

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

**Emma Porio, PhD, Professor
Maria Luisa L. Fernan, Research Faculty
Christine S. Crisol, Research Associate**

**Urban and Community Studies Program
Department of Sociology and Anthropology
Ateneo de Manila University**

15 July 2002

List of Acronyms

ACT - Alliance of Concerned Teachers
APPEs - Accreditation Program for Public Elementary Schools
ARMM - Autonomous Region of Muslim Mindanao
BEE - Bureau of Elementary Education
BNFE - Bureau of Non-formal Education
BSE - Bureau of Secondary Education
BWCYW - Bureau of Women, Children and Youth Welfare
CAR - Cordillera Autonomous Region
CBO - Community Based Organization
CHED - Commission on Higher Education
CLP - Child Labor Program
CR - Completion Rate
CSO - Civil Society Organization
CSR - Cohort Survival Rate
CSS - Community Support Scheme
DA - Department of Agriculture
DECS - Department of Education, Culture and Sports
DOLE - Department of Labor and Employment
DSWD - Department of Social Welfare and Development
ECD - Early Childhood Development
ERDA - Education and Research Development Alternatives
EFA-PPA - Education for All Philippine Plan of Action
FGD - Focus Group Discussion
FLEMMS - Functional Literacy and Education and Mass Media Survey
GER - Gross Enrollment Rate
GO - Government Organization
GNP - Gross national Product
ILAB - International Labor Affairs
ILO-IPEC - International Labour Organization – International Programme on the
Elimination of Child Labour
LGU - Local Government Unit
MLCs - Minimum Learning Competencies
MPPE - Multigrade Program in Philippine Education
NCEFA - National Committee on Education for All
NCSO - National Census and Statistics Office
NCR - National Capital Region
NCSB - National Statistics Coordination Board
NFE - Non-formal Education
NFE A&E - Non-formal Education Accreditation and Equivalency
NGO - Non-government Organization
OSY - Out-of-School Youth
PO - People's Organization
RA - Republic Act
RUC - RapidlyUrbanizing Center

SMP-NATOW - Samahan ng Manggagawang Pilipino - National Association of
Teachers and Office Workers
SPES - Special Program for the Employment of Students
TBP - Time Bound Program
TCC - Teachers Community Coordinator
TESDA - Technical Education and Skills Development Authority
UNICEF - United Nations Children's Fund
WFCL - Worst Forms of Child Labor

Table of Contents

List of Acronyms	ii
 Part I	
Background	1
Objectives of the Study	1
Methodology	1
Study Sites	2
Study Period	2
Structure of the Report	2
 Part II	
The Philippine Educational System	3
National Policies on Elementary and Secondary Education	3
Access to Primary Education	4
National Policies on Literacy/ Non-formal Education	5
Assessment of Public Expenditure on Education	6
Table 1: The Education Budget Compared with the National Budget and the Gross National Product (in Million Pesos)	7
Consequences of budgetary allocation at the school/classroom levels...	7
Indicators for Basic Education	7
Table 2: Gender-Disaggregated Gross Enrollment Ratio, Net Enrollment Ratio and Repetition Ratio	8
Gender/culture dimensions in education	9
Table 3: Enrollment in Public and Private Pre- and Elementary Schools for SY 2000-2001	9
Table 4. Enrollment in Public and Private Secondary Schools for SY 2000-2001	10
Poverty dimensions in education	10
Non-formal Education	11
Table 5: Performance Indicators by Level of Education	11

Part III

General Characteristics of Working Children/ Child Laborers in the Survey ...	11
Age and Sex/Gender of Child Workers	11
Age/Sex and Type of Work	11
Household and Family Characteristics	13
Places of Residence	13
Migration Patterns, Housing and Security of Tenure	13
Household Size and Family Size	13
Number of Siblings and Living Arrangements	14
Employment Status of Parents and Siblings	14
Working Children/ Child Laborers and Work	14
Age of Children When They Started Working	14
Number of Years at Work	14
Hours Spent at Work	15
Contribution to Household Income	15
Reasons for Working	15
Work Related Problems	15
Working Children/Child Laborers and Schooling	16
Grade Level Reached	16
Number of Hours Spent in School	16
Number of Hours Spent on Homework/ Assignments	16
Support Systems	16
Number of Absences and Reasons	18
Number of Times Schooling was Stopped and Reasons	18

Part III A

Cases of Child Labourers	19
Anton: Working and Problems Caused at School	19
Sonny: Domestic Duties Interfered with Schooling	20
Julia: Girl Thief in the Navotas Port	20
Bella : Trauma in the School	21
Bobby: Domestic Conflicts and its Negative Consequences on the Working Child	22
Willy: Sole Income-Earner, Prone to Sickness and Abused at School	23
Lyn: Pyrotechnic Worker Turned Sex Worker	24

PART III B

Illustrative Cases of Children's Expenditures	25
School Expenses of Nelmar, age 12, Grade V	25
School Expenses of Maricel, age 14, Grade IV	26

Part IV

School and Classroom Policies and Practices that Work/Work Against Child Labour 28

The Hiyas Center: Using Programs to Respond to Children’s Needs 33

Part V

Key Findings and Conclusions 34

Macro and Meso Education Policies:
How Does it Work (or Not Work) for Child Labour 34

 Education Policies vs. School/Classroom Policies and Practices 34

 Education, Training and Work-Related Policies 37

 Education Policies and Practices vs. Socio-Economic, Cultural and Demographic Conditions and Barriers to the Education of Working Children/Child Labor 38

Major Conclusions 41

Part VI

Recommendations 42

 Macro-level/National 42

 Meso-Level (Institutions/Bureaucracy) 43

 Micro-level (Classroom/Community/Family/Child) 44

Appendices

Appendix A: Analytical Framework 46

Appendix B: Matrix on National Policies on Elementary, Secondary, and Non-formal Education 47

Appendix C: Matrix On Departmental Orders and Memoranda 49

Appendix D: Matrix on Legislation Promoting Child Protection and Development 51

Appendix E: Matrix on Legislation Establishing the Department of Social Work and Development, Department of Labor and Employment, Technical Education and Skills Development Authority and Their Programs with Reference to Education 53

Appendix F: The Department of Labor and Employment 54

Appendix G: The Department of Social Welfare and Development 56

Bibliography 58

Part I

Background¹

In November 2000, the Philippines ratified the ILO Convention 182 on the Worst Forms of Child Labor (WFCL), which calls for immediate action that ensure access to free basic education and appropriate vocational training for children engaged in hazardous work.

To effectively implement Convention 182, through the Time Bound Programme (TBP) approach, importance must be given to education policies and programs that support the needs of children (and their families) engaged in the worst forms of labor.

In May 2002, the National Census and Statistics Office (NCSO) reported that over 4 million children work to help their families. Most of these children have a hard time going to school while working. Owing to this situation, we need to look into the situation of child workers and their education.

Objectives of the Study

The general objective of the study was to analyze the linkage between education and child labour, especially those engaged in the worst forms of labour. More specifically, the study:

1. Reviewed the education policies in the Philippines (primary education, non-formal education (NFE), vocational training, assessment of public expenditure on education;
2. Analysed the link between child labour and low enrollment and high repetition and drop out rates among working children/child labourers;
3. Interviewed a small sample of children engaged in WFCL on their experience with the education system and why they left school (for drop-outs) with special attention to the situation of the girl-child;
4. Reviewed the existing education programmes on child labour and IPEC experiences with its partners, namely ERDA, NATOW, ACT, DECS, GOs, Trade Unions, Employers, NGOs, etc.
5. Examined the potential niche of ILO-IPEC in the education sector within the context of the Education for All Philippine Plan of Action (EPA-PPA).
6. Formulated the policy, program and advocacy implications of the research findings to the ILO-IPEC Time Bound Program.

Methodology

The assessment utilized mainly the following data collection methods and data sources:

1. Records review of the policies and programmes relevant to working children/child labourers's access to quality basic education and appropriate vocational training.

¹ This section is mainly based on the Terms of Reference issued by ILO-IPEC.

2. Survey of children (with their family, school and community contexts) engaged in WFCL, who are in-school and out-of-school.
3. Conducted case studies of children engaged in worst forms of labor.
4. Key informant interviews conducted among child workers, parents, teachers, NGO/PO leaders and education officials.
5. Focus group discussions (FGD) working children/child labourers, their parents and teachers.
6. Consultations among GOs/NGOs/CBOs/Trade Unions and other civil society organizations (CSOs) involved in supporting education activities and programs for working children/child labourers. This will be supplemented with key informant interviews of stakeholders.

From the above data sets and activities, the study identified the barriers to access to free, basic quality education, appropriate vocational education and life skills training for children engaged in worst forms of child labor.

By triangulating the research insights from the different data sources, the study identified opportunities for ILO-IPEC Manila's Time Bound Programme (TBP) to ensure that children in WFCL will be able to avail of free, quality basic education and appropriate vocational education.

Study Sites. The study (including a survey of 100 working children/child labourers and their households and illustrative case studies) were conducted in the urban poor communities of Navotas and Payatas and the rural poor communities of Bocaue, Bulacan; Montalban, Rizal, Daet, Camarines Norte and Negros Oriental. This was supplemented with focus group discussions (FGDs) and key informant interviews of parents, teachers, education officials, NGO/CBO leaders.

Study Period. The assessment study was conducted from January-March 2002. The initial findings were then validated and enriched by the program experiences from the NGO/CBO and GO sectors. This was done through a consultation-discussion conducted on May 16, 2002 in Ateneo de Manila University.

Structure of the Report. The report is divided into several parts. Part I outlines the research objectives, design and methodology of the study. Part II describes the structure, policies and programs of the Philippine educational system that has bearing on working children/child labourers and those engaged in the worst forms of child labor. Part III describes the socio-demographic and economic characteristics of working children/child labourers, including a few case studies that highlight their social, economic, political and cultural barriers to schooling. Part IV describes the school policies and practices that undermine and/or support the schooling of working children/child labourers while Part V links the macro education policies and micro education practices, highlighting the barriers to implementation of education policies that may have positive effects on working children/child labourers. Finally, Part VI provides the implications/recommendations to the ILO-IPEC Time Bound Programme (TBP).

See Appendix A: Analytical Framework.

Part II

The Philippine Educational System

The Philippine educational system covers formal and non-formal education. Formal education includes three levels namely, elementary, secondary, and tertiary education. Elementary or primary education consists of the six compulsory levels (grades) in public schools. Some private schools add a seventh grade in their curriculum. Secondary education means four years of high school after completion of primary education. Tertiary education covers collegiate, master's, and doctoral levels in various disciplines.

The Department of Education (DepEd)² is responsible for administering, supervising, and regulating primary and secondary education (basic education), while the Commission on Higher Education (CHED) is in charge of the tertiary education level. The Technical Education and Skills Development Authority (TESDA) supervises post-secondary technical-vocational education as well as skills implementation training and development of out-of-school youth and unemployed adults.

National Policies on Elementary and Secondary Education ³

The main thrust of the Bureau of Elementary Education (BEE) is to provide access and quality elementary education. To this end, it directs its public resources and delivery of social services to the socially disadvantaged regions and specific groups (DECS, 1997). For a summary of education policies and bureau directives relevant to working children/child labourers please see matrix on the following page.

The Bureau of Secondary Education (BSE) is similarly tasked with providing access and quality secondary education. Accordingly, the BSE is responsible for reviewing the overall structure of secondary education in the areas of curriculum, facilities, and teachers' in-service training (DECS, 1997).

The 1987 Constitution of the Philippines recognizes, in Art. XIV Section 1, the right of all citizens to a quality education, and, in Section 2 (2), mandates that elementary education should be compulsory for all children of school age, that is, from age 6 to 11 years old. Furthermore, the State, as contained in Section 2(3), is mandated to "establish and maintain a system of free public education in the elementary and high school levels." This means that **public school pupils and students are not to be charged with tuition fees.**

The Education Act of 1982 governs the entire educational system, including formal and non-formal systems of education. Section 9 enumerates the rights of students and pupils. Section 12 enjoins parents to enable their children to obtain elementary education and to strive to give their children a secondary and higher education. Furthermore, Section 19 recognizes formal education as the primary learning system. Republic Act No. 6655 of 1988 established and provided for a system of free public secondary education while the Education

² Formerly, the Department of Education, Culture and Sports.

³ See Appendix B: Matrix on National Policies on Elementary, Secondary, and Non-formal Education.

for All Philippine Plan of Action (EFA-PPA) emphasizes the need to ensure a universal basic education that addresses concerns such as **access, equity, quality, relevance, and sustainability**.

Other than the national laws discussed earlier, the Philippines also has passed laws and policies in support of child protection and development. Among these are: (1) The New Civil Code, (2) Presidential Order No. 630 or the Child and Youth Welfare, (3) Republic Act (RA) 5416, and (4) Republic Act (RA) 6972 or the 1987 Barangay Level Total Development and Protection of Children Act. The latter ordered the Department of Social Work and Development to provide funds for establishing and maintaining day care centers. The Philippines is also a signatory to the International Convention of the Rights of the Child.

Access to Primary Education

Despite the provision of free public elementary education, one leading concern of DepEd, in particular the Bureau of Elementary Education, is keeping children in school. Among those children whose right to primary education must be addressed are some 3.6 million child workers. This accounts for 15.9 percent of the population or one in every six children is economically active distributed according to the following age groups: 216,000 in age 5-9 years old; 1.6 million between 10-14 years old and 1.8 million between ages 15-17 (NCSO, March 2002).

To achieve effective school attendance, DepEd (formerly DECS) issued two department orders in 1995⁴:

- DECS Order No. 24, s. 1995 called for definitive action to achieve the education mid-decade goals and targets for both participation and cohort survival rates;
- DECS Order No. 45, s. 1995 enjoined the various divisions to select the best teachers for Grade 1 classes to ensure that Grade 1 pupils will stay long enough in school to complete their elementary schooling.

In addition to these departmental orders, DepEd implemented a multi-grade teaching program⁵, intensified its *Balik-eskuela* (Back-to-School)⁶ campaign, and worked towards the attainment of zero dropout for Grades V and VI.⁷ Furthermore, DECS Memorandum No. 266, s 2001 ordered the pilot implementation of Accreditation Program for Public Elementary Schools (APPES) to encourage public schools, through self-evaluation, to work on their continuous improvement.

To improve access to quality elementary education, DECS launched the opening of complete multigrade classes and the completion of schools in far-flung barangays. It also

⁴ Education for All: EFA 2000 Philippine Assessment Report, October 1999, page 22.

