence was 32.7% where the ratio in the rural areas is much higher at 44.4%. Income levels for the same year declined, since income distribution as a share of the poorest 30% to total household income was only 7.8%. While the roots of the poverty problem are multi-dimensional, a large part of it can be traced to the low productivity of the agricultural sector.

At the same time, the current population growth is 2.23%. A high population rate exerts pressure on the country’s resources and, therefore, on their capacity to deliver basic social services. Large families are unable to provide for basic needs of food, quality education and other necessities, forcing parents and children alike to work even under very poor working conditions.

Education is a key intervention towards the elimination of child labor as it should lead to upward social mobility and poverty alleviation. However, while we can say that basic literacy rate is high at 93.9% (1994), large disparities exist among geographic locations. Drop-out rates, especially among children from poor families and regions, continue to be appalling. In the Philippines, considering the inability to provide the high out-of-pocket costs which include

transportation and school projects, children from poorer families are most likely to drop out or even totally stop schooling.

The most important factor which pushes children to work at an early age in the most exploitative and hazardous conditions is poverty. The extent of poverty in the country most affects society's marginalized sectors. Children are vulnerable to many forms of exploitation, especially during times of hardships. Through the years, an increasing number of these children has been noted. More often than not, these children are involved in dangerous forms of work which include mining and quarrying, pyrotechnics production, trafficking, prostitution, deep-sea fishing and diving, and domestic service, to mention only a few.

Education is an important strategy against child labor, although many children have triple burdens of going to school, working and helping in family chores at home. However, by simply being in school, working children at least have a chance to break the chains of poverty.

National data show that seven out of ten working children do go to school; higher proportions of girls are able to combine school and work, when compared to boys. Those who combine school and work suffer problems of high costs and far distances. Many are unable to catch up with lessons, suffering low grades and face a high risk of dropping out. The 30% of working children who are out of school are unlikely to return, unless quickly reached by educational support services and outreach programs.

In general, education for all is a high government priority. Major efforts are directed towards attaining a truly universal elementary and high school education. Attendance at elementary school level is compulsory; attendance in high school is free but voluntary. There seems to be a heavy infrastructure build-up and there are continuing efforts to improve the quality of education. However, the educational challenges are staggering in a country with a continuing high population growth rate, an insular geography, and where the responsibility for education, in particular in the secondary and tertiary sectors, is being provided in tandem with the private sector. Non-formal learning programs have been innovative and creative, but need to be made in scale. Examples of these are schools on the air and self-learning (homestudy) programs.

With the broad challenges faced by the Philippine educational system, there are only a few programs that specifically focus on working children as a priority group. Where these exist, the more promising programs consist of: (a) providing scholarships that reduce the costs for children and their families; (b) where working children have long left school, remedial programs that raise competencies to age-appropriate grade levels; and (c) efforts to keep the children in school, through various support services. In all cases, family agreement and active participation have been found to be essential for success.

In a number of communities, IPEC support is matched and even superseded by local government counterpart funds, a trend that is encouraging. Broadening access to school is done through financial support

to school with educational scholarships; and provision of non-formal or alternative learning programs to raise competencies and qualify for re-entry to formal education. There are also efforts to provide remedial lessons to children who have returned to school or are combining school and earning activities. Para-teachers have been hired to visit homes of students who are chronically absent from school. These support services enable the working children to cope with their school activities. Another approach has been to provide earning opportunities for working children in school under supervised schemes.

*As Assessment of Education and the Worst Forms of Child Labor:
How Education Policies and Programs Work (or Do Not Work) for Children*

The study was done by the Ateneo de Manila University, through its Department of Sociology and Anthropology, with assistance from ILO-IPEC. It is intended to review the education policies in the Philippines: primary education, non-formal education (NFE), vocational training, and assessment of public expenditure on education; analyze the link between child labor and low enrolment, and high repetition and drop-out rates among working children; interview a small sample of children engaged in WFCL on their experience with the education system and why they leave school (for drop-outs), with special attention to the situation of the girl-child; review the existing education programs on child labor and IPEC experiences with its partners (ERDA, National Alliance of Teachers and Office Workers [NATOW], ACT [Alliance of Concerned Teachers], DepEd, GOs, trade unions, employers, etc.); examine the potential niche of ILO-IPEC in the education sector within the context of the Education for All Philippine Plan of Action (EFA-PPA); and formulate the policy, program and advocacy implications of the research findings to the PTBP. The study also identifies barriers to access to free, basic quality education, appropriate vocational education and life skills training for children in WFCL. By triangulating the research insights from the different data sources, the study identifies opportunities for the PTBP to ensure that children in WFCL will be able to avail of free, quality basic education and appropriate vocational education.

The methodology utilized was mainly records review, surveys, case studies, key informant interviews with children, parents, teachers, NGOs and leaders of people's organizations, education officials, and other stakeholders; focus group discussions, and consultation with organizations.

Some key findings of the study include the following:

- budget for education is only 18% of the national budget (1997)
- school expenses represent a big portion of a family's annual expenditures (which usually far exceed the annual income)
- inconsistencies/discrepancies between education policies and school and classroom policies and practices (e.g., education budget allocation, school-related expenses vs. free elementary; "voluntary contribution"; admission and clearance requirements; [in]flexibility of curriculum; absences/tardiness policies)

- inconsistencies/discrepancies among education, training, and work-related policies (e.g., competitive nature of avancement of special employment programs for students; paper requirements for entrance to day care centers; law enforcement difficult
- need to bridge the gap among policy, family, and life survival realities

The study also looks into the cultural factors undermining the schooling of working children/child laborers (parents' socialization and ideology regarding child's work, gender dimensions, birth order of children); family and household characteristics (migration, insecurity of tenure and livelihood sources, large family size and living arrangements, number of child workers in family, education/literacy levels of parents/guardians, income sources of parents/guardians); socio-economic and political barriers to schooling (work-related problems, domestic-related issues, school/teacher/peer-related problems, economic disadvantage and consequences to the child's schooling, economic disadvantages of the family and socio-psychological repercussions to the working child; and illness, work-related problems and schooling.

Some of the major conclusions of the study are as follows:

- national/local education policies and programs do not adequately address disadvantaged sectors, especially child laborers and their families
- child labor is not visible in pro-poor education and social development programs
- education/livelihood programs of ILO-IPEC Education Task members provide useful lessons for mainstreaming these initiatives at the institutional/community level
- macro-, meso-, and micro-level policies/programs should be implemented consistently across different operational layers of action
- level of awareness of specific educational needs of working children/child laborers sorely lacking at the school/classroom and community levels
- need to empower school/classroom teacher towards a child-friendly school
- importance of factors such as lack of support for the child at the school/classroom and domestic levels in continuation of education, not just economic reasons

The study recommends the following:

- macro-level/national: need for advocacy for greater visibility of child labor issues in key pro-poor education programs, including greater budgetary allocation; linking this campaign to the poverty alleviation agenda and other existing initiatives; focused application of

programs/projects; consistent implementation of DepEd policies/programs/directives, especially regarding collections; greater coordination among ILO-IPEC, UNICEF, and DOLE; and stronger advocacy and accounting of government in promoting child rights, especially those of child laborers.

- meso-level (institutions/bureaucracy): responsiveness of curriculum to child labor education needs; review gender/sex education in the school curriculum; recognition for teachers/schools for creative approaches supportive of child laborers; teacher-pupil ratio/class size; and push for implementation of policy on training/deployment of best teachers to Grade 1.
- micro-level (classroom/community/family/child): remedial/tutorial classes; empowerment and capability-building of teachers, parents and child laborers to navigate the institutional/bureaucratic waters of school policies, requirements, etc.; parent participation and parent-teacher conferences; and monitoring/evaluation system in coordination with teachers, NGOs, and parents/children workers' organizations.

5. International Obligations

Several international instruments guide adherence and compliance by the Philippine Government in the task of looking after working children in the Philippines.

The UN Convention on the Rights of the Child, the most comprehensive listing of the universally accepted standards on human rights of children, provides for the right of the child to be protected from work that threatens his/her health, education or development, and for the State's obligation to set minimum ages for employment and to regulate working conditions (Article 32).

ILO Convention No. 59 (Minimum Employable Age in Industrial Undertakings) prohibits employment of children under the age of 15 years in any public or private industrial undertaking.

ILO Convention No. 77 (Medical Examination of Young Persons) requires medical examination as an employment prerequisite for those below 18 years of age. Children under 18 years of age shall not be admitted to employment in industry unless they have been found fit for the work for which they are to be employed by a thorough medical examination.

ILO Convention No. 90 (Nightwork Prohibition for Young Persons Employed in Industry) disallows children under 18 years of age to be employed during the night in any public or private industrial undertaking or in any branch thereof, except as provided for.

ILO Convention No. 138 (Minimum Age for Admission to Employment) provides that the minimum age of employment shall not be less than the age of completion of compulsory schooling and, in any case, shall not be less

than 15 years. It covers all economic sectors and all employment or work, whether or not such are performed under a contract of employment.

ILO Convention No. 182 (Worst Forms of Child Labor) is the primary instrument on which the Time-Bound Approach as an implementation mechanism is based.

6. Responses

a. National Legislation

“The State shall defend the right of children to assistance, including proper care and nutrition and special protection from all forms of neglect, abuse, cruelty, exploitation, and other conditions prejudicial to their development.” (Philippine Constitution, Article XV, Section 3)

Following the spirit of the 1987 Constitution, national and local legislation have given priority to the protection of children from abuse and exploitation. The 1992 child protection law, Republic Act No. 7610 (Special Protection of Children against Abuse, Exploitation and Discrimination Act) is the landmark law that provides protection of children against abuse, commercial sexual exploitation, trafficking, and engagement in illicit activities. Republic Act No. 7658 (Amending RA 7610) reaffirmed the minimum age of employment to 15 years and 18 for hazardous work.

