

Understanding child labour and youth employment outcomes in the Philippines

Country Report



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Understanding Children's Work (UCW) Programme

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Contents

<i>Chapter 1.</i>	Introduction.....	1
<i>Chapter 2.</i>	Child labour: the overall picture.....	3
	2.1 Trends in children's employment	7
<i>Chapter 3.</i>	Child labour in the 5-14 years age group	9
	3.1 Involvement in child labour.....	9
	3.2 Characteristics of children in child labour	16
<i>Chapter 4.</i>	Child labour in the 15-17 years age group	20
	4.1 Involvement in child labour.....	20
	4.2 Child labour and employment.....	22
	4.3 Characteristics of child labour	23
<i>Chapter 5.</i>	Children's employment, child labour and education.....	26
<i>Chapter 6.</i>	Young persons aged 15-24 years	33
	6.1 Youth in the labour market.....	33
	6.2 Youth access to jobs	35
	6.3 Youth job characteristics	38
	6.4 Relative position of youth in the labour market.....	43
	6.5 Human capital and youth employment outcomes	44
	6.6 Skills mismatches.....	48
<i>Chapter 7.</i>	National responses to child labour and youth employment concerns	49
	7.1 National legal framework for child labour.....	49
	7.2 National policies and programmes relating to child labour.....	52
	7.3 National policies and programmes relating to the youth decent work deficit	61
<i>Chapter 8.</i>	Addressing child labour and the youth decent work deficit: policy priorities	69
	8.1 Addressing child labour: children aged 5-14 years.....	70
	Education access and quality.....	71
	Social protection.....	74
	Strategic communication	75
	Social mobilisation and advocacy	76
	Political commitment.....	76
	Child labour legislation	77
	Inspections and monitoring	78
	Improving the evidence base.....	81
	8.2 Addressing child labour: adolescents aged 15-17 years	81
	Removing youth from hazardous work in order that they are protected and afforded second chances for acquiring decent work.....	82
	Mitigating risk in order to ensure that youth are not exposed to hazards in their workplace.....	83
	8.3 Addressing the decent work deficit: young persons aged 15-24 years.....	84
	Skills development and second chance learning opportunities.....	85

Job search support.....	87
Public works programmes.....	88
Youth entrepreneurship.....	89
8.4 Concluding observations: building capacity for convergence.....	90
Appendix 1. Additional statistics.....	92
Children aged 5-14 years.....	92
Young persons aged 15-24 years.....	99

INTRODUCTION

1. Overcoming the twin challenges of child labour and the youth decent work deficit will be critical to progress in the Philippines towards its broader social development goals. Estimates presented in this report indicate that 2.1 million Filipino children remain trapped in child labour.¹ At the same time, one quarter of all youth are not in education, employment or training (NEET), and those that are in employment are concentrated overwhelmingly in low skills jobs offering little prospect for advancement or for escaping poverty and exploitation. The effects of child labour and the decent work deficit facing youth are well-documented: both can lead to social vulnerability, societal marginalisation and deprivation, and both can permanently impair lifetime patterns of employment and pay.

2. The current report examines the related issues of child labour and youth employment in the context of the Philippines. Guided by observed outcomes in terms of schooling, work activities and status in the labour market, the report considers the economic as well as the social determinants of child labour and youth employment. The Philippines 2011 Survey on Children (SOC, 2011) and the Philippines 2013 Labour Force Survey (LFS, 2013) are the primary data sources for the report.² Data from these surveys permit a comprehensive and nationally-representative picture of the child labour and youth employment situation.

3. The report was developed under the aegis of the National Child Labour Committee (NCLC) and in close collaboration with the three UCW partner agencies (ILO, UNICEF and World Bank). As such, it provides an important common basis for action in addressing child labour and youth employment issues. Four related objectives are served by the report:

- (1) improve the information base on child labour and youth employment, in order to inform policy and programmatic responses;
- (2) promote policy dialogue on child labour and the lack of opportunities for decent and productive work for youth;

¹ This number rises to 2.3 million when child labour is measured in accordance with international legal and measurement standards (see discussion in Chapter 3 of this Report).

² The former is the source for the chapters on child labour and children's employment, and the latter is the source for the chapter on youth employment.

(3) analyse the relationship between early school leaving, child labour and future status in the labour market; and

(4) build national capacity for regular collection and analysis of data relating to child labour and youth employment.

4. The remainder of the report is structured as follows. Chapter 2 reports estimates of child labour for the 5-14 and 15-17 years age groups. Chapter 3 of the report focuses on understanding child labour in the 5-14 years age group, looking first at the extent in child labour and then at its main characteristics. Chapter 4 addresses the extent and nature of child labour among older, 15-17 year-old, children. Chapter 5 examines the interplay between child labour and schooling. Chapter 6 then turns to youth employment, covering issues including job access, job quality, human capital and skills mismatches. Chapter 7 of the report reviews current national responses to child labour and youth employment concerns. Chapter 8 of the report discusses future policy priorities for accelerating action in the areas of child labour and youth employment.

Panel 1. Understanding Children's Work (UCW) programme

The inter-agency research programme, Understanding Children's Work (UCW), was initiated by the International Labour Organisation (ILO), UNICEF and the World Bank to help inform efforts towards eliminating child labour.

The Programme is guided by the Roadmap adopted at The Hague Global Child Labour Conference 2010, which lays out the priorities for the international community in the fight against child labour.