⁵ Multi-grade (MG) classes consist of 30 to 40 pupils of two or more grade levels handled by one teacher. Departmental Order No. 96,s. 1997 set the policies and guidelines in the organization and operations of multigrade classes. As of 1999, the multigrade teaching programme is being implemented in all regions except the NCR.

⁶ Every elementary school must retrieve at least 10 out of school children in its catchment area.

⁷ Education for All: EFA 2000 Philippine Assessment Report. October 1999, page 22.

provided instructional materials, training, school buildings, and community support schemes.⁸

To encourage poor students to continue their studies, the government passed Republic Act (RA) 7323 which instructs government agencies to help deserving students by providing them with work during Christmas vacation. In support of the legislation, DECS defined the implementing guidelines for the Special Program for the Employment of Students (SPES) in DECS Memorandum No. 106, s.2000 and DECS Order No. 8,s.2001.

National Policies on Literacy/ Non-formal Education

The 1987 Philippine Constitution Article 14, section 2 provides that the State shall encourage non-formal, informal, and indigenous learning systems, as well as self-learning independent and out-of-school study programs, particularly those that respond to community needs. Meanwhile, the Education for All Philippine Plan of Action (EFA-PPA) emphasizes the need to develop non-formal literacy and continuing education programs especially to meet the educational needs of the poor and underserved communities.

Supporting the two above policies is R.A. 7165 which states that it is the policy of the State to give highest priority to the adoption of measures for the total eradication of illiteracy. Moreover, the Philippine Government accorded continued support to non-formal education with Administrative Order No. 116, which mandates all government agencies and local government units to support the Non-formal Education Accreditation and Equivalency (NFE A&E) System.

The Bureau of Non-formal Education (BNFE) is responsible for non-formal education. As an alternative delivery system, non-formal education is intended for out-of-school youth and adults. Its curriculum is focused on developing literacy and employable or productive skills and citizenship training.⁹

The BNFE has initiated the following programs to make schooling more accessible for working children/child labourers and other disadvantaged groups.¹⁰

a. Back-to-School Program

In response to the need for alternative teaching methods, the program has produced teaching modules for out-of-school working children/child labourers, remedial instructions programs for in-school children, functional literacy, technical and vocational skills training, and referrals to micro credit programs for parents of working children/child labourers. It also offers tutoring for dropouts and out-of-school youth so that they are able to obtain primary and secondary school equivalency.

⁸ Refer to DECS Order No. 27,s.2000 Institutionalization of Community Support Scheme (CSS) as one of the best practices of the Multigrade Program in Philippine Education (MPPE).

⁹ Facts and Figures '97, Department of Education, Culture and Sports.

¹⁰ Report on Education. International Labor Affairs (ILAB) International Child Labor Series. Volume 5.

b. Flexible Schedules

DECS in Region VII, specifically in Lapulapu City, initiated a school-based work study program for 529 child labourers enrolled in public elementary schools. These children were engaged in stone-cutting and firecracker production.

The DECS devised a schedule that allowed the children to be in school in the morning and at work after lunch. Because of the inherent hazardous conditions of stone cutting and firecracker production, the regional office took steps to introduce the children to alternative livelihood projects such as the production of fashion accessories from indigenous stones. Moreover, the firecracker production sites were moved closer to the schools so that these activities could be monitored.

The project resulted in a lower school dropout rate, reduced occupational risks, and raised income through alternative income activities.

c. Child Labor Program.

The BNFE also initiated a Child Labor Project (CLP) with assistance from UNICEF. The project involves the development of educational institutional materials on child labor and for parent education to promote the welfare of children, families, and communities.

d. NFE Achievement and Equivalency Test (NFE A & E)

In order to institutionalize the NFE A&E as a truly alternative learning system, a number of agreements were signed with the Technical Education and Skills Development Authority (TESDA) to enable those that pass the NFE A&E test to access TESDA's vocational training and education programs. For example in 2000, Departmental Memorandum No. 533 was issued and signed with the Meralco Foundation. This memorandum accepted the students who passed the NFE A&E test as scholars in the Foundation's technical courses.

Assessment of Public Expenditure on Education

The Philippine Government recognizes the role that education plays in strengthening the nation's socio-political and economic fabric. This commitment to education is clearly embodied in the 1987 Constitution that provides a separate article for education and related fields. Moreover, the State is mandated to assign the highest budgetary priority to education.

The national budget for 2002 is P780.8 billion, representing 18.5% of the Gross National Product (GNP). The Department of Education received P103.3 billion or 13 percent of the national budget. This represents a decrease in the share of education in the 2000 budget in which the education sector received 19 percent.

The figures presented in Table 1 shows that the education budget has consistently increased from 1992 to 1997 as a percentage of the total national budget from 12.9 percent to 18 percent. Furthermore, the ratio of education with the current GNP rose for the same

period. It should be noted that the share of non-formal education in the total education budget in 1990, 1995 and 1998 was 2 percent. In 1998, its annual budget was only PhP 25 million.

Table 1: The Education Budget Compared with the National Budget and the Gross National Product (in Million Pesos)

Year	Total DECS Budget	National Budget	Education (as % to National Budget)	Current GNP	Ratio (Education/ Current GNP)
1992	36,833	286,603	12.9%	1,383,518	2.7%
1993	37,558	313,749	12.0%	1,507,956	2.5%
1994	43,645	327,768	13.3%	1,752,000	2.5%
1995	60,553	392,450	15.4%	1,987,200	3.0%
1996	63,948	394,852	16.2%	2,253,300	2.8%
1997	85,441	474,917	18.0%	2,800,300	3.1%

Source: E-Net Education Network: Civil Society Network for Education Reforms. Interim Steering Committee Kit. Book 1, page 8

Consequences of budgetary allocation at the school/classroom levels. While the share of education in the national budget seem substantive, in reality, 40 percent of this goes to debt service payments. The remaining 60 percent is barely enough to pay the salaries of teachers and other expenditures of the bureaucracy. Thus, the department is unable to hire enough competent teachers as well as provide adequate textbooks, instructional materials and school facilities. In some schools, therefore, the study found that pupils/students are made to contribute to the making of a school bathroom, school gate/fence or make school projects such as chairs and bookshelves for their classroom.

Because of the shortage of textbooks, teachers are made responsible for the loss of textbooks and other instructional materials. Thus, in some schools the study found that, teachers are very strict in terms of letting pupils/students freely borrow/access these textbooks for fear of losses which would be deducted from their salaries. The research also found that the use of textbooks often lead to disciplinary and compensation issues especially when the pupil has torn or soiled a textbook.

Indicators for Basic Education

Three main indicators are used to measure the efficiency of basic education. These are the gross enrollment ratio (GER)¹¹, completion rate (CR)¹², and cohort survival rate (CSR).¹³

¹¹ As defined by UNESCO, the gross enrollment ratio at the elementary and secondary level is calculated by dividing the total number of pupils, within or outside the official elementary school age enrolled at this level, by the population that should be enrolled at this level. In the Philippines, the age groups are as follows: 7 to 12 years old for elementary school and 13 to 16 years old for secondary schools.

¹² Completion rate is the ratio between those who graduate either from the elementary or the secondary schools and those who began in these levels, six for elementary level or four for secondary level.

¹³ Education Network (E-Net) Civil Society Network for Education Reform. Interim Steering Committee Kit. Book 1, page 10.

In 1985, the total GER rose from 107.4 with 107.9 for males and 106.9 in 1985 to 119.0 for both males and females with 118.0 for males and slightly higher for females at 119.0.

Table 2: Gender-Disaggregated Gross Enrollment Ratio, Net Enrollment Ratio and Repetition Ratio.

Primary Education	1985	1990	1995	1997	1998
Gross Enrollment Ratio					
M & F	107.4	113.3	115.6		119.0
M	107.9	114.3	114.5		118.0
F	106.9	112.3	116.7		119.0
Net Enrollment Ratio					
M & F	96.2	-	101.8		96.0
M	96.6	-	-		98.0
F	95.8	-	-		93.0
Repetition Ratio	1.8			2.0	
M & F					
Secondary Education	1985	1990	1995	1997	1998
Gross Enrollment Ratio					
M & F	64.4	73.4	79.2		-
M	63.7	72.5	78.2		-
F	65.1	74.3	80.2		-
Net Enrollment Ratio					
M & F	49.6	-	60.2		-
M	49.1	-	-		-
F	50.1	-			-
Repetition Ratio					
M & F	-	-	-		-

Source: <http://www.oecd.org/dac/Indicators/htm?list.htm>

The completion rate for both the elementary and secondary levels rose, from 65.4 percent in 1987 to 65.4 percent in 1994 for the former and significantly higher for the latter, from 53.8 percent in 1987 to 73.0 in 1994.

Nationwide, the cohort survival rate¹⁴ was 67.16 percent in 1995; in 1997 this rose to 68.68 percent but dropped to 67.21 percent in 2000. To illustrate, in SY 1991-92 Metro Manila posted a total enrolment of 2.2 million in the first grade. In SY 1996-97, only 87.9 percent or 1.9 million reached the sixth grade.

The participation rate (PR) measures students' school attendance. For school year 1992, the PR was 85.16 percent at the elementary level and 56.75 percent at the secondary level. In 1997, it increased dramatically by 11 percent at the elementary level and 13 percent at the secondary level.

¹⁴ Cohort survival rate (CSR) is defined as the ratio of the total number of pupils who enroll in the first year to the total number of students who enroll in their last or graduating year.

Gender/culture dimensions in education. As shown in the table on the previous page, there is certainly a lower participation rate for female children in the elementary levels. This reflects the cultural bias among Filipinos where the education needs of female children are often postponed or neglected because they are needed at home for child care and other domestic tasks. Moreover, most parents of child laborers felt that education of girls were not so important because they will just marry and become wives/mothers; while boys are expected to become breadwinners of the family.

The 1994 Functional Literacy and Education and Mass Media Survey (FLEMMS) showed that there was a very slight difference between the literacy¹⁵ rates for women and men, at 93.5 percent and 93.7 percent, respectively. In the area of functional literacy, which is defined as the ability to perform basic computational procedures, the women performed slightly better at 74 percent compared with the men at 72.9 percent. However, the functional literacy rates for women in the urban and rural areas show a large disproportion. Only 68.8 percent of women in the rural areas were functionally literate compared with 83.9 percent in the urban areas. Among the reasons for the disparity could be the position of parents in the rural areas to discourage girls from getting an education.

Following is the enrollment for SY 2000 – 2001. At the elementary level, the number of male enrollees edged female registrants at 51 percent and 49 percent, respectively. However, at the secondary level, females clearly outnumbered the males (51.3 percent vs. 48.7 percent).

Table 3. Enrollment in Public and Private Pre- and Elementary Schools for SY 2000-2001

	Public		Private		Combined	
	Male	Female	Male	Female	Male	Female
Pre-school	50.1%	49.9%	50.0%	50.0	50.0	50.0%
Grade I	53.3	46.7	50.6	49.4	53.1	46.9
Grade II	52.1	47.9	50.5	49.5	52.0	48.0
Grade III	51.4	48.6	50.5	49.5	51.3	48.7
Grade IV	50.5	49.5	50.4	49.6	50.5	49.5
Grade V	50.0	50.0	49.9	50.1	50.0	50.0
Grade VI	48.7	51.3	49.6	50.4	48.7	51.3
Total	51.2	48.8	50.2	49.8	51.0	49.0

Source: Combined 5th and 6th Philippine Report on the Convention on the Elimination of All Forms of Discrimination Against Women.

¹⁵ Literacy is defined as the ability to read and write a simple message.

Table 4. Enrollment in Public and Private Secondary Schools for SY 2000-2001

	Public		Private		Combined	
	Male	Female	Male	Female	Male	Female
First Year	50.4%	49.6%	48.6%	50.4%	50.2%	49.8%
Second Year	49.1	50.9	49.2	50.8	49.1	50.9
Third Year	47.8	52.2	48.6	51.4	48.0	52.0
Fourth Year	46.6	53.4	47.0	53.0	46.6	53.4
Total	51.2	48.8	48.6	51.4	48.7	51.3

Source: Combined 5th and 6th Philippine Report on the Convention on the Elimination of All Forms of Discrimination Against Women.

The survival and persistence of female children/ students, however, is reflected in the secondary enrollment rates. Although females have a lower enrollment/participation rate in the elementary level, they show better performance in the secondary level.

Poverty dimensions in education. Based on the poverty statistics from the National Statistical Coordination Board (NSCB), poverty in the Philippines has been declining. In 1994, families with income below the poverty threshold accounted for 35.5 percent. The figure went down by 31.8 percent in 1997 for families with income of PhP 11,319.00. Furthermore, in 2000, poverty incidence was placed at 33.7 percent with the annual per capita threshold reached PhP 13,823.¹⁶

From 1994 to 1997, almost all of the regions reported a decline in poverty incidence from 1994 to 1997. It includes Region 1 (Ilocos Region) and Region 3 (Central Luzon) which registered the highest level of decline at 10.1 and 9.8 percentage points, respectively, from 1994 to 1997. At the other end, for example, NCR (1.6), Southern Mindanao (2.1), Northern Mindanao (2.2) and ARMM (2.7) experienced only a slight reduction in incidences of poverty.¹⁷

Among all the regions, the Autonomous Region of Muslim Mindanao (ARMM) registered the highest poverty incidence in 1997 with 57.3 percent of the families considered poor. Other regions with high poverty incidence were Region 5 (Bicol) with 50.1 percent and Region 12 (Central Mindanao) with 50 percent.

The link between poverty and education can best be illustrated by looking at the availability of public day care centers in the different regions. The EFA Assessment Report states that only 72.4 percent of the 30,347 barangays in the country have public day care centers. Of the 13 regions including NCR, CAR and ARMM, the latter is the most deprived, with 76.5 percent of its barangays having no public day care center. It is followed by Region 8, with 52.3 percent of its barangays lacking said facility and NCR, with 43.5 percent with no public day care centers.

¹⁶ NSCB. 2001 Poverty Estimates (Preliminary Results). Manila, Philippines.

¹⁷ NSCB. 1997 Poverty Estimates. Manila, Philippines.

Non-formal Education

The UNESCO data showed that the Philippines had a literacy rate of 94.1 percent in 1998, with an estimated 2.5 million illiterate population. In 1994, the simple literacy levels was estimated at 93.9 percent from 89.90 in 1992 while functional literacy increased from 75.24 percent in 1992 to 83.80 percent in 1994.