Philippine law on child labor dates back to as early as the 1930s: the 1974 Labor Code of the Philippines already provided for the minimum age of employment at 15 years of age and prohibited the employment of persons below 18 years of age in hazardous undertakings.

Legislation, while not a sufficient guarantee to eliminate child labor, is a necessary basis for taking action against child labor. Moreover, it provides a mandate for governments working in cooperation with civil society to articulate and pursue programs to benefit children.

In May 1998, the Philippine government formally registered with the ILO its ratification of ILO Convention 138. This ratification was a major step in laying the basis for the fuller enforcement of the long-standing Philippine jurisprudence on child labor. The ratification itself, coming after two years of advocacy, was a demonstration of the newly-found strength of the multi-sectoral alliances campaigning against child labor in the country.

Presidential Decree No. 603 (Child and youth Welfare Code, 1975) allows the employment of children aged 16 years and below to perform only light work which is not harmful to their safety, health or normal development, and which is not prejudicial to their studies; that their rates of pay, hours of work and other conditions of employment are in accordance with law and equity. The Code also requires employers to keep the following: 1) dates of their birth; 2) a separate file for the written consent to their employment given by their parents; 3) a separate file for

their educational and medical certificate; and 4) a separate file for special work permits issued by the DOLE.

Republic Act 7160 (Local Government Code of 1991) provides for the proper development and welfare of children in the barangay by promoting and supporting activities for the protection and total development of children, particularly those below 7 years of age, and adopts measures towards the prevention and eradication of drug abuse, child abuse, and juvenile delinquency.

Executive Order No. 275 (Creating a Committee for the Special Protection of Children from all forms of neglect, abuse, cruelty, exploitation, discrimination and other conditions prejudicial to their development) was signed by President Fidel V. Ramos in September 1995. The creation of the committee further demonstrates the Philippine commitment to protect the rights of the child.

Various administrative issuances have also been issued, such as Department Order No. 4 (Hazardous Work and Activities of persons Below 18 Years of Age, series of 1999 (Hazardous Work and Activities of Persons Below 18 Years of Age) which reiterates the prohibitions and exceptions to employment of children below 18 years of age, and 15 years in hazardous or deleterious undertakings. It declares work and activities which are hazardous to persons below 18 years and classifies them into five categories: 1) work which exposes children to physical, psychological or sexual abuse, such as in cabarets, bars, dance halls, bath houses and massage clinics, escort services, gambling halls; 2) work underground, underwater, at dangerous heights or at unguarded heights of two meters and above, or in confined spaces, such as in mining, deep-sea fishing/diving, window cleaning, painting buildings, etc.; 3) work with dangerous machinery, equipment and tools, or which involves manual handling or transport of heavy loads, such as in logging, construction, quarrying, metalworks and welding, operating motor-driven machines or power-driven tools, stevedoring; 4) work in an unhealthy environment which may expose children to hazardous processes, to temperatures, noise levels or vibrations damaging to their health, to toxic, corrosive, flammable, and combustible substances or composites, to harmful biological agents, or to other dangerous chemicals including pharmaceuticals, such as in manufacture or handling of pyrotechnics, tanning, pesticide spraying, blacksmithing, extracting lard and oil, embalming, garbage collecting, brewing and distilling of alcoholic beverages, welding; and 5) work under particularly difficult conditions such as work for long hours or during the night, or work where the child is unreasonably confined to the premises of the employer.

The Magna Carta for the Working Child

The “Magna Carta for the Working Child, Providing For Stronger Deterrence And Special Protection Against Child Labor And Imposing

Stiffer Penalties For Its Violation, And For Other Purposes”, Senate Bill 2155, was presented and recommended for approval in May 2002. It replaces various Senate and House bills filed earlier. The Magna Carta bill reiterates the rights of the child, particularly the child who has to and may be allowed to work, and the state’s policy to uphold these rights.

The bill sets the minimum age of employment at 15 years, and prescribes the minimum wage to be received personally by the working child. Statutory and contractual benefits of other employees must also be given to the working child, who should be considered an employee. Inducement or coercion to work, and unlawful recruitment of children are prohibited. Prosecution for violations of the act and penal provisions are clearly spelled out. Also stipulated is access to education and training, and provisions such as relevant and effective course designs and educational programs for working children; study, rest, and recreation time and area; hours of work; ownership and usage of the child’s income; parental authority over the child’s wages; bond to secure the child’s income; and a trust fund to preserve part of the income. Miscellaneous provisions, such as the child’s health requirement, proof of age requirements, and employment recorded are also included.

The bill mandates the creation of the National Committee on Child Labor (NCLC) to promote the enforcement of the Act and relevant provisions of the CRC, ILO Convention Nos. 138 and 182 and other relevant ILO Conventions and treaties, as well as other national legislation and standards on child labor.

b. National Development Plans

Medium-Term Philippine Development Plan 2001-04 (MTPDP)

The MTPDP is the government's blueprint for development where all government programs, projects and activities are based.

The vision of the program is to promote economic growth with equity, i.e., that all Filipinos benefit from the strides of progress, especially the poor. To attain this vision, a multi-stakeholder approach shall be adopted, involving a partnership among a dynamic and internationally competitive business sector, a vigilant and responsible civil society, and an efficient and impartial government. The success of this partnership shall be measured by achievement in the reduction of poverty, thereby mirroring the country's preferential option for the poor. The MTPDP espouses winning the war against poverty through macro-economic stability and sustained growth of income and employment across socio-economic classes and regions of the country. A comprehensive set of social and economic policies that directly addresses the needs of the poor, coupled with good governance and institutional reforms are all geared towards expanding and equalizing access to economic

opportunities, inculcating receptivity to change and promoting personal responsibility.

A companion document to the MTPDP is the Medium-Term Public Investment Program which spells out the indicative financial resource requirement of government spending priorities.

Child 21

With the issuance of Executive Order No. 310 in November 2000, Child 21 (2000-2025) was adopted as the country's framework for plan and program development for children. It is a strategic framework that paints in broad strokes a vision for the quality of life of Filipino children in 2025 and a roadmap to achieve the vision. As part of the country's commitment to the CRC, it builds upon the gains of the Philippine Plan of Action for Children. It pursues the same goals and targets set forth in the country's Medium-Term Philippine Development Plan.

Child 21 weaves the rights-based CRC with the life cycle, and follows this approach in appreciating gains in key measures of progress. This two-pronged approach sets the common frame of reference for stakeholders for identifying critical interventions in a specific stage of the child's development. Since the child is looked upon as a whole and not segmented individual, he/she is viewed in a continuous life context. Child 21 attempts to capture the natural development of the child and recognizes the need for appropriate, integrated, holistic interventions for a particular life stage.

The country's shared vision for Filipino children describes the child as:

- born healthy and well, with an inherent right to life, endowed with human dignity;
- happy, loved and nurtured by a strong, stable and God-loving family;
- living in a peaceful, progressive, gender-fair, and child-friendly society;
- growing safe in a healthy environment and ecology;
- free and protected by a responsible and enabling government;
- reaching his/her full potential with the right opportunities and accessible resources;
- imbued with Filipino values steeped in his/her indigenous cultural heritage;
- assertive of his/her rights, as well as those of others; and
- actively participating in decision-making and governance, in harmony and in solidarity with others, in sustaining the Filipino nation.

Child 21 has defined objectives for every stage of the child's development, thus ensuring that there are programs and interventions at

every stage of the life cycle. The convergence of services of different sectors would thus be easier, identifying the most critical life stage where interventions are most needed—targeting the family being the primary caregiver and from where the child learns his/her values.

The objectives of Child 21 are best achieved through the promotion of the Child-Friendly Movement. Child 21 is based on the premise that certain conditions promote child rights and that these conditions are best described as a movement towards a child-friendly society.

The basic principles and propositions which Child 21 espouses are:

- Children grow and develop best within a functional and caring family;
- Families are better able to nurture their children, with knowledge of good caring practices, community support systems and access to basic services and facilities;
- Local governments are in the best position to provide and sustain basic services for local families to protect their children, being the government units nearest to families and children;
- NGOs provide vital support to advocate for child rights and generate resources for interventions;
- The national government should be able to protect its children within, as well as outside, its national borders;
- Mass media promotes child rights awareness; and
- Children are able to genuinely engage and participate in decision-making processes and governance.

The monitoring framework of Child 21 is built on how it: translates the vision for children into concrete, measurable impact indicators; introduces a child rights-based monitoring within the context of a continuous life cycle; builds on existing systems/structures; agrees on/identifies common key indicators; integrates child-related indicators into a unified monitoring system; and puts in place support systems (info systems) at relevant structures.

Comprehensive and Integrated Delivery of Social Services (CIDS)

The CIDSS is one of the ten flagship programs under the Social Reform and Poverty Alleviation Act (RA 8425) and a proven grassroots level development strategy in reducing the unmet minimum basic needs of disadvantaged families and communities. Under the program, families and communities are enabled to identify their minimum basic needs (MBNs, i.e., those referring to survival, security, and enabling needs), set their priorities, develop the confidence and the will to work at these needs, and take action with respect to them.

The CIDSS concretizes the goals of the government on people empowerment by developing the capabilities of the poor to undertake productive activities, gain access to and manage the delivery of basic services in response to their minimum basic needs. It seeks to break down anti-poverty efforts into manageable and concrete ways as identified/decided upon by the communities themselves. Main features include a participative survey on MBNs; community process for prioritizing identified MBNs for decision-making; joint accountability in the provision of input among communities, LGUs, and national agencies; project management by the community; and assistance by national agencies.

After 2-1/2 years (1994-1996), unmet MBNs in 856 barangays in 289 municipalities of 55 provinces were reduced by an average of 57%, approximately 240,000 families who have graduated from survival and security level to the enabling level. Reductions were on families with income below subsistence threshold, no access to potable water, no sanitary toilets, and unemployed heads of families or family members. Until 2000, this accomplishment record was sustained, with the 856 barangays having reduced their MBNs by 72%. It was also fully localized in 275 municipalities and replicated in 126 barangays using local government unit funds.