Table 5: Performance Indicators by Level of Education

Indicator Year	Participation Rate		Cohort Survival		Literacy	
	Elementary	Secondary	Elementary	Secondary	Simple	Functional
1992	85.16	56.75	68.36	48.59	89.90	75.24
1993	85.37	57.62	67.67	48.26		
1994	87.14	58.47	66.50	48.99	93.90	83.80
1995	92.70	62.25	67.50	47.53		
1996	94.33	62.62	72.13	48.32		
1997	95.09	64.22	73.73	52.05		

Source: <http://www.yahoo.com>. *Results and Impact of Policies and Programs*

To attract out-of-school youth and adults to the literacy classes, the BNFE uses livelihood classes as the entry point for teaching basic literacy. In the Division of City School of Manila, for example, the Teacher Community Coordinator (TCC) handles vocational classes.

Part III

General Characteristics of Working Children/ Child Laborers in the Survey

- **Age and Sex/Gender of Child Workers**

A total of 63 male and 37 female child workers were interviewed for the survey. Nearly half (49 percent) of the children interviewed were between 13 to 15 years of age. Children between the ages of 16 and 17 comprised 34 percent while those in the 10 – 12 years old age bracket made up 16 percent of the total.

Due to the larger number of males among respondents, males dominated all the age groups. There were more males (36 percent) in the 13 to 15 years old age group than females (13 percent). Of those surveyed with ages 16 to 17 years old, eighteen (18) percent were males and 16 percent were females. Males slightly outnumbered females in the 10 – 12 age group with nine (9) percent males and seven (7) percent females. There was only one (1) child worker younger than 10 years and she is female.

- **Age/Sex and Type of Work**

Sectors represented in the survey include the following: agriculture, service, manufacturing, and fisheries.

1. Agricultural Sector

Child workers in the agricultural sector comprised seven (7) percent and all were male. Their mean age for this sector was 15 years old. Four of the child labourers were between the ages of 16 and 17, and the remaining three between 13 to 15 years old.

2. Service Sector

a. **Domestic Help.** Domestic helpers accounted for 12 percent of the sample population. Almost all (11) were females with only 1 male. The mean age for this sector was 15.9 years old. Half of them were 17 years old while the rest were between 13 to 16 years old.

b. **Scavenging.** Scavengers accounted for 12 percent of those surveyed. Males slightly outnumbered females with 7 males and 5 females. Their mean age for this sector was 14.75 years old. The older workers who were 16 to 17 years old made up 42 percent while children who were 13 to 15 years old made up 33 percent.

c. **Reception/ Waiting Tables.** Receptionists or waitresses represented 5 percent of the survey sample. They were all female and 16 to 17 years old.

d. **Various Activities.** Respondents who engage in various activities such as vending, collecting old bottles and the like totaled 11 percent. A greater number of these workers were males (8) while only 3 are females. The mean age of this sector was 14.2 years old. The age brackets 13 to 15 years old and 16 to 17 years of age were equally represented in the sector at 36 percent each. The younger age group of 10 to 12 years old comprises 27 percent.

3. Manufacturing Sector

a. **Pyrotechnics.** Child workers engaged in the manufacture of firecrackers accounted for another 7 percent of the sample population. Females outnumbered males with six females and one male in this category. The mean age for this sector was 14.6 years old. Almost all of the workers (5) were between 13 – 15 years old. Only one child was 12 years old while another was 16 years old.

b. **Stone Quarrying.** Sixteen percent of the child workers are involved in stone quarrying. The population is overwhelmingly male (14) with only two females. The mean age for this sector was 13.7 years old. Seventy-five percent were between 13 – 15 years old.

4. Fisheries Sector

a. **Fishing.** There are 21 child workers engaged in fishing and they are almost exclusively male (20). The mean age for this sector was 13.86 years old. More than half of the children (12 or 57 percent) were between 13 to 15 years old. There were 4 children between 10 to 12 years old.

b. **Bakaw** (short for *batang magnanakaw* or child thief). There were 9 child workers involved in *bakaw* in the sample population. In terms of gender distribution, 5 were males and 4 were females. The mean age for this sector was 13 years old. Slightly more than half (5) of the children were between 13 to 15 years old while 3 were between the ages of 9 and 12,

Household and Family Characteristics

- **Places of Residence**

The distribution of respondents according to their area of residence was as follows:

Greater Manila Area	35 percent
Negros Oriental	15 percent
Bulacan	13 percent
Montalban, Rizal	8 percent
San Pedro, Laguna	7 percent
Camarines Sur	7 percent
San Roque, Cavite	6 percent
No Answer	9 percent

- **Migration Patterns, Housing and Security of Tenure**

Although majority (44 percent) of the children and their families did not migrate across cities or provinces, an almost equally large percentage (40 percent) of children and/or families migrated. They lived in urban/rural poor communities where they did not have access to basic services such as piped water, health services and electricity.

A substantial part (66 percent) of the respondents identified themselves as squatters. They did not possess security of tenure and were constantly under threat of demolition/eviction. Meanwhile, 17 percent claimed ownership of their homes while 7 percent were renting.

- **Household Size and Family Size**

Large households characterized the respondent population with majority of the child workers (62 percent) coming from households with 6 – 10 members. A third or 31 percent of the child workers lived in households with five or less members. The remaining six percent belonged to households with 11 to 15 members.

Similarly, the children tended to belong to large families with 68 percent of them having families with 6 to 10 members. Those with smaller sized families of five

members or less comprised 19 percent. Child workers with very large families of 11 to 15 members made up 11 percent.

- **Number of Siblings and Living Arrangements**

More than half (51 percent) of the respondents had 5-8 siblings. The remaining 39 percent had four or fewer than four siblings.

Two-thirds (66 percent) of the child workers lived with both parents. Eighteen (18) percent of the children lived with guardians and out of that percentage, 30 percent listed their employers as guardians while the rest lived with relatives. Eleven (11) percent of the children lived in single-parent households while 2 percent did not live with parents or guardians. Majority of the child workers, then, lived with their parents/guardians. It is interesting to note that those who lived in rural areas had a higher percentage living with their families while those in urban poor communities had more children living with guardians/relatives and employers. This was especially true for those in the fish port of Navotas and in the scavenging communities of Payatas.

- **Employment Status of Parents and Siblings**

More than three-fourths (79 percent) of the children came from families with one or more working parents. Only 18 percent of the families received no income from both parents. Out of the number of families with working parents, more than half (51 percent) were double income households while the remaining 28 percent were single income households.

Sixty seven (67) percent of the respondents had siblings who were also working while 33 percent did not. Of those with working siblings, 60 percent had 1-3 siblings who were working.

Working Children/ Child Laborers and Work

- **Age of Children When They Started Working**

The mean age that the children started working was 11 years old. The largest percentage of children (34 percent) began working at 13 to 15 years of age. A similarly large percentage (31 percent) began working at 10 to 12 years of age. Slightly fewer (25 percent) began working below the age of ten. Only 10 percent began working at 16 years or older.

- **Number of Years at Work**

The children had been working for an average of 3 years. More than half (52 percent) of the children have been working for 2 years or less while more than a third (34 percent) have been working for 3 to 5 years. There were few who have been working for longer periods with 11 percent working for 6 to 8 years and 3 percent working for 9 years or more.

- **Hours Spent at Work**

On the average, the children worked for 8.5 hours a day. More than half (58 percent) of the children worked 5 to 8 hours. Almost one third (31 percent) maintained even longer hours, working 9 to 12 hours a day. Few children worked less than five hours (7 percent) or more than 12 hours (4 percent).

Every week, the children worked an average of 39.8 hours. The weekly ranges showed that 36 percent of the children surveyed worked 28 hours or less. Almost half (46 percent) worked 29 to 56 hours a week while 18 percent worked for more than 56 hours a week.

- **Contribution to Household Income**

The children contributed an average of PhP78.00 daily. Three quarters (80 percent) of the children contributed P100.00 or less to their household every day with 38 percent contributing from P1.00 to P50.00 and 42 percent contributing P51.00 to P100.00. Nine (9) percent contribute P101.00 to P150, 5 percent contribute P151.00 to P200 and 2 percent contribute P251.00 to P300.00. Only 4 percent did not contribute to the household income.

On a weekly basis, children contributed an average of PhP356.00. Almost half (49 percent) of the children contributed P300.00 or less. The next largest percentage (32 percent) of children contributed P301.00 to P600.00 to the household income every week. As the amounts increased, the number of children able to contribute decreased with 11 percent contributing P601.00 to P900.00, three (3) percent contributing P901.00 to P1,200.00 and only 1 percent contributing more than P1201.00 per week. Four (4) percent did not contribute to the household income on a weekly basis.

- **Reasons for Working**

When the children were asked why they worked, more than half (55 percent) said that they felt they needed to supplement the household income. Almost a fourth (24 percent) said that they wanted to earn their own money. Other reasons were: because one parent was jobless or deceased (8 percent), they needed to earn money for schooling (5 percent), so that the family could eat (4 percent). Two (2) percent were forced to work by parents. One child wanted to emulate her working sibling while another simply did not have any choice but to work.

- **Work Related Problems**

Among work-related problems, the most often cited was the difficulty of the workload (21 percent). Eighteen (18) percent cited the presence of abusive adults such as police (8 percent), employers 96 percent) and customers (4 percent). Health problems resulting from working conditions were cited by 14 percent while lack of sleep/long hours/fatigue from work was cited by 13 percent. Other problems mentioned were weather related problems (8 percent) and low pay (2 percent).

Working Children/Child Laborers and Schooling

- **Grade Level Reached**

Sixty (60) percent of the working children/child labourers finished some grade school. Of that number, 16 children finished grade six, 13 children finished grade five, 4 children finished grade four, 10 children finished grade three, 7 children finished grade two and 10 children finished grade one. Of the remaining 40 percent, 16 children finished first year high school, 18 children finished second year high school and only 3 children finished third year high school. Three children did not answer.

- **Number of Hours Spent in School**

The children spent an average of 5.3 hours in school each day. More than half (55 percent) of the children spent 3 to 6 hours in school. Close to a fourth (23 percent) indicated that they spent 7 or more hours in school. Only 9 percent spent less than 3 hours in school.

- **Number of Hours Spent on Homework/ Assignments**

On the average, children only spent 1.4 hours on their homework. More than two-thirds (67 percent) of the children only spent 1 to 2 hours on their assignments/homework. Equal numbers (6 percent each) of children spent zero and 2 to 4 hours doing assignments/homework. Twenty-one (21) percent did not answer.

- **Support Systems**

1. **Support at Home.** With regard to their schooling, 71 percent of the children felt the support of their mother while a lesser number (66 percent) say they felt the support of their father.

Of the 71 children who felt the support of their mother, financial support offered for the child's education was the most often (35 percent) cited reason. Other children felt that their mothers showed their support by seeing to the child's needs (18.4 percent) and by expressing their desire to see their child finish school (16.9 percent). To a lesser degree, children felt supported when they were helped with schoolwork and when they were encouraged/forced to study (5.6 percent)

Out of the 29 children who said they did not feel the support of their mother, the primary reason was because the mother is deceased (48.7 percent). Fourteen percent of those who did not feel supported were abandoned by their mothers, while 10.3 percent were forced to work instead of study.

More than a third (34.8 percent) of the children who felt the support of their father said that the support was expressed through the financing of their education. Others mentioned that their fathers showed their support by expressing a desire to see their children finish school (13.6 percent), assisting their children with school work/ needs (12.1 percent) and by forcing the child to study (10.6 percent).

Out of the 34 children that said they did not feel the support of their fathers, 44 percent have not had contact with their fathers because of death or separation. Those who were made to stop schooling number 17.6 percent. Other reasons cited for feeling unsupported were that the father was sick, jobless or addicted to drugs.

Forty-two percent of the respondents mentioned other family related problems that interfered with their schooling. Fifteen percent were affected by the absence of one or both parents because of death (8 percent), separation (3 percent), abandonment (3 percent) and having a parent in prison (1 percent). Eight (8) percent were affected by their difficult circumstances such as poverty (5 percent) and lack of food (3 percent). Nine (9) percent were affected by serious family problems such as the presence of substance abuse in the family (4 percent), physical abuse (3 percent) and a broken family (2 percent). Five (5) percent had a sick or jobless parent. Other problems included siblings who do not study (3 percent), no house (1 percent) and the disfigurement of the child (1 percent).

2. **Support at School.** In school, 78 respondents said that they felt the support of their teachers and 64 respondents said that they felt the support of their classmates.

Out of those that felt supported by the teachers, the support was mainly felt in the way the teachers helped children with lessons and assignments (88.5 percent). Following that was the concern shown by teachers about the child's learning (5.1 percent).

Twelve respondents did not feel the support of their teachers because the teachers did not care whether or not the children learned (41.7 percent) and because of physical abuse (16.6 percent). The remaining 41.7 percent cited various reasons related to the attitudes and responses of the teachers such as dropping them from the class, telling them to stop going to school, giving the child a difficult time and frequent scolding.

Among those who felt the support of their peers, 89 percent said that their classmates helped them with lessons and assignments. The remainder felt support in the generosity, concern and moral support extended to them as well as when their classmates allowed them to copy answers for homework and during tests.

Sixty seven percent of those unsupported by their peers said that the primary reason they felt this way was because their classmates ignored them and refused to help them. Twenty five percent were bothered by teasing from their classmates.

- **Number of Absences and Reasons**

Eighty-four percent of the respondents said that they had been absent from class, while 5 respondents said that they had not. More than half of those surveyed (52 percent) had 12 or more absences for one particular month and a significant 30 percent had five or less absences.

The most common reason for absences given was sickness (25 percent). One-fifth (20 percent) of the children attributed their absences to the demands of their work that left them tired/ fatigued, listless and sleepy. The absence of other children (18 percent) was because their family had no money. Ten (10) percent of the children had family-related problems which kept them from attending school regularly, such as sickness of a family member and having to stay home to take care of their siblings.

- **Number of Times Schooling was Stopped and Reasons**

Out of the total respondent population, 87 percent had stopped at one point or another while 7 percent had not. Of the 87 percent that had stopped, 7 percent had stopped only now, 39 percent had stopped once before, 19 percent had stopped twice before, 17 percent had stopped thrice before and 5 percent had stopped 4 or more times in the past.

The lack of money, by far, was the reason most children (32 percent) stopped schooling. Following that are work-related reasons (22 percent) such as fatigue/ tiredness (9 percent), the lack of time for studying because of working hours (5 percent), the need to work/ earn money (5 percent) and work-related illnesses (3 percent). Stress on family relationships and finances due to death, birth, illness, migration, separation and tragedy is the reason why twenty (20) percent of the respondents stopped schooling. Five percent of the children were made to stop schooling by their parents. The remaining percentage of children cite other reasons such as peer pressure, embarrassment to face classmates/teachers, problems with school authorities/ teachers/ requirements and the lack of food.

When asked to cite other reasons why children stop going to school, the children indicated the following¹⁸:

1. Tiredness/ fatigue and lack of sleep because of work	55 percent
2. Tasked with household work	33 percent
3. Difficulty of work load	32 percent
4. Money problems/ lack of money	30 percent
5. Problems with teachers/ school authorities	30 percent
6. Made to stop by parents	7 percent
7. Peer pressure	4 percent
8. Personal decision to stop schooling	4 percent
9. Family problems	4 percent
10. Distance of residence from school	3 percent
11. Change of residence	1 percent

¹⁸ Figures add up to more than 100% because multiple answers given by children were accepted.

Part III A

Cases

Anton: Working and Problems Caused at School

Anton is 15-years old. He and his family used to live in a rented house in Cagayan but life became too difficult there. In 1991, Anton, his parents and his five siblings moved to Montalban, Rizal. There, Anton's mother took in laundry and his father worked in construction. Despite both parents having jobs, life in Montalban has been difficult. They are squatters because they cannot afford a place to rent and with six children to raise, his parents never have enough money.

Anton used to go to school and work at the same time. His mother tried hard to give him what he needed although sometimes there just wasn't enough money. He saw that his father would work hard to be able to send him to school. Although he tried to attend regularly, there were several occasions that he could not go to school because he had no money and had to work. Other times, he would miss school because he had no clean uniform. After working, he would spend five hours in school and two hours in the evening doing assignments and projects leaving him little time for rest or, even, play. He was afraid of his teacher because s/he was ill-tempered and would often shout at the class. In school his teacher gave him a hard time and even embarrassed him in front of his classmates. He stopped schooling in the past year because the teacher would not give him the clearance he needed to graduate from grade school. In addition to that, Anton's family did not have the money to pay for tuition. In fact, they did not even have enough money to attend to his clearance requirements. The school was far and there was not enough money to keep going back and forth to rectify the situation. So, his parents decided that he should just stop studying

Anton now works in a quarry, crushing large stones into smaller pieces. He started working here at 7 years old and has been working for 8 years. He works 8 hours a day, 3 times a week. His work is dangerous because of landslides that threaten their lives whenever there are heavy rains. He works long hours and has to cart away very heavy stone. He describes his work as "backbreaking". For all his efforts the stones are sold for only PhP10.00 per cart or *kartilya*. He usually fills up five carts and can earn up to PhP50.00 a day. The money he earns is usually given to his mother. This backbreaking labor is work that he feels he must do because his family is very poor and they need money so badly. It is a condition he cannot escape because the survival of his family depends on it.

Sonny: Domestic Duties Interfered with Schooling

Sonny is 14-years old. He lives in Montalban, Rizal with his parents and three siblings – all of them too young too work. He has been working with his parents since he was 7-years old. They work in a quarry where Sonny and his father break up large stones into small pieces and then cart the collected piles into waiting trucks. The work is hard and heavy – physically taxing in all weather conditions. It is tiring and dusty during burning summer months, slippery and dangerous during the rainy season. His parents collect all the money from the sale of the quarried stones. He does not receive a salary for the work. Instead, his parents buy him clothes or, on rare occasions, give him a small amount of money to buy treats.

After working in the morning he used to attend school in the afternoon. Although his parents have been supportive about his schooling, he has had to stop from time to time. When he was in first grade, he had to stop mid-way because his mother gave birth prematurely. He had to stay home for two months while his mother was hospitalized. Due to his long absence from school, he was made to repeat first grade. The burden of his household responsibilities, work and studying took their toll on his study habits because two years later, he had to repeat third grade. In school he did not get along with his classmates and teachers. His classmates would tease him when he would get scolded and would say bad things to him. He felt his teachers did not like him – to the point he felt like they conspired amongst each other to force him to drop out. Aside from scolding him often, they would always gang up on him even if he got high marks on tests. Furthermore, one of his teachers told his class that they did not care whether the children listened or learned anything because whether or not they did the teacher would be paid all the same. The last straw came recently, when he was in 5th grade. He was discovered fiddling with a lock and was accused of destroying it. He said he was only fixing it. As a result, his parents were called in for a conference. At that meeting, his mother was asked by the teachers to sign a document turning Sonny over to the Department of Social Welfare and Development (DSWD) saying that he was a problem child and a troublemaker. Although his mother defended him against the charges of the teachers, Sonny felt he could no longer return to school because of this incident. Now, he has completely dropped-out and continues to work at the quarry with his parents.

Julia: Girl Thief in the Navotas Port

Julia is 9-years old and the youngest of four children. She and her family used to live in Cebu but they moved near the Navotas Fish Port where they live in a squatter settlement beside a river. Her father used to work in a chocolate factory but had to stop when he contracted tuberculosis. Now, her parents steal fish at the port for a living.

Two of her male siblings, ages 11- and 12-years old, have stopped schooling and have been working with their parents. At the fish port those who steal basins of fish from the unloading area using a large steel fish hook are known as

bakaw – a contraction of the words *batang magnanakaw*, meaning “child thief”. Others pick up discarded or dropped fish and collect them in pails. The children who pick up scrap fish are called *pulot*, literally meaning “pick up”. When she turned 7-years old, Julia joined them at the fish port to work as a *pulot*. She has been working for the past two years and is now a *bakaw*. She goes to work at least thrice a week and works from 9 PM to 5 AM. She goes with her mother to the fish port where her mother establishes their area and watches over the fish that is collected. A pail of discarded fish can be sold for P50/pail. While the children go about their work, security guards harass them, by kicking, slapping or hitting them on the head. Sometimes they are arrested and confined.

After a long night at the fish port, Julia gets a few hours of sleep then wakes up at 10 AM and then attends school from 12 noon to 5 PM. She is an ERDA beneficiary, as was her 11-year old brother. Unfortunately, her brother stopped schooling early and did not even finish grade 2. His teacher claimed that he had answered back to her in class. After the incident, the teacher took back his books and refused to allow him to attend classes. She even said that she would have him removed from the ERDA beneficiary list so that he would no longer receive support. Julia, on the other hand, has little energy to be an active student. Her work hours are long and the work is very tiring, so she gets sleepy in class. She cannot find the time to do her assignments either, so her grades are not very high. As young as she is, she has already had to stop schooling several times. Once was because her mother was pregnant and her father became ill. Other times, she stops going to school because she gets a nosebleed and coughs up blood when her teachers scold her. Due to the highly contagious nature of tuberculosis, it is possible that her father has passed on the sickness to her. Her family brought her to a doctor who said she would need hospital confinement for one month. Sadly, her family cannot afford to treat her because they do not have any money for medical expenses. So, she continues to go to school infrequently but may soon stop schooling because of her illness.

Bella : Trauma in the School

Bella is now 17-years old . She was born and raised in Bohol along with eight other siblings. Her parents worked hard as farmers to be able to afford to send her to school because they wanted her to get an education. Bella’s older sister went to Manila to work as a domestic helper so that she could earn more money and help with the household expenses.

While studying, Bella had to lodge in town while attending school because it was far from her home. She could only go home during weekends to see her family. In school, she felt supported by her classmates but had some traumatic experiences with her teachers. She remembers that her teachers in first and second grade would punish her by making her squat with books on her head other times they would scold her and pinch her thighs. Also, there were many times that she had to miss school because she had to stay home and help her mother. There was just too much to do – cleaning, washing clothes and taking care of the family, especially the children. Since

the school was so far and she had to travel back and forth between her home on weekends and school, eventually her family did not have enough money for transportation, food and lodging.

She decided to stop schooling before she completed her fifth grade and convinced her parents to allow her to leave for Manila and follow her sister. She no longer cared for studying. Besides, she wanted to be like her sister who earned enough money to help the family and could bring nice things home every time she came for a visit. So, at 14-years old she left her family in Bohol to seek employment in Manila.

Bella now works in San Juan, Metro Manila as a domestic helper. She wakes up at 4 AM to prepare breakfast for her employer's family. After her employers and their children have left the house she fixes their beds, sweeps and dusts their rooms, collects all the dirty laundry and washes them. She has to be careful when cleaning around the house because the lady of the house is very particular. Anything that is broken is taken from her salary. She takes a break for lunch at 11 AM then prepares lunch for her wards. After lunch, she rests with them until 2 PM. The rest of the afternoon and evening is spent attending to her employers' needs. After she prepares dinner for her employers and cleans up after them, she is in bed by 10 pm. Although the work can be grueling because she has to do almost everything, she is quite content. She used to earn PhP1,200 a month but now she earns PhP 2,000 a month. Half of her salary is sent back to her family. Together with what she and her sister send back, they are able to give their parents about PhP 2,000 a month.

Bobby: Domestic Conflicts and its Negative Consequences on the Working Child

Bobby is 12-years old. He was born and raised in Meycauayan, Bulacan but his family eventually moved to Cavite to seek better income opportunities. His father found work as a mechanic and the family settled down. Bobby was able to attend school and felt the support of both his parents. Unfortunately, tragedy struck when a drug addict killed his father. His mother got scared and they moved back to Bulacan but in the area of Bocaue where she rented a house for PhP300 a month. After some time, his mother remarried and Bobby now lives with his mother, stepfather and a baby stepbrother. His mother works as a laundry woman while his stepfather works in the rice mill as a porter. His stepfather can earn as much as PhP1,500 a week but only during milling season. When there is no work at the rice mill, he does odd jobs.

When they returned to Bulacan, Bobby went back to school and finished fifth grade. His classmates and female teachers were supportive and would encourage him. However, his male teachers were ill-tempered and would hit him on the head. He had several absences due to sickness. When he was in sixth grade, his teacher told him he would not be able to graduate because his Form 137 was still in Cavite. The family did not have any money to travel back to Cavite and secure the form. More than that,

his mother was afraid to return to Cavite because of what had happened to his father. Although she told Bobby she would eventually get the form, she never did.

In order to help his family, Bobby works as a scavenger. He has been doing this since he was 10-years old. He walks around with a large sack, filling it up with scraps he finds in the garbage or on the street – pieces of plastic, bottles, paper and metal. He walks for more than five hours everyday under the hot sun with a heavy sack on his back. He often gets cuts on his fingers and the soles of his feet from handling broken glass and scraps of metal. When the scraps are sold, he earns about PhP50.00 a day – PhP30.00 is given to his mother while he uses the remainder for his food.

Although the work is very difficult Bobby says he would rather work than study. He has lost his desire to study and thinks he is better off working because the family often does not have enough money for food or electricity. Some mornings, he wakes up to find that they have nothing to eat for the day. He says that he is the only one who can help his parents because his brother is too young to work. Even if he were given the chance to study again, he would still choose to work because he and his family are just in too much need.

Willy: Sole Income-Earner, Prone to Sickness and Abused at School

Willy is 14-years old. He and his family used to live in Nueva Ecija but left in 1989 because life had become too difficult there. They moved to Manila and are currently squatters in Payatas. His parents could not find regular employment and turned to scavenging. Later, his older brother got married at 19 and moved out, leaving Willy to help his parents scavenge.

While working, he would attend school in the afternoons. His parents tried to give him what he needed and would even scold him when he didn't go to school. In school, he felt that his teachers were dedicated to their work, his classmates, on the other hand were more interested in their gang/group activities than in studying properly. Although he reached first year high school, he had to stop schooling because he had accumulated back subjects as a result of projects that he was not able to accomplish. He just could not find the time and money to finish the assigned projects. He became embarrassed to return to school because he was afraid they would make him repeat first year. Rather than be left back, he decided to join his father scavenging.

Willy has worked as a scavenger since he was 13-years old. He works all afternoon under the sun. It is uncomfortable and tiring, he says, the sun is hot on his skin and becomes itchy because of the dirt and grime. He works 3 times a week and earns about PhP100.00 a day. His father wants him to continue studying but he cannot. His father complains of shortness of breath and Willy and his mother fear that he may have a heart ailment. Right now his family depends on him, as he is the only one who left scavenging. Although Willy still hopes to go back to school, the chances

are slim. He cannot escape scavenging because the survival of his household depends on him. Education has become a luxury and he no longer has the time for luxury. He cannot let his family down.

Lyn: Pyrotechnic worker turned sex worker

Lyn used to live with her father, grandmother and two sisters (who are 13 and 12 years old). They were squatters who lived under looming threats of eviction as they had no security of tenure. Since the time her mother left the family for another man, Lyn endured the verbal abuse of her father. He would call her “*puta*” (whore) and accuse her of being just like her mother. Despite this, she assumed responsibility for the household as she was the eldest child. She looked after the whole family and did all the household chores such as cooking, washing and cleaning.

While in school, she enjoyed the company of her classmates and the encouragement of her teachers. However, when her father lost his job, she no longer had extra money to pay for school projects, supplies, and later, she did not even have any money for food and transportation. She continued going to school but had to bear the embarrassment of being reprimanded by her teachers for her increasing absences and low marks. In September of last year, Lyn fell ill and stopped her schooling. She did not return even when she had recovered because she felt it was her duty to work in order support her family. She was only in second year high school.

Money was hard to come by and everybody had to find a way to keep the household running. Lyn’s grandmother sold vegetables at the market to help with the household expenses. Since the loss of his job, her father began renting out their house for about PhP50.00 to addicts who needed a place for their drug sessions. Lyn and her sisters earned the bulk of household income at a pyrotechnics factory in Bocaue, Bulacan and turned over everything they earned to their father.

Lyn had been working at the pyrotechnics factory for six years – since she was ten years old. She and her sisters received PhP50.00 for 8 hours of work, wrapping fireworks in a warehouse with no regard for safety regulations. They were constantly exposed to harmful, highly flammable and explosive chemicals. She also used to complain of backaches from having to sit down all day. Despite the difficulties, she could not leave the factory because her family needed the money and work was especially good during December.

After enduring years of verbal abuse from her father, Lyn decided to leave her family and live with her twenty-eight year old boyfriend. Unfortunately, the relationship did not work out. Soon after, she was recruited and she decided to take the offer. She now lives in Batangas and works as a prostitute. Lyn is only sixteen years old.