Kapit-Bisig Laban sa Kahirapan (KALAHI)

The KALAHI is a government framework for a focused (targets poorest barangays and sectors in communities), accelerated convergence (national government agencies working together with other stakeholders) and expanded strategy to reduce poverty. It has the three-pronged goal of reducing poverty, improving governance, and empowering communities. It operates on the principles of respect for local autonomy (building on functioning mechanisms in sub-national levels where local stakeholders decide on key aspects of projects); empowering (capacities of community stakeholders are harnessed as they undertake poverty reduction projects); demand-drive (poverty reduction projects are priorities identified by poor communities themselves); and understandable/uncomplicated (keeping all tools, requirements and procedures simple for easy understanding and to encourage promptness); convergent (to create synergy, and thus greater impact, stakeholders converge in focus areas); transparent (anchored on the principle of good governance, all aspects of the projects are known to the public, with check and balance mechanisms); inclusive (tries to reach out to all stakeholders, not limited to organized or groups recognized/accredited by government); open (communicates/local governments can propose any type of projects as long as they are not any of the negative lists); and nurtured by the community (community-owned, sustainable).

The five core strategies of KALAHI are: asset reform (including agrarian reform, aquatic resource reform, urban land reform, and

recognition of ancestral domain claims), human development services (especially basic education, health, shelter, water and electricity), livelihood and employment opportunities (strengthening capacities of marginalized groups to engage in productive enterprise), participation in governance and institution-building (including appointment in key national economic, political, and sectoral bodies), and social protection and security from violence (through social welfare and assistance, safety nets, social insurance and legal reforms).

Parameters for identifying priority areas include high poverty incidence, presence of asset reform problem or large gap in asset reform program, presence of vulnerable poor sector, communities in or recovering from situations of crisis or armed conflict, and inadequacy of financial resources or exclusion from major financial assistance programs.

KALAHI is implemented through agency clusters composed of various government agencies, with the National Anti-Poverty Commission as oversight and coordination body. Its modes of implementation are divided into National Capital Region and neighboring areas, urban, rural, and local initiative (demand-driven).

A consolidation and expansion scheme, KALAHI-CIDSS, targets 5,738 barangays in 193 municipalities of 40 provinces (above national poverty incidence), and 20 urban barangays, and is intended for implementation in 2003.

c. Tripartite Initiatives

Government Initiatives

Sagip Batang Mangagawa

Sagip Batang Manggagawa (SBM), an inter-agency quick action program, is the strategic component of the NPACL which effects conduct of rescue operation for immediate removal of children victims of the worst forms of child labor. This rescue operation utilizes an inter-agency mechanism through the organization of the SBM-Quick Action Team (QAT) composed of the DOLE as the lead agency, the DSWD and the Philippine National Police (PNP) or the National Bureau of Investigation (NBI). Its ultimate objective is the healing of the child labor victims and reintegration to their families and communities. To attain this objective, the SBM program partners/implementers are expected to provide support interventions to these children, including their families and communities, towards this end.

Partners signed a Memorandum of Agreement on SBM which defines their active participation in the implementation of the SBM in the areas of data gathering/validation, inspection/search and rescue, post-rescue operations, and monitoring and documentation.

Since its launching in 1994 to first quarter of 2002, SBM-QATs in all 16 regions of the country have already mounted 355 rescue operations and rescued 1,165 minors. Almost all have reported that they have either facilitated or personally returned the rescued children to their families.

Employers and Business Organizations

Philippine employer organizations, led by the Employers' Confederation of the Philippines, are among the key sectors of Philippine society that have stood to be counted in opposing the exploitation and abuse of children, especially in the world of work. Starting with an action program in 1997, ECOP's initiatives have expanded since then.

Facing a major stumbling block in general business indifference to the issues of working children, setting up a child labor committee was a first step. Through this committee, ECOP conducted a special survey looking at linkages between the formal employment sector and child labor in sub-contracted informal establishments. It then organized advocacy seminars and dialogues among the country's major business and civic organizations.

Translating awareness into direct action was the next major move. ECOP launched its nationwide accreditation and recognition system of child-friendly firms. Developing a guidance document to assess members' workplace practices, ECOP works with employers and business establishments in meeting national and international standards on children. Through this accreditation system ECOP has found an instrument in persuading its member companies to articulate on anti-child labor policy, and engage in socially responsible corporate services for neighboring communities. It has also proven to be a valuable vehicle in raising the quality of understanding of child rights, as well as generating an overall atmosphere of concern and advocacy for the children's benefit. In a parallel and linked move, the Garments' Buyers' Association of the Philippines, the Philippine Exporters' Associations, and other garments-related business organizations have entered into an agreement with the American Chamber of Commerce of the Philippines in establishing Responsible Apparel Production Guidelines for the country.

Trade Unions

Trade unions have been involved in the fight against child labor in many ways. Either as individual unions, national trade centers or as international trade secretariats, trade unions have actively participated in collaborative inter-agency action on child labor.

The Philippine campaign has seen a broad alliance building of trade unions, commonly focused on the issue of child labor. The Trade Union Congress of the Philippines, the Federation of Free Workers, the International Textile Garments and Leather Federation, the National Union

of Hotel and Restaurant Workers are among the trade unions taking action. The teachers' unions, such as the Association of Concerned Teachers, the Philippine Public School Teachers Association, and the National Teachers Organization, have also started mobilizing member teachers for the campaign.

Trade union initiate and implement action in several ways:

- Investigations: gathering data on child labor and its presence in various sectors;
- Policy formulation: development of union policy and framework of action on child labor;
- Institutional development: effective infrastructure to coordinate child labor activities;
- Workers' education and monitoring: informing membership and raising commitment to observe and monitor child labor
- Advocacy and campaigning: raising awareness and organizing among unorganized sectors, lobbying local authorities;
- Collective bargaining: include clauses that require companies to exclude hiring of children;
- Direct support to children and their families: assistance in efforts to withdraw and remove affected children from hazardous work; legal services for the prosecution of cases; referral to educational, training and other development programs as needed; and
- Solidarity activities: networking and linking with national and global movements against child labor.

The Philippine Ratification Initiative for ILO Convention No. 182 provided trade unions and workers' organizations with a new advocacy instrument for immediate and urgent attention on the country's worst forms of child labor. In October 1999, the TUCP and the International Textile Garments and Leather Federation Workers (ITGLFW) co-sponsored a forum of trade unionists on the new convention. As a result of this forum, seven trade unionists issued a call for urgent ratification, the enforcement of child labor laws and the implementation of action programs addressing the needs of the country's working children.

Following the goal of raising greater national awareness of the new convention, the Federation of Free Workers, with the Children's Laboratory for Drama in Education and the VF organized a Children's Forum on the WFCL where young workers pushed for ratification.

NGO and Civil Society Initiatives

NGOs make a special contribution to the campaign against child labor. Focused and centered on development issues, NGOs have animated the process of social change. Whether lobbying for legislation or greater attention on the worst forms of child labor, or directly engaging in community

mobilization and empowerment, through time they have assumed a wide variety of roles, depending on community and family needs of child workers.

At the beginning of IPEC's work in the Philippines, NGOs were among the first to initiate creative and pioneering approaches in identifying working children at risk, articulating and refining the anti-child labor advocacy message, and mobilizing their own organizations and development alliances in the campaign for the elimination of child labor. At their best mode, NGOs assist communities and organizations of children and affected families, in the process of empowerment facilitating, animating, and enabling the social change process. NGO professionals are able to help parents and children to discern and analyze problems, identify solutions, and formulate and implement plans to effect change. As the process needs to come from the people themselves, there are people's organizations formed mainly to protect and promote the welfare and interests of their members. These organizations are the main venues for democratic participation and empowerment of marginalized groups. They act as the main players of community and sectoral activities; thus, they are expected to execute a major leadership role in the social change processes.

Center to this empowerment process is the value of addressing the structural roots of poverty and deprivation, seeking alternative models of development, and promoting children's rights. Coupled with these values is the belief that all sectors need to participate meaningfully and systematically to attain the goal of eliminating child in all its oppressive forms.

IPEC has worked closely with NGOs and POs and has, in the process, identified best practices for replication. In the span of IPEC's experience in the Philippines, NGOs, together with POs, have assumed several roles, among others:

Advocacy for Policy and Program Change

Advocacy, the traditional political role of NGOs, refers to the advancement of a development agenda along the general lines of a participatory, equitable and sustainable development. The agenda of children, specifically the fight against child labor, especially its worst forms, needs to be made part of the national local development planning, such as the Barangay, Municipal and Provincial Development Plans. The elimination of WFCL should be seen as important priority and its attainment seen as a part of the planning goals and objectives. The best way to ensure that the process truly reflects the seriousness of purpose is through the election or appointment of representatives of child labor organizations and advocates in national and local development councils.

Lobbying in Congress and Senate for the passage of child labor-related bills includes photo exhibits, dialogues with lawmakers, press conferences, multi-sectoral consultations, and signature campaigns.

Popularization of community and national issues

Through the media and creative arts and others, the NGOs and POs communicate the issue of child labor more effectively. This popularization also becomes a vehicle for value formation, as affected communities, families and children reflect and forge solutions together. Video documentaries have been produced and utilized for mass audiences. Consultations with employers of children and children themselves are an oft-used strategy for popularizing issues.

Micro-economic grassroots experiments

As a major reason of child labor is poverty, socio-economic projects in the community and in the workplace help the families find work or start small enterprises. A number of IPEC project areas have begun livelihood projects, developed by community members, with funds negotiated with national and/or local government.