Part III B

Illustrative Cases of Children's Expenditures

School Expenses of Nelmar, age 12, Grade V

School Supplies

Qty.	Item	Unit Price	Totals
10	Notebooks	9.00	90.00
2	Pad Paper	10.00	20.00
3	Ballpens	5.00	15.00
1	Ruler	5.00	5.00
2	Pencils	4.00	8.00
1	Box of Crayons	18.00	18.00
1	Big Envelope	3.00	3.00
1	Pentel Pen	18.00	18.00
1	Small Envelope	2.50	2.50
1	Big Folder	2.50	2.50
1	Art Paper Set	10.00	10.00
1	Bond Paper Set	10.00	10.00
1	Cartolina	5.00	5.00
1	Manila Paper	2.50	2.50
1	Paste	2.50	2.50
2	Plastic Cover	10.00	20.00
1	Scissors	6.00	6.00

Subtotal for School Supplies:

238.00

Uniform Expenses

Qty.	Item	Unit Price	Totals
1	White Polo Shirt	120.00	120.00
1	Pants	150.00	150.00
1	Jogging pants	120.00	120.00
1	T-Shirt	75.00	75.00
3	Briefs	50.00	150.00

Subtotal for Uniform Expenses:

615.00

School Contributions and Other Expenses

Qty.	Item	Unit Price	Totals
1	PTA	50.00	50.00
1	Electric Fan	50.00	50.00
1	ID Card	15.00	15.00
4	Test Papers	10.00	40.00
8	Janitor's Monthly	6.00	48.00
203	Daily Transportation	6.00	1,218.00
203	Daily Snack	9.00	1,827.00

Subtotal for Contributions and Other Expenses:

3,248.00

TOTAL SCHOOL EXPENSES 4,101.00

Yearly Family Income

Father, Carpenter - Unreliable earnings and Currently Jobless	
Mother, Domestic Helper - 2000.00/month	24,000.00
Contribution of 2 working children/child labourers - 150.00/day	45,000.00
	<u>TOTAL INCOME</u> 69,000.00

Yearly Family Expenses	
Transportation of Mother - 36.00/day x 320 days	10,800.00
Food - 200.00/day x 365 days	73,000.00
Water - 2.50/day x 365 days	912.50
Miscellaneous - 40.00/day x 365 days	14,600.00
Schooling of Children - 4101.00 x 6 Children	24,606.00
	<u>TOTAL EXPENSES</u> 123,918.50

School Expenses of Maricel, age 14, Grade IV

School Supplies

Qty.	Item	Unit Price	Totals
12	Notebooks	9.00	108.00
3	Pad Paper	15.00	45.00
3	Ballpens	6.00	18.00
1	Ruler	5.00	5.00
2	Pencils	4.00	8.00
1	Box of Crayons	18.00	18.00
2	Big Envelope	3.00	6.00
2	Scotch Tape	6.00	12.00
2	Small Envelope	2.50	5.00
2	Big Folder	2.50	5.00
1	Art Paper Set	10.00	10.00
1	Bond Paper Set	20.00	20.00
1	Bag	200.00	200.00
1	Manila Paper	2.50	2.50
1	Paste	3.00	3.00
2	Plastic Cover	10.00	20.00
1	Scissors	6.00	6.00

Subtotal for School Supplies:

491.50

Uniform Expenses

Qty.	Item	Unit Price	Totals
1	Blouse	120.00	120.00
1	Skirt	150.00	150.00
1	Jogging pants	150.00	150.00
1	Black Shoes	200.00	200.00
1	Rubber Shoes	180.00	180.00
2	Socks	30.00	60.00

Subtotal for Uniform Expenses:

860.00

School Contributions and Other Expenses

Qty.	Item	Unit Price	Totals
1	PTA	20.00	20.00
1	Electric Fan	100.00	100.00
1	ID Card	20.00	20.00
4	Test Papers	10.00	40.00
8	Janitor's Monthly	6.00	48.00
203	Daily Transportation	3.00	609.00
203	Daily Snack	10.00	2,030.00

Subtotal for Contributions and Other Expenses:

2,867.00

TOTAL SCHOOL EXPENSES 4,218.50

Yearly Family Income

Father, Construction, Unstable salary - 1000.00/wk x 52 wks	52,000.00
Mother, Unemployed	
	<u>TOTAL INCOME 52,000.00</u>

Yearly Family Expenses

Transportation of Father - 140/wk x 52 wks	7,280.00
Food - 150.00/day x 365 days	54,750.00
Water - 1.00/day x 365 days	365.00
Miscellaneous - 30.00/day x 365 days	10,950.00
Schooling of Children - 4218.50 x 5 Children	21,092.50
	<u>TOTAL EXPENSES 94,437.50</u>

Part IV

School and Classroom Policies and Practices that Work/Work Against Child Labour

A. Policy on free education vs. actual school expenditures and contributions of children

Although the Philippine Constitution provides for free elementary education, only the school tuition fees are free. Enrollees at the elementary and secondary schools need to pay, albeit voluntarily, a number of other fees.¹⁹ A series of departmental orders clarified the collection of fees which must be given voluntarily without prejudice to the enrollee -- DECS Order No. 99, s. 1998 which provided that the contribution must be voluntary and not made a requirement for admission or for clearance purposes, DECS Order No. 60, s. 1999 that modified the policy prohibiting the collection of contributions from public school students by setting a maximum amount that can be collected, and DECS Order No.37, s.2000 which reiterated DECS Order No. 60. A look at the listing showed that each student pays at most P145.00 a year in fees.

The fees are as follows:

- Identification Fees (not more than) PhP15.00;
- Boy Scouts of the Philippines (not more than) PhP25.00;
- Girls Scouts of the Philippines (not more than) PhP25.00;
- Philippine National Red Cross (not more than) PhP5.00;
- Schools Publication Fee (for elementary school pupils) (not more than) PhP40.00;
- Schools Publication Fee (for high school students) (not more than) PhP50.00;
- Anti-TB for elementary and high school students Schools Publication Fee (for elementary school pupils) (not more than) PhP5.00.

ACT and ERDA laud the DepEd policy of prohibiting the collection of contributions during the period of enrollment from pupils and students of public elementary and secondary schools nationwide. Moreover, the department has reiterated that the collection of authorized contributions is allowed only on a voluntary basis and should not be made as a requirement for admission or for clearance purposes.

However, based on ERDA's and other NGOs' experience, fees continue to be collected from pupils and students in the local areas. In some cases, pupils were even asked to contribute for the construction of comfort rooms, school gates/fences and bookshelves for classrooms.

Aside from contributions, another major deterrent to schooling of child labourers are other expenses such as school uniforms, shoes, pants and so on. Also as illustrated in the

¹⁹ See DECS Order No. 26, s.2001, DECS Order No. 38, s.2001, and DECS Order No. 51, s.2001.

cases in the previous section some schools even require contributions for janitorial services, water, electricity and the like.

B. Policy on school attendance and tardiness

School policies on attendance and tardiness are two of the most frequently mentioned predicaments faced by children who work but are still in school.

Republic Act (RA) 7797 sets the school calendar to from 200 to not more than 220 school days. A pupil or student cannot be absent from school beyond 20 percent of the number of school days or he/she will be dropped from the roll. A pupil or student is considered late if he/she comes 10 to 15 minutes after the bell has rang. If he/she is late for class for three consecutive times, the parents are called to the school to explain or help solve the problem.

Owing to the home and work conditions of children, they are often absent and/or late. In some cases, teachers require that the children produce a doctor's certificate if the latter have been absent because of sickness. Since most of them cannot afford to go to a doctor, then the children cannot fulfill this requirement. Often, this leads to the child dropping out of school.

With regards to the requirement that parents must explain why their children have been habitually late or absent, most of them do not have the time and the confidence to face authorities. As shown in the survey, most parents were migrants, had low education and were constantly looking for a living. Or in cases where children have "problematic" (i.e., domestic violence, separation, etc.), the schooling needs of the children cannot really be attended to by the parents/guardians. In most cases, parents do not see any reason why they have to explain as the reasons are self-explanatory: they are poor and the children have to work so the latter are often absent or late.

C. Policy on admission requirements

Parents of working children/child labourers encounter difficulty in meeting some of the requirements for admission to public school. DECS Order No. 22, s. 2002 re: Policies on Enrolment in Public Schools requires an enrollee to present a birth certificate or baptismal certificate attesting to his/her age. If the enrollee is unable to do so, he/she or the parent may submit an affidavit. Because of the cost and the time needed to get a birth certificate, most parents of working children/child labourers cannot produce this document.

For working children/child labourers who are transferees or whose homes were relocated to make way for a development project, they must comply with the following requirements for admission to public schools: one, a birth Certificate; two, report card, and three, a certificate of attendance from the Principal of the school last attended. In addition, a request from the student for the transfer of his/her permanent record must be submitted. The school transmits the request. However, in practice, it is the parents who carry the request for the transfer of the permanent records from the old school to the new one. For the relocatees, the money and time required to accomplish these requirements are not there.

D. Lack of alternative training programs available for child labour

ERDA noted that vocational schools being run by the government are disappearing. The problem is further compounded by the lack or absence of qualified teachers to handle the vocational courses or the required machineries for the courses. In one school in Malabon, the machineries donated by the Colombo Plan were still in their boxes because nobody knew how to operation them.

Vocational schools, from the NGO's point of view, are alternatives to providing students with employable or productive skills. There is however a bias in the thinking of Filipinos against vocational training. As ERDA suggests, we put great importance on acquiring a college degree and getting a white-collar job. Even after acquiring a vocational training, there are still students who would aspire to continuing on to college rather than use their training to start earning.

E. Adjusting the curriculum to accommodate child labour

On the issue of the curriculum, most NGOs and education officials recognize that creating a special curriculum for child labourers is quite difficult. However, within the framework of the set curriculum, there should be flexibility in terms of the methodology or how the contents should be presented. Essentially, this would involve the creativity and innovativeness of the teachers. More importantly, teachers should factor in the conditions or characteristics of the community they are serving. They must be creative to utilize the experiences and working conditions of the child to aid in the learning process. An excellent illustration of this is the experience of SABANA in Smokey Mountain where they teach children to basic arithmetic by counting the tin cans, garbage trucks, and baskets because these are the things that surround them and things they collect to earn cash. But this needs a lot of creativity and patience which does not seem to be in large supply in the schools attended by the child labourers.

As illustrated in Hiyas ng Katarungan, although designated a special school for disadvantaged children, it is still required to conduct regular classes following a curriculum set by DepEd. Teachers characterized the orientation of the curriculum as overly academic. Consequently, it works against the needs and the existing situation of their pupils. For example, as a regular school, it allots each subject one period a day, for instance, 45 minutes of Math. In Hiyas, there have been numerous instances teachers had to spend more time in explaining to their classes the concepts or processes in Math. Since the teachers are required to cover all the topics in the curriculum, the extensions made then accumulate, resulting in the class falling behind the schedule set by the curriculum.

Another factor that seem to work against creativity in the curriculum is the achievement test. Every year, the test is administered to all pupils of the City District. The results are used for ranking the different schools in the school district and evaluation of the performance

of the teachers. Given the emphasis placed on academic subjects, the teachers concede that center has done poorly in these tests.

Following the DepEd's objective of turning "*every child, a reader*", remedial classes in reading are encouraged. By the Fourth Grade, a child must be a reader. In this arrangement, pupils identified as needing help in reading are removed from the class and brought together with other children requiring the same attention. However, remedial classes are the initiatives of the Division or the school itself.

In Hiyas, teachers know their pupils need additional time and attention to learn even the basic skills such as reading, writing and number skills. On their own initiative, teachers attract the pupils to attend remedial classes by providing snacks that come from the teachers' pockets. But the teachers in Hiyas are quite exceptional. In most public schools that we have visited these types of supportive practices are quite rare.

F. Policy on access to quality and equitable education vs. actual practice

There are so many barriers to access to quality and equitable education. DepEd in line with its policy of access to free education has instructed schools not to deny admission even though there are not enough classrooms, instructional materials and facilities. Thus, in our survey, we found that schools in most urban poor communities had class sizes ranging from 40-80 pupils/students per classroom. So, some students have to share chairs while some have to write in the floor. In overcrowded classrooms, the conditions for positive learning conditions then work against child labourers, or for any child for that matter.

For example, as illustrated in Hiyas the school tries to maintain a 25: 1 ratio of 25 pupils per classroom. As explained by the teachers, the physical layout of the rooms in the Center allows only this number of pupils. More recently, the number of pupils has gone up to 31 to 43 pupils. As a policy set by DepEd, the school cannot reject any pupil wanting to enroll, particularly if the pupil has a behavior problem.²⁰

Thus, the policy of free access to education has negative consequences in the learning process of the child as well as in the chance of retaining him in school.

G. Teachers' attitudes towards child labourers

Teacher attitude in the classroom should be examined, in particular the restrictive pedagogical method of many teachers. Within the classroom, teachers see pupils and students as vessels to be filled up with lessons and lectures. Teachers are seen as figures of authority – respected and deferred to and not to be questioned. As a result, pupils are not

²⁰ Children with behavior problems, as described by Ms. Reyes, include those having problems listening or following persons of authority and those who are always fighting with siblings and classmates. These children may be referred to the school by the parents. Children who may also have a history of school-related problems are also taken in particularly if no other public school would accept them. She added that some children referred by centers have behavior problems because of abuse or molestation.

encouraged to express their opinion or points of view. Furthermore, the opportunity for students to “discover” knowledge is not developed.

In the survey conducted on 100 child workers, 10 percent of child workers who stopped going to school noted the lack of support from their teachers. They pointed out that their teachers just taught the lessons and cared nothing about the students. One teacher simply told the student to stop going to school while another teacher just dropped the student from the rolls. One student related that his teacher gave him a hard time in getting a clearance. Another teacher inflicted physical abuse on one respondent while another always scolded one child worker in class.

Practices supportive of working children. The experiences of ACT, SMP-NATOW, SABANA, ERDA and other ILO-IPEC partners show that: (1) If teachers are aware of the rights of the child including the right to express fully one’s views and concerns, the pedagogical atmosphere becomes more effective; (2) Sensitivity on the part of the teachers to the situation of the children labourers increases the latter’s retention rate in school; (3) A supportive and nurturing approach to child labourers and their work/domestic conditions often make the child go to school and (4) Consistent monitoring of child’s situation in school and home and responding to some “trouble spots” (e.g., domestic violence, absences, etc.) contribute to a high retention of children in school.. Because most of the working children cannot be attended to by their parents/guardians, often they need parent surrogates or “Ate/Kuya” (sister/brother surrogate). Obtaining this type of support from teachers or peers have made a lot of difference to a number of child labourers.

The Hiyas Center: Using Programs to Respond to Children's Needs

The Silahis ng Katarungan caters to the needs of children with behavior problems and street children in the Division of City Schools, Manila. The Special School has two units: the Gabay Center which is based at the Manila Youth Reception Center at Arroceros, Manila and the Hiyas Center located in Paz, Manila. Gabay is tasked with the education and training of youth offenders who are wards of the Court. Hiyas, on the other hand, serves street children, school dropouts, residents from institutions for homeless children, children from depressed areas, children from broken homes and children released by the courts from the reception center.¹

The Hiyas Center offers a special curriculum with emphasis on the 3 Rs, values education and an integrated vocational program. The inclusion of vocational program was deemed essential in directing the talents of children toward productive activities and developing a positive attitude and love of work. The Center likewise recommends pupils to the Philippine Educational Placement Test (PEPT) for accreditation.

Among the programs and activities offered to enhance the interest of the children in school are the following:

- A. Socialization Program**
- B. Televised Instruction**
- C. Guidance and Counseling Services**
- D. Subsidized Feeding Program**
- E. Milk Feeding Program and Rice Ration**
- F. Livelihood Training Program**

The numerous and diverse needs of the children are responded to by many other programs. Japanese groups offer scholarships while Rotary Clubs, banks and the UK Ambassador have contributed monetary assistance, books and computers. To help the children on a more personal level, remedial programs are conducted with the assistance of volunteers from the University of the Philippines (UP) *Pahinguhod* and the Philippine Women's University (PWU) takes responsibility for home visitations through its Young Women Christian Association (YWCA). Moreover, during the Christmas holiday, the group ensures that every family in the center receives a bag of goodies.

Part V

Key Findings and Conclusions

Macro and Meso Education Policies: How Does it Work (Or do not Work) for Child Labour

Education Policies vs. School/Classroom Policies and Practices

1. **Constitutional provision giving high priority to the education budget.** Although the percentage of education budget has steadily increased from 12 percent in 1992 to 18 percent in 1998, 40 percent of this goes to debt service payments. The remaining 60 percent is barely enough to pay the salaries of teachers and other expenditures of the bureaucracy. Thus, the department is unable to hire enough competent teachers as well as provide enough classrooms, textbooks, instructional materials, and other school facilities. Therefore, it is not surprising that the study found that in some schools, children were asked to contribute to the making of a school bathroom, school gate/fence as well as make class projects like chairs and bookshelves for their classroom.
2. **Right to quality education and compulsory education for children ages 6-11 years old.** As shown in Table 2, the net enrollment/participation rates for 1998 is only 96 percent. When one breaks this down to the income class of regions, we find that those poor and disadvantaged regions like CAR, ARRM, Eastern, Southern and Central Mindanao have very low enrollment rates. Most of the urban poor migrants come from these places. And these poor migrant families need their children to work to support the family.

Micro-realities: From our survey results, we find that the enrollment rate among survey respondents is 60 percent. While the reasons are mainly economic, i.e., the inability of the parents to provide for subsistence, snacks/lunch and other school-related expenses, other reasons also increase the barriers to schooling such as paper requirements/credentials, and problems with the teachers owing to high rate of absenteeism and tardiness. These problems are complicated by their feeling tired and lazy (because of long working hours), lack of focus/concentration on the part of the children in classes and other “problematic behavior” that often result to verbal/physical abuse by teachers and classmates. This, in turn, makes children dread going to school and face their teachers/school authorities and eventually they drop out of school.

3. **Access to education should not be denied to any pupil/student.** Because of this policy, schools cannot reject anyone even though they do not have enough classrooms, teachers, textbooks, and other facilities to provide for excess number of pupils. In most urban poor communities where working children/child labourers were enrolled, teachers sometimes had to teach/supervise 40-80 students in very crowded rooms.

These conditions often compromise the learning process of the children as well as decreased the possibility of retaining the child in school. In our survey, children complained of not having learned anything and in fact, we find a substantial number of second/third graders who could not read nor write legibly.

4. **Access to free elementary education.** In reality, only the school tuition fees are free. But other school-related expenses like school projects/assignments, lunch/snacks and transportation have to be shouldered by the parents. Data from the survey of working children/child labourers show that most parents/guardian had insecure sources of livelihood, if at all, they had any source of income. On the average, parents/guardian were earning less than P50-P100/day in the urban areas and P60 or less in the rural areas. This was not even enough for their daily food needs, let alone pay for the school needs of their children. In our survey, we find that in some cases children are even made to contribute to the water/electricity and janitorial services needed by the school.
5. **Collection of contributions.** While DECS Order No.99, s. 1998 provided that fees must be given voluntarily and not made a requirement for admission or for clearance purposes, DECS Order No.60, s. 1999 modified the policy by setting a maximum of P145.00/student per year.²¹ But in 2000, DECS issued Order No. 41 increasing the public high school publication fee and allowing the collection of the public elementary schools publication fee. In reality, the practice of collecting contributions still continues. And even if the contribution is supposed to be voluntary, it has a stigmatizing effect to those who cannot afford to contribute like working children/child labourers

While the DECS continues to emphasize that contributions must be voluntary and should not be a requirement for admission and clearance purposes, it also issued several memoranda outlining the parameters regarding the collection of fees. Thus it seems to reinforce the idea that collection of contributions is to be continued.

6. **Republic Act (RA)7797 sets the school calendar to 220 days and a pupil/student cannot be absent beyond 20 percent of the total of days and considered absent if s/he comes to class 10-15 minutes after the bell has rung.** If the pupil/student has been absent or late a number of times, the parents are asked by the teachers to see the latter to explain the absences/tardiness. Our survey showed that most of the working children/child labourers were absent 12 days/month and often times were late to their classes. Chronic absenteeism and lateness did not endear them to their teachers. And when teachers ask the parents come to explain the absences/tardiness of the child, most parents do not show up because they are busy looking for a living, sick or do not see any reason why they should see the teacher. Also, most of the parents/guardians had low education or were hardly literate that they did not possess the confidence to appear before the teacher.

²¹ For a breakdown of the fees, refer to the section of education policies in Part II of this report.

Some teachers require that pupils produce a medical certificate to prove that the child was absent because of sickness/illness. Since most of them do not go to a doctor, they cannot produce any medical certificates. Thus they cannot go back to school and eventually drop out.

- 7. Admission and clearance requirements.** DECS Order No.22 require that an enrollee must present a birth/baptismal certificate attesting his/her age. If this is not available, parents must have an affidavit attesting to the age of the child. Our study shows that most parents of working children/child labourers are migrants or have been constantly moving because of insecurity of tenure in their housing/housing lot and livelihood. In fact, most of the respondents in Metro Manila have been evicted or demolished in their previous residence. Owing to these conditions, having the necessary paper requirements for enrollment pose a serious barrier for the working child to have education. For working children/child labourers who are transferees or those who have been relocated to make way for a development project, s/he is required to present three types of papers: (1) a birth certificate or affidavit attesting the child's age, (2) report card, and (3) certificate of attendance from the principal of the school last attended. In addition, the pupil/student must request the school to transfer his/her permanent records to his new school. In practice, however, it is the parents or students/pupils who carry out the request for the transfer of the records from the old school to the new one.

Parents must have the time, money, and confidence or familiarity with the bureaucracy in order to achieve these basic requirements for admission, transfer and clearance credentials. Our survey showed that most parents/guardians of working children/ child labourers do not have these resources nor the confidence/ characteristics to accomplish these tasks.

- 8. Achievement tests, minimum learning competencies (MLCs) and flexibility in the curriculum.** Owing to the special needs of working children/child labourers, flexibility in the curriculum has been suggested in order to keep their interest in learning. In reality, however, teachers have to follow the minimum learning competencies (MLCs) because schools/ teachers are also ranked according to their scores in the achievement tests. Thus creativity and innovation in most of the teachers can be stifled by bureaucratic demands like the MLCs.
- 9. Accreditation and Equivalence Tests.** Administrative Order No. 116 mandates that all government agencies and local government units (LGUs) to support the Non-formal Education Accreditation and Equivalency Test. In reality, accreditation and equivalency tests have only been accessible, until recently, to children ages 14 years old and above. In the past, this did not help most working children/child labourers aged 7-13. Fortunately, the bureau has recently included these ages.

In our study, we found that there are so many barriers for child laborers' accreditation and equivalency. One is the fulfillment of the basic paper requirements/credentials to apply for accreditation/equivalency test. As mentioned

earlier, the parents of working children/child labourers face several challenges in even fulfilling simple requirements like birth certificate, report card or certificate of attendance. Also, most of them are neither aware of testing dates nor the locations of the testing centers. Based on the experiences of some NGOs, working children/child labourers need coaxing and tutorial/remedial classes to feel confident in participating in equivalency and accreditation programs. Another problem with accreditation and equivalency tests is that some schools/institutions do not recognize it.

Education, Training and Work-Related Policies

1. **Special Program for Employment of Students (SPES) under the Kabataan Program of the President.** The government's flagship program for the youth and implemented by the Department of Labor and Employment, SPES encourages high school, college and vocational students and out-of-school youth (OSY) to engage in constructive and productive activities throughout the year. Open to poor but deserving students between the ages of 15-25 years, this program grants incentives to employers to hire students during summer/and or Christmas vacation. While the spirit of this program is quite good, it does not address the needs of working children/child labourers aged 6- 14 years old. In our survey of working children/child labourers, none of them have heard of this program. Besides, the children themselves said that they do not have a chance to compete with other youth who have better education and training compared to them.
2. **RA No. 6972 mandating the establishment of day care centers in every barangay under the supervision of DSWD.** In 1999, DepEd reported that 35 percent of targeted children did not have access to public day care centers. Some regions like the ARMM provinces suffer most with 76.5 percent of the barangays did not have public day-care centers followed by Region VIII with 52.3 percent of the barangays having no public day-care centers.

Between 1995-1999, the percentage of first graders who had ECCD exposure declined from 73 percent to 71 percent. There is certainly a clear positive bias for urban-based children and those from the private school. Between 1995-1998, first graders entering private school increased their ECCD exposure from 93 to 96 percent while those in the public school declined from 66 percent to 63 percent during the same period. From our survey of working children/child labourers, most of them did not have exposure to ECCD prior to their entering first grade. Thus, they already suffer a disadvantage compared to their non-working peers.

This program certainly is a great help to working children/child labourers who have dropped out of school. In our study, however, we found that both parents and children find it a great challenge fulfilling the necessary paper requirements (i.e., birth certificate, report card, etc.), let alone know where to apply and how to go about it. As mentioned earlier, families of working children child labourers and the children

themselves do not have the necessary exposure and confidence in navigating the institutional and bureaucratic waters as well as appreciating the latter's requirements.

3. **PD No. 603 on Child and Youth Welfare.** Several provisions of this law makes the parents criminally liable for negligence, giving cause to the truancy of the child, exploiting the child, etc. It also requires the parents to enroll the child in schools and to complete at least elementary education.

In reality, the provisions of this law is very hard to implement as this will make 40 percent of the population (who are below the poverty line) criminally liable. For example, when pupils have incurred absences and several tardiness, teachers often ask the child to let their parents come for a parent-teacher meeting/conference. In most cases, parents do not show up at all.

The same law also provides that in a household with a domestic help under 16 years old, the household head must provide for his/her completion of an elementary education. The cost of education shall be part of the domestic's compensation. In our survey of domestic helpers and interviews with their employers, none of them were aware of the existence of this law. Besides, the grinding duties and responsibilities around the clock prevent any domestic from going to school. Moreover, there is hardly any night school at the elementary level.

Education Policies and Practices vs. Socio-Economic, Cultural and Demographic Conditions and Barrier to the Education of Working Children/Child Labor

1. **Cultural factors undermining the schooling of working children/child labourers.**
 - a. **Parents socialization and ideology regarding child's work.** Almost all of the parents/guardians in the survey grew up working and helping their parents/grandparents fulfill the subsistence needs of their families. They were socialized into thinking that children must work and help support their families because they are poor. Parents also argued that they could not send their children to school because they needed the additional income of the child. Parents also often tell their children that they themselves did not reach high education but they are able to survive. Thus, education is not so important after all!
In turn, this kind of socialization creates guilt on most children. We find, then, in our survey that most children said that they have to work and give up schooling because their families need them to survive!
 - b. **Gender dimensions.** In the case of the girl-child, the schooling of female children are often postponed, delayed or not addressed because she is needed at home to care for her younger siblings as well as to domestic chores. They also argue that since she is just going to marry and end up as a wife/mother, then schooling is not so important for the girl-child compared to boy who are

expected to be breadwinners when they grow up and have their own families. As shown in the survey and the case studies, the girl child worker carry several burdens: (1) working in order to contribute to the family subsistence, (2) providing child care for her siblings and doing domestic tasks, and (3) trying to fulfill her school requirements. Often, she has to be absent from school when her siblings are sick; she also has to work in order to have money for food and school-related expenses. Moreover, she is the first among the siblings to absent or drop out from school when the parents are sick or do not have enough money for schooling.

- c. **Birth order of children.** The study shows that older children often have to work and drop out of school in order to help support the family and/or help in the child care and domestic responsibilities. This tendency is more pronounced among female children than male children.

2. Family and Household Characteristics. Most of the families of working children/child labourers suffer from insecurity of tenure in their housing/home lot and insecurity in livelihood sources.

- a. **Migration, insecurity of tenure and livelihood sources.** Most of the families of working children/child labourers from Metro Manila and rapidly urbanizing centers (RUCs) live in slum/squatter communities or informal settlements where they were constantly under threat of eviction and demolition. In fact, about a third of them have been evicted in their previous community of residence due to failure to pay rent or their houses demolished to give way to a development project.

These conditions often lead to loss of school credentials or hardships in securing clearance/report cards during enrollment or transfers of students. These situations often pose a problem because evictions and demolitions do not take into consideration the schooling cycles of the children of squatter families.

- b. **Large family/household sizes and living arrangements.** Sixty-eight percent of the children live with families who had 6-10 members while six percent had families with 11-15 members. The remainder had five members or less.

Thirty percent of child worker were living with their guardians because they have lost one or both of their parents from death, marital separation and /or abandonment.

- c. **Number of child workers in the family and ages when they started working.** Most (67 percent) of the child workers surveyed also had 2-3 siblings working in order to support their families.

- d. **Education/literacy levels of parents/guardians.** Majority of them did not finish elementary schooling and had low levels of literacy. Thus, they did not have the social exposure to deal or negotiate with teachers/principals and the school bureaucracy when their children had problems in school. They either do not have the time to attend to school-related issues of their children or avoid seeing the teacher when asked to report to school. In some cases, both parents and child workers end up fighting with school authorities with negative results for the child.
 - e. **Income sources of parents/guardians.** Only 55 percent of the parents/guardians were working as vendors, service workers, drivers, plumbers and laborers.
3. **Socio-economic and political barriers to schooling.** Most of the children surveyed dropped out of school because of tiredness/fatigue and lack of sleep from working (55 percent), tasked with child care and household chores (33 percent), difficulty of work load (32 percent), lack of money (30 percent), teachers' abuse/fear, shame of principal (30 percent) and other reasons²².
- a. **Work-related problems.** As shown in the survey, more than half of the children dropped out of school of feeling tired/fatigued because of lack of sleep and long working hours. Their feeling of tiredness/fatigue is compounded by their having not enough food/nutrition; because of work they often eat irregularly resulting in "pasma", headaches, stomachs, and general feeling of malaise.
 - b. **Domestic-related issues.** A third of the children have to drop out because they were tasked with child care, caring of sick parents/siblings and other domestic responsibilities.
 - c. **School/teacher/peer-related problems.** About 30 percent dropped out of school because of problems in the classroom such as physical/verbal abuse of teachers and classmates. Children complained of being "picked on" or being to shame by teachers in front of their classmates or being blamed unfairly for something. For example, a child was blamed and shamed by the teacher for "ruining" a school locker. But according to the child, he was trying to fix it. This case end up in a shouting match between the parents' child and the teacher resulting in the dismissal of the child from school for being "problematic".
 - d. **Economic disadvantage and consequences to the child's schooling.** Because of the low incomes (average of PhP50-PhP100/day) of their parents/guardians, often children have to work to earn additional income for the family. Children contribute one-half to three-fourths of their income to the family subsistence; the rest they spend it for their schooling and other needs.