Psychosocial healing and value formation programs for victims of the worst forms of child labor and other abuse

An important vehicle in the healing and reintegration process of child labor victims is their meaningful participation in the process. Child-centered programs affirm the importance of children's and young workers' understanding of the processes affecting their lives. Such programs always take in to the level of readiness and the particular needs of the affected children. For example, the simple act of returning children to school can backfire, if not enough attention is paid to the child's emotional and social needs during the process. Transition support services are an important way of rebuilding self-esteem and resilience during this time.

Art as therapy has been utilized in art camps, singing camps, and other creative processes.

Community watch or monitoring associations

Some community groups organize telephone hotlines, where concerned citizens and child victims can call for help. Others set up drop-in or outreach centers that allow working children to meet, discuss common problems, and plan on improving their situations. There are situations when government and the NGOs come together to either negotiate for the release of children to government and/or NGO custody or directly implement their rescue. Where removal is immediately done, safety nets and support services for children are needed to pursue legal claims, have alternative incomes, and rebuild their future possibilities.

Civil society itself has varied and numerous engagements in the fight against child labor. Interventions have been initiated by various groups, such as faith-based groups, advocates (both adult and children), professional/occupational groups (lawyers, doctors, teachers, etc.), and civic organizations, among others. Although many of these initiatives begin as

small and isolated attempts at addressing the problem of child labor, they make noteworthy contributions in the milieu in which they are found, especially in terms of calling attention to the issue and challenging their constituencies to do their bit in the campaign.

Even as it remains a largely untapped and sleeping resource, the church and faith-based organizations have played significant roles in the campaign. Connecting the fight against child labor, especially its worst forms, with a theological context and framework rooted in faith and religious belief, many churches have mobilized their members to pursue the cause of children according to the dictates of conscience and as an ordained duty to look after the precious little ones. Strides have been made in linking faith with social action, and much more can be done as good practices in this sector continue to instill confidence.

Media organizations have also played an important role in raising awareness and mobilizing action against child labor. The earliest campaigns in 1986 against the use of children in muro-ami fishing, scavenging at Smokey Mountain in 1987, conditions of children trapped in bondage-like situations in factories, and exposés on children illegally recruited for work and other forms of child labor, all helped to galvanize action through their investigative reporting. Video documentaries also played a key role in awareness-raising and advocacy.

The increasing trust and confidence between and among NGOs, the ILO's tripartite partners and government agencies and institutions, reflect the growing maturity in the IPEC programs. There is much diversity in approaches and even philosophical commitments in engaging in efforts against hazardous work for children.

The process of engagement has not been easy. There are many visible manifestations of cooperation and collaboration, the launching of the Global March, for example, or the less dramatic but equally important collaborative seminars and progress review meetings. Still, there are sources of friction among organizations of different orientations, goals, and even political agendas. The emerging alliances among key players in the campaign: government, NGOs, employers' groups and trade unions—need the test of time. There is, however, much hope that the common purpose of removing the worst forms of child labor and the common value of working together to leave a legacy of hope can transcend all the differences.

e. International Initiatives

The Global March Against Child Labor

On January 17, 1998, the Philippines hosted the launching of the historic Global March against Child Labor. The Global March, a broad alliance of civil society, NGO, child and human rights organizations, proceeded to worldwide attention, successfully highlighting the call to protect and promote the rights of all children, especially the right to receive a free, meaningful education, to

be freed from economic exploitation and from performing any work that is likely to be damaging to a child's physical, mental, spiritual, moral or social development.

The launching of the Global March in the Philippines was a demonstration of the Philippine partners' strength in mobilizing action. The international marchers from India, Pakistan, Bangladesh, Honduras, and Brazil were joined by 15,000 children and advocates at the launching ceremonies. Marchers, in colorful costumes, expressed their rallying calls "Stop, stop child labor! Go, go Global March!" The marchers also met with former President Corazon Aquino and several Philippine senators.

Countryside marches were held in all the three major island groups of the country: Bicol, Cebu, Bacolod and Mindanao. There, working children, their families, and child labor advocates and sympathizers marched to express their united concern on the issue of child labor. Media coverage of the Global March and the subsequent countryside demonstrations was very high, bringing powerfully the anti-child labor message to many parts of the country.

From the Philippines, the Global March campaign went on to more than 90 countries in Asia, South Africa, Latin America and Europe through foot marches, caravans, public dialogues and many other local events. The March ended in a massive global event at the opening of the 86th international Labour Conference in Geneva in June 1998, for the first discussion on Convention No. 182. Mr. Kailash Satyarthi, coordinator of the Global March and special guest in the Manila launching, addressed more than 2,000 delegates from 141 ILO member states. At the end of the press conference, the international child marchers sang "*Halina, Halina sa Global March*", the Manila signature launching song in Pilipino.

Every year after, the call of the Global March has been sounded in various ways during the anniversary date, with mass mobilization still a trademark and symbol of Philippine partnership.

The UNDAF Framework

The UNDAF is a strategic planning and collaborative framework that helps to identify common problems or UN action in agreement with national administrators. It requires close collaboration between the United Nations and other development partners such as civil society, bilateral aid organizations and multi-lateral institutions. In the Philippines, UNDAF teams, following several teams, have been created for firm coherence in UN activities.

Child labor is one thematic group of UNDAF Philippines. The ILO chairs this theme group. Still a small-sized group, current members are the UNICEF and UNESCO. Several joint initiatives have been launched as part of the UNDAF work. ILO and UNICEF have embarked on joint para-legal training of program implementers and monitoring visits to child labor project sites. Joint planning exercise at the national and community levels have also

been undertaken. As the ILO and UNICEF are both working with the DOLE on the NPACL, the two agencies supported the development of the program indicators of achievement and performance. Information sheets on child workers at greatest risk, called masterlisting of child labor databases, have also been standardized for use at all UN project sites, whether funded by IPEC or UNICEF.

UNICEF has pledged support for the Convention 182, even as ILO participated in the UNICEF-led celebration of the 10th Anniversary of the UN Convention on the Rights of the Child.

Education for All (EFA)

The Philippines was signatory, in 1990, to a global plan that aimed to give every child in the world quality education by the year 2000. The Philippines' EFA commitment was translated into a 10-year EFA Philippine Plan of Action covering 1991-2001 which specifies the country's national goals, objectives, policies and strategies, as well as regional programs for implementation, and serves to guide the education sector in attaining the EFA goals.

EFA's basic thrusts consist of early childhood development, universalization of quality primary education, adult literacy, and continuing education. The implementation of EFA stretched from 10 to 15 years, and became a mainstream program of the Department of Education (DepEd), becoming the over-arching philosophy and integral strategy of basic education in the Philippines.

One of the revolutionary innovations under EFA is the establishment of viable alternative learning systems which encompass non-formal and informal education, its feasibility and the viability of non-school based learning channels being continuously validated by DepEd.

The UN Global Compact Initiative

This initiative was conceived as a response to the growing perception that Globalization under WTO benefited a few and harmed many. Proposed by UN Secretary-General Kofi Annan, the basic premise is that business must share human values and principles to give globalization a human face, and manifest these through respect of human rights, labor, and mother earth.

Nine principles based on the Universal Declaration of Human Rights, the Declaration on Fundamental Principles and Rights at Work, and the Rio Declaration on Environment and Development form the framework of the Initiative, namely:

- Support and respect human rights
- Have no complicity in human rights abuses
- Uphold freedom of association and collective bargaining rights
- Eliminate all forms of forced and compulsory labor

- Abolish child labor
- Eliminate discrimination at work
- Support a precautionary approach to environmental challenges
- Promote greater environmental responsibility
- Encourage development of environmentally friendly technologies

Global Compact also believes that globalization has set new standards in business which go beyond price, quality and availability, which call for guarantees of uninterrupted supply of goods and services, and processes and systems that are respectful of human rights, labor rights, and environmental protection.

In the Philippines, the Global Compact is promoted by the ECOP, a challenge it accepted from the lead agencies of ILO, UNHRC, UNEP, with the UNDP as the coordinating agency. Through multisectoral consultations, it was decided that the Global Compact in the country would be a multisectoral undertaking, that all should work together to overcome all physical, economic, social and political obstacles, that practitioners should be rewarded to encourage commitment, and that participant roles would be assigned to all sectoral stakeholders.

Decent Work Programme

The Decent Work Programme is an ILO global initiative "to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity". The Philippines is one of the first participating countries in the pilot program.

The three-year Philippine Action Programme for Decent Work pursues the overall objective of supporting national efforts to reduce poverty through the adoption and consistent implementation of appropriate and integrated policies and programs that promote full, decent and productive employment of Filipino workers. It addresses work deficits in terms of rights at work, employment, social protection and social dialogue. It responds to the MTPDP's three sets of issues, namely, reducing poverty, bettering the lives of those living off small enterprises or personal business initiatives in urban areas, and defending and widening the prospects of those industries competing in export markets.

The abolition of child labor, particularly its worst forms, remains to be a critical issue in poverty reduction schemes and the promotion of decent work, as it clearly violates the conditions of "freedom, equity, security, and human dignity", major concerns of the Decent Work Programme.

8. IPEC in the Philippines: Lessons Learned for the PTBP

Since IPEC started in the country in 1994, many lessons have been learned by program partners that will help move the PTBP in both the design and implementation phases. Culled mainly from IPEC partners' progress review

meetings and reports, these lessons point to learnings from the time of "let a thousand flowers bloom" strategy of pilot programs, to the more integrated strategies of recent times. The one crucial lesson, however, is that constant monitoring and evaluation of experiences and strategies is necessary to be able to learn from past experiences, and have this wealth of lessons find its way into planning processes for future strategies and interventions.