²² Figures add up to more than 100 percent because children gave multiple answers.

When children have to work, their schooling is always compromised. In fact. Our survey showed that due to inadequate and insecure sources of their parents, 27 percent of the working children/child labourers have to drop out of school while the rest have to work in order to support their schooling and the family.

- 4. Illness, work-related problems and schooling.** Eleven percent dropped out of school because they feel very tired from work; thus, they feel lazy and unmotivated to go school. Because of their long hour of work, children complained of lack of sleep, general fatigue, headaches, back aches, occasional dizziness, cuts and scrapes in their bodies. The latter is especially true of the “bakaws” (short for *batang magnanakaw*²³ or child thief) from Navotas fish port who complained of suffering from high level of abuse from port guards. These work-related problems are compounded by their lack of food/nutrition and money and money for their school projects, assignments and school-related expenses. Children said that often they felt embarrassed from being unable to purchase the materials asked by the teachers for their assignments, so they just absent themselves resulting in further trouble with the their teachers.

Major Conclusions

1. Most of the education policies and programs from the national and local government, in general, have not reached nor responded adequately to the disadvantaged sectors of the population, in particular the children and families of working children/child labourers. Exceptions to this pattern are the pilot programs and projects initiated by some sectors of the government and the NGO/private sectors where they attempt to respond to the specific education needs of working children/child labourers. Some of the outstanding examples of initiatives have been done by some sectors and agencies of the government (e.g., DOLE, DSWD, BNFE. BEE, BWCYW) and the members of the ILO-IPEC Education Network (ERDA, SABANA, ACT, SMP-NATOW, Visayan Forum, COPE, Co-Multiversity, etc).
2. Child labour is not very visible in the pro-poor education and social development programs of the national/local government.
3. The education and livelihood programs/pilot projects of the members of the ILO-IPEC Education Network provide a wealth of experiences and lessons that can be useful in mainstreaming these initiatives at the institutional/community level.
4. To respond effectively to the specific needs of the working children/child labourers demand that macro, meso, and micro level policies and programs be implemented consistently across the different operational layers of action.
5. While a certain level of awareness regarding the specific educational needs of working children/child labourers is present at the national/regional levels of both

²³ Children working in the ports are often accused of stealing fish. Security guards in the port often beat the children when the former suspect the latter of having stolen from the fish catch.

GO/NGO sectors, this is sorely lacking at the school/classroom and community levels.

6. While a lot has been achieved in empowering the children and their families by the programs/projects of the ILO-Education Network members, there is still a need to extend this to the level of the classroom, i.e., empowering the school/classroom teacher and making it a child labour-friendly school.
7. While economic reasons are significant in the continuing education of the child, it is clear from the survey that these interact with equally important factors such as the lack of support for the child at the school/classroom level (30 percent reported being verbally/physically abused by teachers and other education authorities), at the domestic level (33 percent dropped out because of child care/domestic duties).

Part VI

Recommendations

Drawing from the wealth of experiences of the ILO-IPEC Education Network working with children, the study recommends that their successful program experiences serve as a bridge between the working children/child labourers and their access/survival rate to the formal educational system:

The recommendations are divided into the levels of implementation:

Macro-level/National:

1. **Advocate for greater visibility of child labour issues in key pro-poor education programs.** Since child labour is not very visible in the pro-poor education and social development programs of the government, advocacy should be done to make the education needs of child labour a key aspect of these programs, especially in the "Education For All" commitments of the government, and in the "Education for All-Philippine Plan of Action".
 - a. Put in place a mechanism or convene the National Committee on Education For All (NCEFA) for the implementation of the agenda for working children/child labourers and other marginalized children. Build on the initiatives of other organizations such as the "Child Friendly Schools" of UNICEF that focuses on integrating child rights, participation and development in schools. Thus, ILO-IPEC's TBP can design the parameters of programs for "Child Labour Friendly Schools".
 - b. While the advocacy of the ILO-Education Network have created enough awareness of the education needs of child labour at the national/regional levels of the bureaucracy of DOLE, DepEd, DSWD, BEE, and BNFE, there is

a need to create this kind of awareness/consciousness at the school/classroom, community and LGU levels.

2. **Link the campaign/advocacy for the support of the education of working children/child labourers to the “Poverty Alleviation” Agenda** of the Macapagal-Arroyo administration, thus facilitating its integration to the other vocational, training and livelihood programs of other agencies like DSWD, DOLE, DA, TESDA and local government units.
3. **Focused application of programs/projects.** In line with the "Poverty Alleviation" Agenda of the administration, ILO-IPEC should focus their pilot programs/projects in depressed/disadvantaged, urban/rural poor communities with high incidence of child labour.
4. **Advocate** for a greater budgetary allocation for education, especially for poor disadvantaged sectors of the children population; most especially the budget for BNFE should be greatly increased.
5. **Link the campaign for support of child labour to other existing initiatives** like the campaign for good governance among national and local government units by arguing that supporting education of working children/child labourers articulates the government’s concern for the poor and the disadvantaged. This can be expressed in the advocacy for the organization of local School Boards with high level of awareness for child labor.
6. **Push for the consistency of implementation of DepEd policies, programs and bureau directives** especially regarding collection of fees/contribution. While the DepEd says contributions are voluntary, contributions are continuously collected in a not-so-voluntary manner at the classroom level.
7. **Greater coordination** among ILO-IPEC, UNICEF and DoLE is highly recommended particularly in addressing the issue of mainstreaming child’s rights and child welfare initiatives.
8. **Stronger advocacy and accountability of the government** in promoting child rights, particularly those of the child labourer, should be raised.

Meso-Level (Institutions/Bureaucracy)

1. **Responsiveness of curriculum to child labor education needs.** Within the DepEd, the body responsible for the formulation of the curriculum is composed of the superintendents and regional directors. Education advocates that they should be open and consultative with other sectors (e.g., child labour focused NGOs) so that the curriculum can be more responsive to the needs of working children/child labourers. (Recently, however, owing to the involvement of DepEd in child labour issues

through the ILO-IPEC Education Network, there is now more openness to suggestions to new policies and the strengthening of existing old ones. This should be consistently followed up.

2. Gender/sex education in the curriculum. At the elementary level, the topic of sex education is part of the Science and Health subject. The subject covers the basic biological differences between male and female. This should be expanded to include the gendered dimensions of socio-political and economic life. Currently, there is a need to review how human sexuality, reproductive health and gender issues are being taught in the schools, if at all.
3. Create incentives/rewards for teachers and schools who are creative in their approaches towards creating awareness on child labor.
4. Teacher-pupil ratio/class size. While the national teacher-pupil ratio is 1:38, most schools in urban/rural poor communities with high incidence of child labor have a ratio of 1:60 or 1:80. Special attention should be paid to these areas as this situation further compromises the learning processes of working children/child labourers.
5. Push for the implementation of the training/deployment of best teachers to grade 1. While there is a policy to deploy the best teachers to grade one in order to increase retention/survival rates, this policy has never been systematically implemented because of resistance from the teachers and the bureaucracy.

Micro-level (Classroom/Community/Family/Child)

Drawing on the wealth of the rich/successful experiences of the ILO-IPEC network, support for the education of working children/child labourers at the micro-level should include:

1. Remedial/Tutorial Classes. Because they are constantly absent (average of 12 days/month) and late to classes, remedial/tutorial classes are necessary for the working child to survive in school.
2. Introduce more flexibility in the curriculum. To get the interest of working children/child labourers, teachers should be more flexible and incorporate the experiences of the working world of the child in their curriculum.
3. Empowerment and capability-building of teachers. As shown by the survey, there is a degree of abuse to working children/child labourers at the classroom level. Classroom teachers should be trained/oriented to the special needs of these children and the crucial role of teachers in breaking the cycle of poverty/disadvantage by supporting these children.
4. Empowerment and capability-building of parents and working children/child labourers. There is a need to build the capabilities of both parents and children how to

navigate the institutional and bureaucratic waters vis-à-vis school policies, requirements, and dealing with school authorities, etc.

5. Parent-participation and classroom conferences. A systematic monitoring and evaluation system that includes parent-teacher conferences will help retain working children/child labourers in schools.
6. A systematic monitoring/evaluation system implemented in close coordination with teachers at the level of the classroom, NGO, and parents/working children/child labourers organizations.

Bibliography

Combined 5th and 6th Philippine Report on the Convention on the Elimination of All Forms of Discrimination Against Women. (unpublished)

De los Angeles-Bautista, Feny and Joanna C. Arriola. 1997. To Learn and To Earn: Education and Child Labor in the Philippines. A Country Report. International Labour Organization Working Paper Series.

Education for All: EFA 2000 Philippine Assessment Report, October 1999.

E-Net Education Network: Civil Society Network for Education Reforms. Interim Steering Committee Kit. Book 1.

Facts and Figures '97. Department of Culture, Education and Sports.

National Statistics Coordination Board. 1997 Poverty Estimates. Manila, Philippines.

National Statistics Coordination Board. 2000 Poverty Estimates (Preliminary Results). Manila, Philippines.

National Statistics Office. 1995 National Survey on Working Children. Manila, Philippines.

National Statistical Coordination Board. Statistics on Women and Men in the Philippines (as of 7 March 2002). Manila, Philippines.

National Statistics Office. Gender Quickstat: An Update of NSO's Most Requested Sex-aggregated Statistics (as of 1st Quarter 2002). Manila, Philippines.

National Statistics Office. Philippine Survey on Children 2001. Manila, Philippines.

Nolledo, Jose N. 2000. The Education Act of the Philippines with Related Laws, Issuances and Other Materials. Mandaluyong City, National Bookstore.

Report on Education. International Labor Affairs (ILAB) International Child Labor Series. Volume 5.

<http://www.decs.gov.ph>

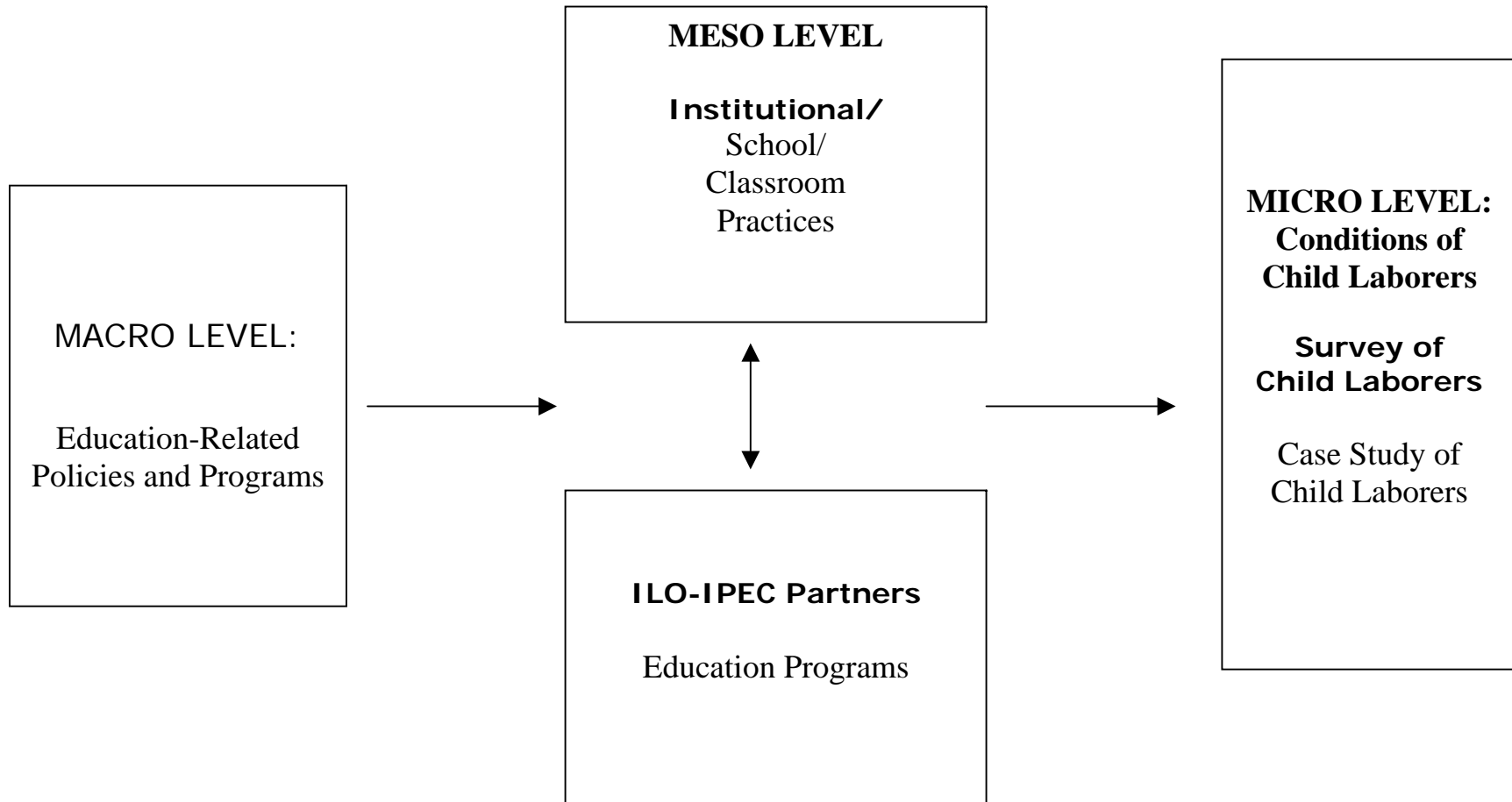
<http://www.dole.gov.ph>

<http://www.dswd.gov.ph>

<http://www.oecd.org.dac/Indicators/htm?list.htm>

Appendices

Appendix A: Analytical Framework



Appendix B: Matrix on National Policies on Elementary, Secondary, and Non-formal Education.