There are many challenges facing the future of IPEC work in the country, and some of these have been listed as follows:

- Sustainability
- Strengthening support for the local government units and frontline agencies at the grassroots level
- Capability building in local governance
- Participation of workers and employers
- Working and functional database systems
- Resource-based alternatives to CL
- Program mechanism for addressing other child labor issues
- Establishing linkages among the various WFCL and other CL forms

There are also key issues that partners have pointed to as critical in the successful implementation of PTBP as gleaned from their work in the past.

- Education - Education remains to be a key strategy. In this area, attention must be given to the provision of scholarship and study opportunities, not only to child laborers, but also to post-high school, ex-child laborers. Assistance that is aborted after high school tends to return the children to their workplaces if they are unable to pursue their studies beyond this level.

Accessing to educational assistance available to other programs is also important in broadening the resource base for child laborers. Education policies, especially those related to school curricula, must also be more flexible to accommodate the unique needs of children who work. Vocational training and non-formal education are critical areas for ensuring that current and former child laborers get a good chance at succeeding in the adult world of work because they have the competitive skills needed to thrive in the work environment.

- Reliable data - The problem of data scarcity remains an important concern, but the management of the little that are available is an even bigger issue. There is an urgent need for accurate, reliable, and well-maintained data systems that are easily available and accessible to both program planners and implementers. There must be a better planned and more purposive way of handling data and making them useful for those who must use them. More attention must be given to tracking down where information can be found, and maintaining them in a form that is readily retrievable by the greater majority. Accountability for data management should also be clearly indicated so that those needing the data can easily

identify where information can be obtained, a central agency that also serves as repository and clearing house of anything and everything about child labor.

In the gathering of information, participatory research modalities are preferred for their ability to generate cooperation and ownership even as they generate data. Children are especially helpful in designing programs that affect them and are good advocates and implementers when these programs are in operation.

There is also a felt need to chronicle success stories that encourage, motivate and inspire.

- Calendaring activities - Overlapping schedules and activities have always been problematic for partners and have oftentimes resulted in unnecessary choices for prioritization and participation. To enhance collaboration, it is important for partners not just to have a presence in joint activities, but also to participate in each other's programs whenever possible. With the facilities currently available to all through the Internet and electronic mail services, it is much easier to design and operate a system for making a child labor calendar possible.
- Criticality of local government units (LGUs) and Barangay Council for the Protection of Children (BCPCs) - Much of the campaign against child labor may seem like it happens on the national level, but in reality, it is the people on the ground who make the NPACL or any other program move. Throughout most of the experiences of partners, these frontline structures and people are referred to as the real ones who make the program work because it is they who deliver the program to the working children, their families, and communities. It is critical, then, that the PTBP put premium attention on LGUs and BCPCs. These bodies are unevenly distributed throughout the country, and even more uneven is their relative functionality. Where they exist (and they are still largely small in terms of numbers), many of them may not even be truly functional. If the PTBP is to succeed, it must look into these units: their creation and their operative efficiency and effectiveness.
- Collaboration - Also a critical lesson is collaborative effort of all partners and stakeholders in eliminating the worst forms of child labor. The problem is so huge, the human and financial resources so little, that convergence must be attempted as a matter of practice. IPEC partners have realized throughout their years of work that cooperation and collaboration are critical elements if effectiveness and reach are to be multiplied and maximized.
- Taking time to lay down the infrastructure - Laying the groundwork for high-impact, sustainable work against the WFCL takes times. Much preparation is needed to ensure a strong foundation for meaningful work to take root. Partners have observed that many projects are terminated just as things are beginning to shape up.
- Funding alternative livelihood schemes - Sourcing funds for the provision of alternative livelihood schemes is a very important area, and one that

must be given much thought in the design and implementation of the PTBP.

- Socio-cultural value formation - At the heart of decisions to engage in child labor lies a whole system of societal, familial and individual values. While it is true that child labor is largely caused by poverty, it is also equally true that socio-cultural values influence, to a large extent, the decision-making process related to putting a child to work. This area needs to be studied thoroughly in order to understand the phenomenon of child labor.
- Scaling-up and Replication - There must be a planned scaling-up and replication process so that benefits from experience can be maximally utilized. Partner capabilities built along the way must be shared with others so that expertise is spread and multiplied.
- Tireless advocacy - This is one area that partners realize they should not and cannot tire of. Differences in advocacy efforts may be by way of levels of grades, but it is not a question of whether advocacy should be done or not. Advocacy is ceaseless and must be pursued relentlessly, with no diminution in passion or intensity.
- Greater awareness of government limitations - It is important to have an understanding of how all partners work, both their strengths and limitations. While not tolerating inefficiency or complacency in government, the partnership must be able to make a fair assessment of what is realistic to expect, even as it attempts to apply the appropriate push whenever it is called for.
- Participation of youth and children - Programs that affect children must take cognizance of what they need--in their eyes. It is critical, however, that children's participation not be undertaken as mere tokenism.

Another area of growing concern revolves around the use of children's participation and the effects that participation has on children. Of particular interest is how children's participation fits in the overall physical, emotional, and moral development of children. The dangers of taking children's participation too far must also be studied.

- Closer linkage between national and local level implementation - Many gaps exist between national level planning and local level implementation, and these must be plugged if the PTBP is to be owned at the grassroots level. Participation of local level implementers must not be limited to consultations, but must also be solicited in understanding the day-to-day realities of making the program work.
- Creative Initiatives - Much creativity is required in harnessing limited human and financial resources to impact on the work against child labor, especially its worst forms. Traditional partnerships must give way to accommodate largely new, untapped sectors, such as those in civil society, church and faith-based organizations, professional groups, child advocates, learning institutions, among others. Modalities of doing work must also be broadened. Relying on time-tested methods, even when such methodologies have proven successful in the past, puts

unnecessary limitations on the campaign. Even capabilities must be constantly spread out among partners and stakeholders, with those who have the expertise participating in mentoring engagements with the less experienced.

C. *Target Groups, Areas, Program Phases*

1. Identified Target Groups/Direct Beneficiaries

1.1 Target Children in the Worst Forms of Child Labor (WFCL)

Children in agricultural plantations
Children in domestic service
Children in mining and quarrying
Children in pyrotechnics
Children in deep-sea fishing
Children in prostitution

1.2 Categories of Target Groups/Direct Beneficiaries

Children in the 6 WFCL
Their families
Other children at risk
Families in the community vulnerable to the WFCL
Rest of the community

Target reduction in the number of children in the WFCL:
1 M children by the end of the program (8th year)

1.3 Indirect Beneficiaries

LGUs, local employers and TUs, local NGOs and POs, including children and youth organizations
DepEd administrators, teachers, teachers' groups, school children in the program areas
Health, safety and nutrition practitioners
Pillars of the justice system and other legal stakeholders
Other government agencies
ECOP, TUs, research organizations, universities and colleges, faith-based groups, media and the rest of civil society

2. Target Areas

2.1 Identified communities in all the regions under DOLE's flagship program on the Poverty-Free Zones (PFZ). "PFZs as child labor-free zones"

2.2 Other areas to be identified based on high incidence of the WFCL, high poverty incidence, presence of vulnerable poor sector, and other related factors - to maximize convergences with KALAHÍ, CÍDDS and similar poverty alleviation programs of government.

Initial Target Areas, subject to review and/or expansion during the life of the program, are selected areas in, or the whole of, the following regions:

- Central Luzon
- NCR
- Southern Tagalog
- Bicol
- Central Visayas
- Eastern Visayas
- Western Visayas
- Northern Mindanao
- Southern Mindanao

3. Phases of Implementation

Years 1–3: Conduct of baseline study on the situation of working children in the regions, promoting the PTBP, initial implementation

Years 4–7: Expansion/replication in terms of the WFCL and geographic areas covered

Year 8: Phaseout

D. Approach and Strategy

1. Strategic Elements

Integrated, sector and area-based, multi-pronged, knowledge-based response implemented by a broad range of social partners; strongly linked to the MTPDP and the NPACL strategic framework.

2. Components

- 2.1 Component 1 – Strengthening 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 (CL), especially of its worst forms

Focus areas:

- Child labor-related laws and enforcement
- Education and training policies
- Social protection of CLs, both girl- and boy-children, and their families
- Poverty alleviation and employment policies
- Public awareness on the issue of CL, particularly of its worst forms

- 2.2 Component 2 – Reducing the incidence of selected WFCL through focused and integrated action directed at child laborers, their families and communities

Focus areas:

- Prevention and “Making the invisible visible”
- Withdrawal, healing and reintegration
- Access to education
- Community safety nets
- Alternative economic opportunities
- Social mobilization

3. WFCL/Sector Strategies

- 3.1 Key strategies to be employed in common areas across the selected WFCL are as follows:

- Promoting child-friendly environment
- Conducting sustained awareness-raising and advocacy campaigns, particularly on the adverse consequences of CL. Using

safety and health issues in formulating such campaigns would be particularly useful in this regard.