Legislation	Article/Section	Significance
1987 Constitution	Art. XIV, Sec. 1	Gives all citizens the right to quality education and mandates the State to take appropriate steps to make quality education accessible to all.
	Art. XIV, Sec.2 (2)	States “without limiting the natural right of parents to rear their children, elementary education is compulsory for all children of school age.”
	Art. XIV, Sec. 2 (3)	Accessibility of education to all sectors of Filipino society, meaning 1. The State shall “establish and maintain a system of free public education in the elementary and high school levels” 2. The State shall “establish and maintain a system of scholarship grants. Student loan programs, subsidies and other incentives which shall be available to deserving students in both public and private schools, especially to the underprivileged.”
	Art. XIV, Sec.2 (4)	The State shall “encourage non-formal, informal, and indigenous learning systems, as well as self-learning, independent, and out-of-school study programs particularly those that respond to community needs”
	Art. XIV, Sec 2 (5)	State shall provide “ adult citizens, the disabled, and out-of-school youth with training in civics, vocational efficiency, and other skills”
Republic Act (RA) No. 232 (Education Act of 1982)	Sec. 9	Enumerates the rights of students and pupils
	Sec. 14	Parents are obligated to enable their children to obtain elementary education and shall strive to enable them to obtain secondary and higher education

Legislation	Article/Section	Significance
	Sec. 19	Recognizes formal education as the primary learning system
	Sec. 24	Recognizes non-formal, informal and indigenous learning systems as well as self-learning, independent, and out-of-school programmes
Republic Act (RA) No. 6655 of 1988		Establishes and provides for a free public secondary education and for other purposes
Republic Act (RA) No. 7323		Mandates that help be extended to poor but deserving students to be able to pursue their education by encouraging their employment during summer and/or Christmas vacations, through incentives granted to employers, allowing them to pay only sixty per centum of their salaries or wages and the forty per centum through education vouchers to be paid by the government
Republic Act (RA) No. 7797		Mandates the lengthening of the school calendar from 200 days to not more than 220 class days
Local Government Code of 1991 (RA 7160)		Mandates the transfer of new powers, authority and resources to local government units to allow them to meet directly the local need for public services
	Sec. 17	Included in the delivery of basic services and facilities is infrastructure facilities such as school buildings and other facilities for elementary and secondary schools
	Sec. 98	States the participation of the LGU in the operation of the educational system through their respective local school boards.
	Sec. 99	Lists the functions of the local school boards including the preparation of the annual supplementary budget for the operation and maintenance of public schools
Republic Act (RA) No. 7165		States that the highest priority must be given to the adoption of measures for the total eradication of illiteracy
Administrative Order No. 116		Mandates all government agencies and local government units to support the Nonformal Education Accreditation & Equivalency Test (NFE A&E) System

Appendix C: Matrix On Departmental Orders and Memoranda.

DEPARTMENTAL ORDER	PROVISION
DECS Order No. 8, s. 2001	Implementing Guidelines for the Special Program for the Employment of Students (SPES)
DECS Order No. 22, s. 2001	Policies on Enrolment in Public Schools
DECS Order No. 26, s. 2001	Collection Of Fees By Parent-Teacher-Community Association
DECS Order No. 38, s. 2001	Extended The Collection Period In Schools For The Anti-TBG Fund Campaign
DECS Order No. 51, s. 2001	Collection Of School Publication Fees
DECS Order No. 27, s. 2000	Institutionalization of Community Support Systems (CSS) as one of the Best Practices of the Multigrade Program in Philippine Education (MGPE)
DECS Order No. 37, s. 2000	Reiterated DECS Order No. 60, S. 1999 – Modified The Policy Prohibiting The Collection Of Contributions From Public School Students
DECS Order No. 41, s. 2000	Addendum To DECS Order No. 99, S. 1998 – Increased The Public High School Publication Fee And Authorized The Collection Of Public Elementary Schools Publication Fee
DECS Order No. 60, s. 1999	Modified The Policy Prohibiting The Collection Of Contributions From The Public School Students.
DECS Order No. 99, s. 1998	Increased Public High School Publication Fee from P25.00 to P50 provided this is made on a voluntary basis and is not made a requirement for admission or for clearance purposes in case of transfer of pupils/students to other schools.
DECS Order No. 96, s. 1997	Set Policies And Guidelines In The Organization And Operation Of Multi Grade Teaching Classes.
DECS Order No. 96, s. 1997	Set Policies And Guidelines In The Organization And Operation Of Multi Grade Teaching Classes.
DECS Order No. 24, s. 1995	Called For Definitive Action To Achieve The Education Mid-Decade Goals And Targets For Both Participation And Cohort Survival Rates.
DECS Order No. 45, s. 1995	Enjoined The Various Divisions To Select The Best Teachers For Grade 1 Classes To Ensure That Grade 1 Pupils Will Stay Long Enough In School To Complete Their Elementary Schooling.

DEPARTMENTAL MEMORANDA	PROVISION
DECS Memorandum No. 266, s 2001	Pilot Implementation of Accreditation Program for Public Elementary Schools (APPES)
DECS Memo No. 533	Agreements Between The DECS And The Meralco Foundation, Inc. On The NFE A &E Secondary Level Certificate Holders
DECS Memo No. 105, s 2000	Implementing guidelines for the 2000 Special Program for the Employment of Students (SPES)
DECS Memo No. 54, s 2002	Administration of 2002 Special PEPT Test
DECS Memo No. 72, s. 2002	Amendment to DepEd Memorandum 54 s. 2002 on the Administration of the Special PEPT Registration

Appendix D: Matrix on Legislation Promoting Child Protection and Development

Legislation	Article/Section	Significance
New Civil Code	Article 26	Students should not be vexed or humiliated because of their religious beliefs, lowly stations in life, physical defects, etc.
PD No. 603 Child and Youth Welfare	Chapter 4, Art.59 (4)	<p>Parents are criminally liable for negligence by not giving their child the education which the family's station in life and financial conditions permits.</p> <p>Depending of the discretion of the court or unless a higher penalty is provided for in the Revised Penal Code, punishment shall be imprisonment from 2 to 6 months or a fine not exceeding P5000, or both.</p>
	Chapter 4, Art. 59 (6)	<p>Parents are criminally liable for giving cause to the truancy of a child from the school where he/she is enrolled. Truancy refers to absence without cause for more than 20 school days, not necessarily consecutive.</p> <p>Teachers, for their part, are obligated to report to the parents the absences of the child the moment these exceed 5 school days.</p> <p>Depending of the discretion of the court or unless a higher penalty is provided for in the Revised Penal Code, punishment shall be imprisonment from 2 to 6 months or a fine not exceeding P5000, or both.</p>
	Chapter 4, Art. 59 (7)	<p>Parents are criminally liable for exploiting the child by using him/her, directly or indirectly, such as for purposes of begging and other acts which are inimical to his/her interest and welfare.</p> <p>Depending of the discretion of the court or unless a higher penalty is provided for in the Revised Penal Code, punishment shall be imprisonment from 2 to 6 months or a fine not exceeding P5000, or both.</p>

Legislation	Article/Section	Significance
	Chapter 4, Art. 59 (8)	<p>Parents are criminally liable for inflicting cruel and unusual punishment on the child or deliberately subjecting the child to indignations and other excessive chastisement that embarrass or humiliate him/her.</p> <p>Depending of the discretion of the court or unless a higher penalty is provided for in the Revised Penal Code, punishment shall be imprisonment from 2 to 6 months or a fine not exceeding P5000, or both.</p>
	Chapter 4, Art. 59 (9)	<p>Parents are criminally liable for causing or encouraging the child to lead an immoral or dissolute life.</p> <p>Depending of the discretion of the court or unless a higher penalty is provided for in the Revised Penal Code, punishment shall be imprisonment from 2 to 6 months or a fine not exceeding P5000, or both.</p>
	Chapter 1, Article 71	<p>States that the Philippine Government shall see to it that no child is refused admission in public schools. Parents are required to enroll their children in schools to complete, at least, an elementary education.</p>
	Chapter 1, Article 72	<p>To enable children to acquire at least an elementary education, assistance will be extended to parents, especially indigent ones or those who need the services of children at home. These may be in the form of special school programs which may not require continuous attendance in school, school supplies, school lunches and the like.</p>
	Chapter 1, Article 110	<p>The head of the family shall provide a domestic under the age of 16 years old to complete at least an elementary education. The cost of such education shall be part of the domestic's compensation unless there is a stipulation to the contrary.</p>

Appendix E: Matrix on Legislation Establishing the Department of Social Work and Development, Department of Labor and Employment, Technical Education and Skills Development Authority and Their Programs with Reference to Education

Legislation	Article/Section	Significance
Republic Act (RA) No. 4373		Regulates the practice of social work and the operation of social work agencies in the Philippines
Republic Act (RA) No. 5416		Outlines the components of a comprehensive social welfare program to serve children and youth, individuals with special needs, the physically handicapped and to implement training and research, among others.
Republic Act (RA) No. 6972		Mandates the establishment of day care centers in every barangay with the DSWD in place to ensure that the standards and goals of the program are achieved
Labor Code of the Philippines		Promulgates a labor code to protect labor, promote employment and human resources development and ensure industrial peace based on social justice
Executive Order No. 15, Series of 1998		Redefines the roles and functions of DSWD relative to the passage of the Local Government Code of 1991
Executive Order No. 139		Ordered DoLE to coordinate the implementation of the Work Appreciation Program (WAP)

Appendix F: The Department of Labor and Employment

In 1933, the Department of Labor was established through Act 4121. It is now known as the Department of Labor and Employment with exclusive authority in the administration and enforcement of labor and employment laws.

Legal Basis

The organization and functions of the Department of Labor and Employment are in line with the Executive Order No. 126, as amended and the Labor Code of the Philippines.

Programs/Project

The Kabataan Program of the President is the government's flagship program for the youth. The program aims to encourage high school, college and vocational students and out of school youth to engage in constructive and productive activities throughout the year.

Under this Program, the DoLE is implementing the following:

- ***Special Program For Employment Of Students (SPES)***

By virtue of Republic Act No. 7323 otherwise known as “An Act To Help Poor But Deserving Students Pursue Their Education By Encouraging Their Employment During Summer and/or Christmas Vacations, Through Incentives Granted To Employers, Allowing Them To Pay Only Sixty Per Centum of Their Salaries or Wages and The Forty Per Centum Through Education Vouchers To Be Paid By The Government, Prohibiting and Penalizing The Filing of Fraudulent and Fictitious Claims, and For Other Purposes,” the ***Special Program for Employment of Students (SPES)*** was created with the Secretary of Labor as the Program Director. It is a component of the President’s Kabataan 2000 Program.

The Program addresses the need of poor but deserving students between the ages of 15 to 25 years old to be employed during summer and/or Christmas vacations so that they can earn or augment their income to be able to continue their studies.

Under the program, the student receives a salary that is at least equal to the applicable minimum wage. DoLE will pay at least 40 percent of the salary in the form of education voucher. The latter can be used as payment for tuition or book. The school to which the voucher was presented then turns the voucher to DOLE within 30 days for payment.

- ***Work Appreciation Program (WAP)***

In 1993, President Fidel V. Ramos issued Executive Order No. 139 which ordered DOLE to coordinate the implementation of the ***Work Appreciation Program (WAP)*** in cooperation with various employer groups, civic organization, schools, private establishments and media.

Through the Work Appreciation Program, unemployed in-school and out-of-school youth between 18 and 25 years old are given the chance to be able to appreciate work and develop proper work ethics by exposing them to actual work situations. By way of this hands-on approach, the youth would become familiar with the procedures, standards, machines, tools and work environment relevant to performance of specific work. For the duration of the training, the youth in the program would receive a stipend of 75 percent of the prevailing minimum wage.

Appendix G: The Department of Social Welfare and Development

As the lead line agency and authority in the formulation of national social welfare and development policies, the Department of Social Welfare and Development (DSWD) is mandated to implement policies and programs that promote family development and provide assistance to disadvantaged individuals, families and groups.

Legal Bases

The Department of Social Welfare and Development was established by Republic Act (RA) No. 4373 “An Act to Regulate the Practice of Social Work and the Operation of Social Work Agencies in the Philippines and for Other Purposes.” Subsequently, its thrusts, roles and functions were embodied in Republic Act (RA) No. 5416. The act outlined the components of a comprehensive social welfare program to serve children and youth, individuals with special needs, the physically handicapped and to implement training and research.

With the passage of Republic Act (RA) No. 7160 or the Local Government Code, the functions and operation of DSWD were redefined under Executive Order No. 15, Series of 1998.

Programs/Projects

- ***Sulong Dunong Para sa Kabataan 2000***

The most prominent of the current programs/projects being executed to assist out-of-school youth (OSY) is the ***Sulong Dunong Para sa Kabataan 2000***. The project is envisioned to provide opportunities for OSY “to pursue appropriate and relevant skills development and training projects in preparation for open and self-employment ventures.”¹ It is in line with the government’s strategy to support the attainment of Kabataan 2000. Through the project, OSYs are provided services through the weekend youth brigade, educational/support service, livelihood assistance, practical skills development, immersion outreach programs. Furthermore, with the Government Internship Program, in-school youth or students are also served by DSWD by giving them opportunities to train in government operations in DSWD office units during the summer months.

¹ Source: <http://www.dswd.gov>

- ***Early Childhood Development Project***

The passage of Republic Act (RA) No. 6972 also known as “The Barangay Total Development And Protection of Children Act” called for the establishment of a day care center in every barangay. Although the implementation of the day care was put in the hands of the barangay, DSWD was tasked with ensuring that the standards for the implementation of the program was met to attain its goals.

Along this line, the ***Early Childhood Development Project*** (ECD) is currently being implemented by DSWD together with the Department of Education (DepEd) and the Department of Health (DOH). It is part of a Ten-year national Investment Program in three regions covering 16 provinces in the Philippines.

The focus of the ECD Project is the delivery of child and family services designed to build on and improve existing health, nutrition and early education services for disadvantaged children 0-6 years old. Among its objectives are the reduction by half the infant mortality rate, child mortality rate and malnutrition. Moreover, it intends to address the issue of dropout rates in elementary school. By doing so, it expects to improve the school preparedness of children and the achievement levels of Grade 1 pupils. For the initial six-year phase of the project (1998-2003), the ECD Project will be implemented in 13 provinces in three regions. The school-based ECD interventions will benefit about 2.4 million school entrants. At the end of the Project, a cohort of about 100,000 children will have benefited from integrated ECD services from birth to Grade 1.