- Community organizing, including the formation of organizations of CLs, youth, parents and other stakeholders
- Enhancing and sustaining skills training, alternative employment/livelihood assistance, access to credit—especially through community savings mobilization and micro-finance—and to markets
- Enhancing and sustaining education-related cost containment assistance
- Promoting on-going community support to education of children, such as tutorials, remedial classes and consultation with teachers on behalf of CLs and their parents
- Reducing hazards and improving safety and health
- Improving system for birth registration
- Promoting para-legal knowledge of and competence among CLs, their families, program implementers, caregivers and other stakeholders
- Promoting opportunities for recreation and sports, talent development and creative expression
- Using social dialogue for enhancing cooperative work among social partners

3.2 Key strategies to be employed specific to each WFCL/sector will include the following:

3.2.1 Children in agricultural plantations

- Working for strict enforcement of labor laws, especially on the minimum wage
- Developing alternative educational curriculum for CLs recognized by DepEd and DSWD
- Establishing community day-care centers

3.2.2 Children in domestic service

- Working for passage of the Batas Kasambahay and its enforcement
- Promoting standardization of salaries for domestic workers
- Improving system for issuance of work permits
- Setting up crisis centers and telephone hotlines
- Setting up a resource center for CDWs

3.2.3 Children in Mining and Quarrying

- Strengthening the multisectoral TWGs

- Promoting the adoption of LGU action plans against child labor
- Promoting the upgrading of skills towards craftsmanship and professionalism in the sector
- Promoting the “big brother-small brother” concept for ensuring that CL is not employed down an enterprise’s supply line
- Studying the impact on CL of the Mining Act, Land Use Act, Indigenous Peoples Rights Act (IPRA), the Local Government Code, environmental laws/policies and investment policies
- Broadening the alliance against CL by linking up with other advocacy groups in the mining/quarrying sector, such as Bantay Mina

3.2.4 Children in pyrotechnics

- Sustaining data-gathering by employing volunteers who work in pyrotechnic factories
- Improving LGU participation
- Promoting the broad implementation of social protection laws
- Professionalizing the industry and the workers to improve technical skills and pave the way for licensing of workers, etc.
- Promoting the exploration of higher-end pyrotechnics products
- Assessing the impact of the Firecracker Law
- Intensifying law enforcement
- Promoting the formation of cooperatives among manufacturers

3.2.5 Children in deep-sea fishing

- Broadening and improving workplace monitoring
- Strengthening multi-agency team approach
- Setting up a resource center for CLs in the fishing sector
- Studying the impact on CL of reforms and initiatives in the fishery sector, such as Department of Agriculture Order 17
- Broadening the alliance against CL by linking up with other advocacy groups in the fishery sector, such as Fisheries Reform

3.2.6 Children in prostitution

- Providing medical, counseling and related services

- Exploring the role of Barangay Committees for the Protection of Children (BCPCs) as case finders, community healers and child protection advocates
- Improving partnerships with such players in the sector as maritime/port/ tourism authorities, shipping and bus line operators, owners of entertainment establishments, hotel and restaurant managements
- Improving the capacity of case workers in dealing with Children in prostitution (CPs)
- Promoting greater involvement of mental health professionals
- Enhancing the services of existing healing centers and establishing new ones
- Promoting the peer approach utilizing as advocates rehabilitated children who had been prostituted

4. Objectives, Outputs, Activities and Indicators

4.1 Development Objective: *To contribute to the elimination of child labor*

Component 1:	Immediate Objectives	Outputs
Strengthening 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	By the end of the Philippine Time-Bound Program,	
	<p>1. CL-related legislation will be coherent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened.</p> <p>2. enhanced education</p>	<p>1.1 Gaps in laws and policies are plugged and inconsistencies, if any, are harmonized to ensure coherence and compliance with ILO Convention Nos. 138 and 182.</p> <p>1.2 Broad and continuing dissemination of information about new legislation is carried out.</p> <p>1.3 A functioning monitoring system on the implementation of CL-related laws is in place.</p> <p>1.4 Improved enforcement of CL-related laws/policies.</p> <p>2.1 CL-related issues</p>

Component 1:	Immediate Objectives	Outputs
	<p>and training policies effectively respond to the needs of CLs, other children at risk and their families, considering in particular the special situation of the girl-child and our cultural beliefs, traditions and practices.</p> <p>3. enhanced labor and social policies are protective and supportive of communities vulnerable to CL, their families, women and children;</p>	<p>including those of the girl-child are mainstreamed in education policies.</p> <p>2.2 Improved quality in the delivery of education.</p> <p>2.3 Learning systems which are flexible, creative, and responsive to the needs of CLs and, therefore, facilitative of their total development are enhanced, developed and implemented.</p> <p>2.4 Local government units and communities increasingly take on responsibility for funding and management of the educational delivery system.</p> <p>2.5 Expanded accreditation and equivalency program, non-formal and distance education are promoted and implemented.</p> <p>3.1 Labor and social policies are strictly enforced.</p> <p>3.2 Affirmative action against the use of CL is vigorously promoted and implemented.</p>

Component 1:	Immediate Objectives	Outputs
		<p>3.3 The public and IPEC partners are mobilized against non-enforcement of labor policies.</p>
	<p>4. enhanced poverty and employment policies address the unique needs of the poorest of the poor, and government programs , donor and other development programs will be mobilized and, as far as possible converged, to contribute to the elimination of CL;</p>	<p>4.1 CL issues are integrated in national policy documents related to poverty alleviation.</p> <p>4.2 Converged implementation of poverty alleviation and pro-poor employment programs among agencies is promoted and sustained.</p>
	<p>5. public awareness of the adverse consequences of CL, such as those on the safety, health, and development of children, and their socio-cultural-economic dimensions will have been further raised, and a broadened alliance of social partners will be mobilized against the WFCL.</p>	<p>5.1 Culture-based and intentional nationwide campaigns to raise awareness against CL, especially its worst forms, and to promote education for child laborers are implemented.</p> <p>5.2 A broadened and inclusive alliance of stakeholders is mobilized to get involved in the PTBP and support its activities.</p> <p>5.3 Research on the adverse consequences of CL, such as those on the health,</p>

Component 1:	Immediate Objectives	Outputs
		<p>safety, and development of children, and their socio-cultural-economic dimensions, is continuing.</p> <p>5.4 Broad dissemination of research findings is continuing.</p>

Component 2:	Immediate Objectives	Outputs
<p>Reducing the incidence of selected WFCL through focused and integrated action directed at child laborers, their families and communities</p>	<p>6. local capacity to make the invisible visible, that is, to detect and prevent situations that give rise to the abuse and exploitation of children, will have been enhanced in the targeted areas;</p>	<p>6.1 Child-friendly environment at different levels is strengthened</p> <p>6.2 LGUs legislate and enforce measures promoting the welfare of children, integrate CL concerns in their development programs, and prioritize children in the allocation of resources.</p> <p>6.3 LGUs, through the Local Development Councils (LDCs), BCPCs, NGOs, POs and other stakeholders are mobilized to actively participate in the</p>

Component 2:

Immediate Objectives

Outputs

		protection of children.
	6.4	Orientation and training on laws and policies related to the WFCL is implemented.
	6.4	Values formation and programs for dysfunctional families are enhanced, promoted, and implemented.
	6.5	Community-based CL masterlisting, databasing and monitoring mechanisms are functional.
7. local capacity for the surveillance and withdrawal of children from the WFCL, their healing and reintegration to a caring community will have been enhanced in the targeted area;	7.1	Local capacity for surveillance and withdrawal of children from the WFCL, such as an improved <i>Sagip Batang Manggagawa</i> , is improved and crisis centers in selected areas are strengthened or established.
	7.2	Local capacity for assessing the needs of CLs and providing them holistic community and/or center-based services for recovery, healing and rehabilitation is improved or developed.
	7.3	Broadened access by CLs to specialized

Component 2:

Immediate Objectives

Outputs

		professional services is established, implemented and promoted.
	7.4	Local capacity for developing and implementing interventions and services for the empowerment and mainstreaming of CLs to their families and society in general, is enhanced
8.	children at risk and in the WFCL will have access to primary, vocational or non-formal education, including appropriate and flexible learning systems; and social partners, particularly children, the youth, faith-based groups, employers and TUs, will be mobilized to provide support, motivation and encouragement to CLs in their educational pursuits;	
	8.1	Alternative measures to offset opportunity cost for schooling are available to families vulnerable to the WFCL.
	8.2	Access of children to formal education through mobilization and participation of community education-oriented support groups for remedial classes, tutorials and the like, is expanded
	8.3	Creative and flexible alternative learning experiences are provided to CLs, especially those rescued from the WFCL.
	8.4	Vocational training is available to children and youth, especially those who have undergone alternative learning experiences.
	8.5	Early childhood and

Component 2:

Immediate Objectives

Outputs

		child development (ECCD) is enhanced, expanded and broadly promoted.
	8.6	Child laborer-friendly schools are developed, promoted and recognized.
	8.7	Access to child-friendly accreditation and equivalency program, and to non-formal, distance and adult education is increased.
9. community safety nets are established or enhanced to reduce family vulnerability to the WFCL in the targeted areas.	9.1	Community-based safety nets are promoted and strengthened for children and families vulnerable to CL
	9.2	Community-based health insurance and social security schemes are strengthened or established.
	9.3	Access to social protection is increased
10. the capacity of families with children at risk or engaged in the WFCL in the targeted areas, to benefit from economic opportunities will have increased, thereby reducing their vulnerability to the WFCL;	10.1	Access to productive resources and financial services, such as micro-finance, and markets by families vulnerable to CL is broadened.
	10.2	Labor-intensive investment programs are promoted and expanded to increase incomes of poor

Component 2:

Immediate Objectives

Outputs

- families.
- 10.3 Entrepreneurship programs and appropriate skills and values, and productivity training are implemented to provide employment opportunities to families vulnerable to CL.
 - 10.4 Access by families vulnerable to CL to family welfare, including planning knowledge and services is improved.
 - 10.5 Access to income-generating schemes, livelihood and employment services under the government's "One million jobs" and similar programs, PFZs, KALAHÍ and CIDDS by families vulnerable to CL is maximized.
11. children, families, communities, local institutions and civil society are sensitive towards the needs of CLs, especially their need for demonstrated caring from significant adults, and mobilized to work against the WFCL in the targeted areas.
- 11.1 Awareness campaigns against the WFCL and promoting education are mounted at the local levels.
 - 11.2 Children, families, local institutions, individuals and other stakeholders are mobilized for the needs of children, particularly their need for caring from a

Component 2:

Immediate Objectives

Outputs

significant adult, and
against the WFCL.

4.2 Objectives, Outputs and Indicators

Summary of Immediate Objectives

Development Objective: To contribute to the elimination of child labor

Component 1: Strengthening 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

Immediate Objectives

- 1: By the end of the PTBP, CL-related legislation will be coherent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened.
- 2: By the end of the PTBP, enhanced education and training policies effectively respond to the needs of CLs, other children at risk, considering in particular the special situation of the girl-child and our cultural beliefs, traditions and practices.
- 3: By the end of the PTBP, enhanced labor and social policies are protective and supportive of the communities vulnerable to CL, their families, women and children.
- 4: By the end of the PTBP, enhanced poverty elimination/alleviation and employment policies address the unique needs of the poorest of the poor, and government programs, donor and other development programs will be mobilized and, as far as possible converged, to contribute to the elimination of CL.
- 5: By the end of the PTBP, public awareness of the adverse consequences of CL, such as those on the safety, health, and development of children, and their socio-cultural-economic dimensions, will have been further raised, and a broadened alliance of social partners mobilized against the WFCL.

Component 2: Reducing the incidence of selected WFCL through focused and integrated action directed at child laborers, their families and communities

- 6: By the end of the PTBP, local capacity to make the invisible visible, that is, to detect and prevent situations that give rise to

the abuse and exploitation of children, will have been enhanced in the targeted areas.

- 7: By the end of the PTBP, local capacity for the surveillance and withdrawal of the children from the WFCL, their healing and reintegration to a caring community, will have been enhanced in the targeted area.
- 8: By the end of the PTBP, children at risk and in the WFCL will have access to primary, secondary, vocational or non-formal education, including appropriate and flexible learning systems; and social partners, particularly children, the youth, faith-based groups, employers and TUs, will be mobilized to provide support, motivation and encouragement to CL's in their educational pursuits.
- 9: By the end of the PTBP, community safety nets are established or enhanced to reduce family vulnerability to the WFCL in the targeted areas.
- 10: By the end of the PTBP, the capacity of families with children at risk or engaged in the WFCL in the targeted areas, to benefit from economic opportunities and productive resources will have increased, thereby reducing their vulnerability to the WFCL.
- 11: By the end of the PTBP, children, families, communities, local institutions and civil society are sensitive towards the needs of CLs, especially their need for demonstrated caring from significant adults, and mobilized to work against the WFCL in the targeted areas.

Indicators and Means of Verification

Indicators are very important in measuring the achievement of the objectives of any development program. The PTBP is no exception to this "rule". Thus presented hereunder are key measures for assessing the attainment of objectives. Specific targets for each of them, the means of verification, responsible persons or institutions in charge of monitoring and frequency of data collection will be formulated and/or identified based on data from the baseline studies.

Development objective: To contribute to the elimination of child labor.

Component 1: Strengthening 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

Indicator:

- No specific indicators for this objective needed. Please see indicators for Immediate Objectives 1-5 below

Component 2: Reducing the incidence of selected WFCL through focused and integrated action directed at child laborers, their families and communities

Indicator	Means of Verification
<ul style="list-style-type: none"> ▪ Number of children in selected WFCL in target areas (broken down by sector, area, gender, and age group) 	<ul style="list-style-type: none"> ▪ Repetition of baseline survey

Immediate Objective 1: By the end of the PTBP CL-related legislation will be coherent and in conformity with international standards, and capacity for enforcement, including its monitoring, will have been strengthened.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Inconsistencies/gaps in legislations addressed ▪ Number of violations of CL legislation recorded ▪ Number of violation cases brought to conclusion Number of children in selected WFCL in target areas (broken down by sector, area, sex, and age group) 	<ul style="list-style-type: none"> ▪ Legislative review by social partners and/or independent researchers ▪ Inspection records ▪ Court decisions/ orders inspection records/ court records

Immediate Objective 2: By the end of the PTBP, enhanced education and training policies effectively respond to the needs of CLs and other children at risk, considering in particular the special situation of the girl-child and our cultural beliefs, traditions and practices.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ References to CLs and CAR in new or revised 	<ul style="list-style-type: none"> ▪ Review of educational policies and plans

<p>educational policies and plans</p> <ul style="list-style-type: none"> ▪ Number of schools where the new curricula are in use ▪ Number of people in A & E programs and in NFE ▪ Increased community participation in primary schooling ▪ Number of initiatives in alternative education 	<ul style="list-style-type: none"> ▪ DepEd reports ▪ Community group/ Social partners records ▪ School, community, social partner records
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Immediate Objective 3: By the end of the PTBP, enhanced labor and social policies are protective and supportive of communities vulnerable to CL, their families, women and children.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Scope and alignment of labor and social policies to concerns of children in WFCL ▪ Number of initiatives based on labor and social policies targeting vulnerable communities, families and CAR 	<ul style="list-style-type: none"> ▪ Policy review/ analysis by social partners and/or by independent researchers ▪ Monitoring information on initiatives targeting CAR ▪ Review/analysis by social partners and/or research by independent researchers

Immediate Objective 4: By the end of the PTBP, enhanced poverty elimination/alleviation and employment policies address the unique needs of the poorest of the poor, and government programs, donor and other development programs will be mobilized and, as far as possible converged, to contribute to the elimination of CL.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Scope and alignment of poverty alleviation policies to concerns of WFCL ▪ Number of initiatives based on poverty alleviation policies 	<ul style="list-style-type: none"> ▪ Policy review/ analysis by social partners and/or by independent researchers ▪ Monitoring information on initiatives targeting CAR ▪ Review/analysis by social partners and/or research

targeting vulnerable communities, families and children at risk <ul style="list-style-type: none"> ▪ Number and scope of government programs aimed at alleviating poverty and fostering employment that targets families vulnerable to CL 	by independent researchers
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Immediate Objective 5: By the end of the PTBP, public awareness of the adverse consequences of CL, such as those on the safety, health, and development of children, and their socio-cultural-economic dimensions, will have been further raised, and a broadened alliance of social partners mobilized against the WFCL.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Changes in knowledge, attitudes and behavior towards CL in the population and among key actors. ▪ Number of initiatives against CL by social partners without the support of the PTBP at the national level. ▪ Number of new social partners at the national level ▪ Scope of involvement of existing partners at the national level 	<ul style="list-style-type: none"> ▪ KAB survey ▪ Social partners' reports

Immediate Objective 6: By the end of the PTBP, local capacity to make the invisible visible, that is, to detect and prevent situations that give rise to the abuse and exploitation of children, will have been enhanced in the targeted areas.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Percentage of workplaces in selected areas that are free of CL ▪ Number of community 	<ul style="list-style-type: none"> ▪ Labor inspection reports ▪ Social partners' reports ▪ CL masterlist ▪ Plans, programs and

<p>actions taken as a result of detecting cases of exploitation</p> <ul style="list-style-type: none"> ▪ Proportion of LGUs that have intergrated CL concerns in their local development plan ▪ Number of communities with functioning CL masterlisting, databasing and monitoring mechanisms ▪ Reduction in number of identified dysfunctional families 	<p>initiatives at different LGU levels in selected areas</p>
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Immediate Objective 7: By the end of the PTBP, local capacity for the surveillance and withdrawal of the children from the WFCL, their healing and reintegration to a caring community, will have been enhanced in the targeted area.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Number of initiatives taken for the surveillance and withdrawal of children from exploitative workplaces ▪ Number of withdrawn children provided appropriate recovery, healing, and rehabilitation services and reintegrated to their families/communities ▪ Number and quality of services provided by individuals and institutions for recovery, healing, and rehabilitation 	<ul style="list-style-type: none"> ▪ Social partners' reports/BCPC reports ▪ Plans, programs and initiatives at different LGU levels in selected areas

Immediate Objective 8: By the end of the PTBP, children at risk and in the WFCL will have access to primary, secondary, vocational or non-formal education, including appropriate and flexible learning systems; and social partners, particularly children, the youth, faith-based groups, employers and TUs, will be mobilized to provide support, motivation and encouragement to CL's in their educational pursuits.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Enrolment rates for targeted children (broken down by area, sex, type of education and age groups) ▪ Dropout rates for targeted children (broken down by area, sex, type of education and age groups) ▪ General enrolment rates and dropout rates in selected areas ▪ Number of social partners engaged in providing support to the educational needs/concerns of CLs at the community level and the scope of such support ▪ Number of children in target areas, participating in A and E, NFE or vocational education ▪ Number of initiatives in alternative education at local levels in target areas 	<ul style="list-style-type: none"> ▪ Community-based monitoring ▪ Selected schools and training center records ▪ Social partners' reports

Immediate Objective 9: By the end of the PTBP, community safety nets are established or enhanced to reduce family vulnerability to the WFCL in the targeted areas.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Number of targeted families with access to safety nets, including health insurance schemes, rice subsidies and low-priced medicines ▪ Quality of community safety nets ▪ Increased community participation in providing safety nets 	<ul style="list-style-type: none"> ▪ Community-based monitoring system and LGU records ▪ Reports of rural health units/health institutions ▪ Program monitoring

Immediate Objective 10: By the end of the PTBP, the capacity of families with children at risk or engaged in the WFCL in the targeted areas, to benefit from economic opportunities and productive resources will have increased, thereby reducing their vulnerability to the WFCL.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Households with children at risk or engaged in the WFCL having improved their family income because of the financial and non-financial services provided by the project ▪ Number of children aged 16 to 18 starting or improving entrepreneurial initiatives ▪ Decreased number of households vulnerable to WFCL 	<ul style="list-style-type: none"> ▪ Community-based monitoring system and LGU records ▪ Program monitoring ▪ Reports of local financial institutions

Immediate Objective 11: By the end of the PTBP, children, families, communities, local institutions and civil society are sensitive towards the needs of CLs, especially their need for demonstrated caring from significant adults, and mobilized to work against the WFCL in the targeted areas.

Indicators	Means of Verification
<ul style="list-style-type: none"> ▪ Changes in knowledge, attitudes and behavior towards CL among the population in the targeted areas ▪ Number of initiatives against CL promoted by social partners and civil society groups without the support of the program at the local level in targeted districts ▪ Number of new social partners at the local level ▪ Scope of involvement of existing partners at the local levels 	<ul style="list-style-type: none"> ▪ KAB Survey ▪ Social partners' reports

5. *Supporting Strategies*

5.1 PTBP Program Strategies

The momentum created in the Philippine campaign against child labor has been, to a great extent, the result of ILO-IPEC's success in establishing a growing alliance of social partners that has been mobilized in the effort. Given the magnitude, complexity, and urgency of the PTBP, this strength of the NPACL will be put to a severe test. Critical to the success of the PTBP is its ability to galvanize support from its various partners and implementing agencies by establishing and strengthening networks and by ensuring common understanding of program elements among them. Effective coordination will have to be achieved among the social partners at different levels if action against the WFCL were to remain focused and organized.

Under the PTBP, the country will see, at a scale perhaps never before seen, the involvement of large numbers of social partners with widely diverse contributions to make in the campaign against child labor. These include organizations from government, including LGUs, employers' groups and TUs, NGOs, children and youth groups, women's groups, faith-based groups, media and the rest of civil society. Many of these social partners have been in the campaign for a number of years and have compiled track records which may need to be brought to scale or intensified. But the rest of the social partners may be relatively "new" and may need to be fastracked into the campaign in order for them to optimize their contribution to the attainment of PTBP goals.

Given the foregoing, the approach towards ensuring program coordination will have the following elements:

- Clarity of roles among stakeholders – On the basis of the series of consultations conducted, the roles of the different stakeholders have been outlined as follows:
 - Government is expected to provide leadership; formulate appropriate policies, laws and rules; ensure effective enforcement; promote decentralization of responsibilities; ensure integration of the PTBP in existing government programs; ensure coordination; promote participation; allocate resources; and monitor the implementation of ILO Convention 182. The LGUs will be important players in fulfilling these government roles.
 - Trade unions and employers will enforce social security measures; ensure minimum wage; mobilize resources; and promote/develop enterprises.
 - Shared roles by all stakeholders, including NGOs and the rest of civil society, will be to monitor the incidence of CL, especially the WFCL; take appropriate action; sensitize constituencies on WFCL; implement direct action programs; promote the ban on WFCL; act as pressure group; replicate good practices; promote networking and coordination; and strengthen and broaden the network.

- Children, their families and communities are expected to participate actively in the designing, planning, and implementation of all programs that affect them; advocate against the WFCL in their own areas of influence; and help monitor and evaluate programs through feedback.
- All stakeholders will share in the task of monitoring the implementation of ILO Convention 182.

Stakeholders will be periodically consulted on their self-understanding of their roles and any shifts brought about by national and global influences.

- Sharing of skills and resources - One of the guiding principles under the NPACL strategic framework is the sharing of lives, skills and resources. At no time would this be more true than in the PTBP where program impact can be expected to be substantially realized from the synergy effects of coordinated action among a diverse group of players. This sharing of skills and resources at the macro and micro levels will be promoted.
- Area-based approach – Under the PTBP, the area-based approach, that is the analysis, planning, and taking of action against child labor—based on the prevalence of the targeted CL—within a defined geographic area will be strongly promoted. This will ensure that local solutions are applied to local CL problems and increasing capacity and commitment of players to own the problem at the local level is realized. In pursuing this approach, PTBP will need to draw the support and continuing involvement of LGUs, local employer groups, local TUs, faith-based groups and the rest of civil society. The activities and/strengthening of the Child Labor Committees at the regional, provincial, city/municipality and barangay levels should also contribute immensely to the integration of efforts towards providing local solutions to the problem of child labor.
- Sectoral approach – Over the past seven years since ILO-IPEC signed the MOU with the Philippine government to join hands in the problem of CL, a great deal of success has been achieved—and a number of partners have accumulated an invaluable track record—in working against CL in the target six WFCL. These partners and their experience now form a critical resource mass to PTBO upon which is built the roadmap outlined earlier for a sectoral approach to each of the target six WFCL. These partners and their experiences include:
 - Visayan Forum Foundation – CDW
 - Co-Multiversity – Pyrotechnics and Quarrying
 - KDF – Sugar Plantations
 - PRRM – Mining

- Other partners who have handled programs for various groups of WFCL
- Maximizing contributions of the tripartite partners – One of the main anchors of ILO-IPEC’s work in the Philippines has been the tripartite approach, effectively drawing into the effort government, employers’ groups and trade unions. Under the PTBP, steps will be taken to ensure that the individual and collective contributions of these partners are maximized towards attaining program objectives.

National government agencies will be encouraged to review their programs and policies and align the same to better respond to the issue of child labor. Within the DOLE, for instance, the BWYW, Bureau of Rural Workers (BRW), TESDA, BWC, ILS and Regional Operations will intensify their efforts at realizing synergistic coordination in terms of achieving results on the child labor front and at evolving a DOLE Child Labor strategy. Each relevant government agency will be encouraged to formulate and execute an Agency Child Labor Strategy which will outline how it will apply its programs and resources to the cause against child labor.

On the other hand, across government agencies, NEDA, Department of Agriculture (DA), Department of Public Works and Highways (DPWH), DOLE and LGUs can take steps to promote, say, labor-based infrastructure strategies to maximize employment opportunities for families vulnerable to child labor. Inter-agency cooperation and dialogue will be intensified to ensure that efforts are synchronized and integrated for maximum effectiveness.

ECOP has been quite successful in advancing the cause of CL through its Child-Friendly firms awards program. While hitherto it has been able to involve some of the larger, more established firms in the country, ECOP is now readying itself to bring the program to the more challenging SME sector where up to 98% business establishments are found.

In addition, through its commitment to the Global Compact Initiative (GCI), ECOP has recently taken steps that strongly suggest a willingness to take a more active—even leadership—role in social dialogue for socio-economic development, particularly in the regions. The PTBP will help ECOP to formulate and execute an ECOP CL Strategy integrating these two initiatives, thereby ensuring that PTBP target groups benefit from its distinct entrepreneurial, managerial and financial resources.

For its part, the TUs have also been most active in advocacy work, both among their constituencies, as well as in the communities.

- TUCP – has been working for deepening trade union involvement on CL issues through workers’ education, institution-building and direct support services for these young

workers through awareness-raising activities and workers' legal literacy and participation skills in negotiation.

- FFW – implemented LITECHILD which brought the issue of CL among fisherfolk and coconut farmers in communities in Lamon Bay area, Quezon, fisherfolk in Catbalogan, Western Samar, and rural communities in Linamon, Lanao del Norte. The program employed the following strategies:
 - issue-based advocacy and consciousness-raising
 - policy advocacy, regulation and enforcement
 - child-centered community organizing and institution-building
 - education and training
 - area-specific welfare programs and services
- ACT and NATOW – were part (together with ERDA) of the project that formulated the Education Agenda for Working Children, Teachers' Training and Curriculum Development in conjunction with DepEd.
- NUWHRAIN – has been actively waging IEC campaigns aimed at sensitizing hotel and other tourism-related facilities, establishments, professionals and DOT-accredited organizations on CL issues (like prostitution)

The PTBP will support the intensification and broadening of TU participation in the action against CL. One specific challenge is the TUs' involvement in the agricultural plantations where large numbers of CL work and whose communities breed other forms of CL often carried out through migration and trafficking.

On the whole, PTBP will take action to actively use the tripartite approach, promoting social dialogue at various levels and taking full advantage of the different parties' professed commitment to the elimination of CL as a common ground to work out their differences. These could include higher wages, stable employment and better working conditions for labor, and safer, better alternatives and introduction of improvements in working conditions, on the part of employers.

5.2 Knowledge Enhancement and Management

The body of knowledge available for use in the fight against child labor, especially its worst forms, will be kept as updated as possible. Every effort will be made to keep information current and easily accessible to all. There will be a more deliberate and conscious effort to target areas of information to be studied, following a well thought-out research and publication agenda.

The knowledge base on child labor, especially its worst forms, will be systematized for easy access and retrieval. Social partners will be provided timely notice of researches and studies to be undertaken, even

before they are started, in order to alert them of possible involvement and participation in study projects.

A more efficient central repository of information will be established and maintained.

5.3 Children's participation

The issue of children's participation will be explored more fully, with the objective of arriving at a more or less acceptable framework for the definition, practice, and use of children's participation, including its consequences to children involved.

5.4 Gender Mainstreaming

The fight against child labor, especially its worst forms, will be more cognizant of the issues involved in gender and will explore such issues for greater understanding and clarity about the girl- and boy-child. While the present emphasis is on the girl-child, the growing number of boys involved in child labor will continue to become an important concern.

6. *Sustainability*

Sustainability will remain a central objective in the implementation of the PTBP. At every stage, the capacity of child laborers, their families and communities will be enhanced to ensure that they learn the rudiments of leadership and management to enable them to take over the program after the PTBP will have reached its phaseout year. This will only be possible if they are involved at every possible stage.

The value of self-management and independence will be inculcated consistently and as often as necessary so that even as they participate in the implementation of the PTBP, they do so with the end of self-reliance as the goal.

E. INSTITUTIONAL FRAMEWORK AND MANAGEMENT STRUCTURE

Existing and new social partners under the NPACL will be tapped to form part of the institutional framework for the PTBP. The network of partners will be expanded to include those with new and innovative strategies to target shared ends.

Practices worth emulating will continue to be encouraged, and partners with such practices will be asked to expand their reach and share their know-how with others.

The PTBP will be managed using a framework and management structure that allow greater efficiency as a result of a wholistic view of the program management process, rather than a fragmented one. In other words, the management perspective will not merely be from the site- or

sector-specific activity viewpoint, but from the PTBP as an integrated and comprehensive program. The broad geographical expanse of the program sites will be major consideration in the management scheme to be adopted, and effort will be made to input program management cost factors into the management strategies.