The Roadmap calls for effective partnership across the UN system to address child labour, and for mainstreaming child labour into policy and development frameworks. The Roadmap also calls for improved knowledge sharing and for further research aimed at guiding policy responses to child labour.

Research on the work and the vulnerability of children and youth constitutes the main component of the UCW Programme.

Through close collaboration with stakeholders in partner countries, the Programme produces research allowing a better understanding of child labour and youth employment in their various dimensions and the linkages between them.

The results of this research support the development of intervention strategies designed to remove children from the world of work, prevent others from entering it and to promote decent work for youth. As UCW research is conducted within an inter-agency framework, it promotes a shared understanding of child labour and of the youth employment challenges and provides a common platform for addressing them.

Additional information are available at: www.ucw-project.org

Chapter 2.

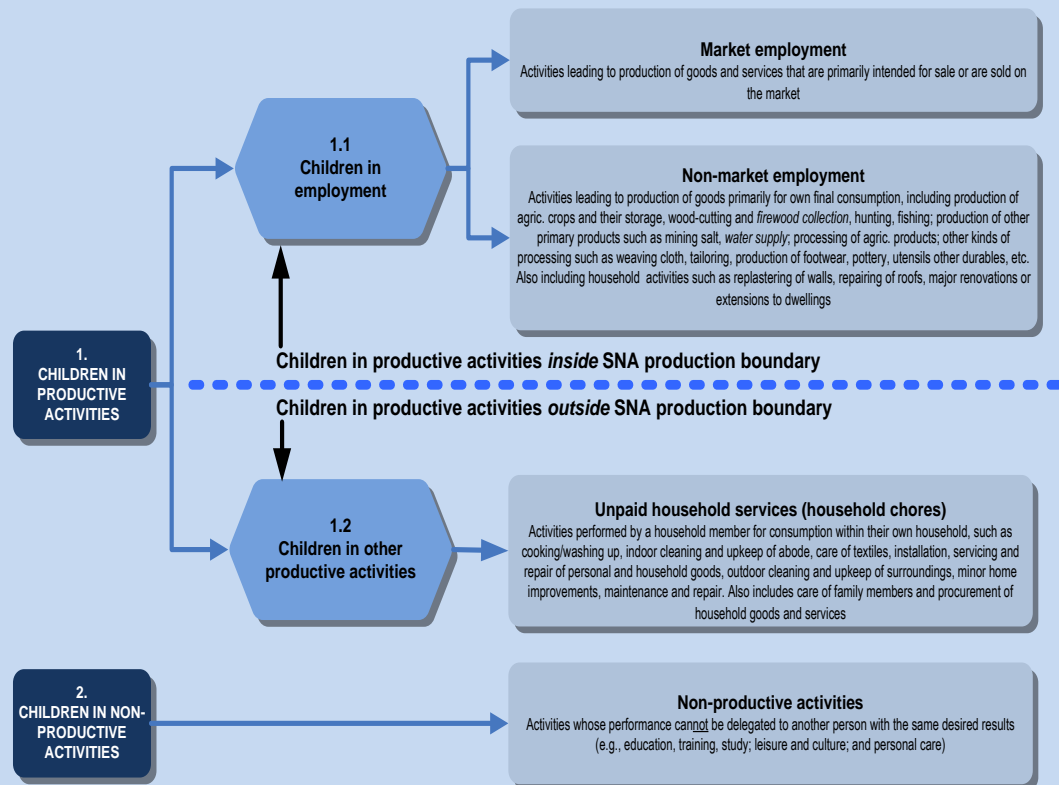
CHILD LABOUR: THE OVERALL PICTURE

5. Child labour in the Philippines continues to affect an estimated 2.1 million children aged 5-17 years, about eight percent of this age group, according to the results of the Philippines 2011 Survey on Children (SOC, 2011).³ These numbers indicate clearly that the struggle against child labour has not yet been won in the country, and that efforts in this regard need to be intensified and accelerated in order that the goal of child labour elimination is reached in the nearest possible future. In this chapter we briefly summarise estimates of involvement in child labour for the overall 5-17 years age group, based on national legislation and international child labour measurement standards.

³ The Philippines 2011 Survey on Children (SOC, 2011) is the third survey conducted since 1995 on a nationwide scale with the main objective of collecting comprehensive information on working children. Specifically, the survey collects information on the activities of children aged 5 to 17 years, their character, nature, size and reasons for child labour, and other related variables in order to create a profile of the target child labourers in the Philippines.

Panel 2. Children's work and child labour: A note on terminology

In accordance with the standards for national child labour statistics set at the 18th International Conference of Labour Statisticians (Res. II), this study distinguishes between two broad categories of child workers – children in employment and children in other productive activities. The definition of **children in employment** in turn derives from the System of National Accounts (SNA) (Rev. 1993), the conceptual framework that sets the international statistical standards for the measurement of the market economy. It covers children in all market production and in certain types of non-market production, including production of goods for own use. **Children in other productive activities** are defined as children in productive activities falling outside the SNA production boundary. They consist mainly of work activities performed by household members in service to the household and its members, i.e., household chores.



The term “**child labour**” is used to refer to the subset of children’s work that is injurious, negative or undesirable to children and that should be targeted for elimination. It can encompass both children in employment and children in other productive activities. Three main international conventions – the UN Convention on the Rights of the Child (CRC), ILO Convention No. 182 (Worst Forms) and ILO Convention No. 138 (Minimum Age) – provide the main legal standards for child labour and a framework for efforts against it. The national legal framework for child labour is contained in the Republic Act No. 9231 (2003) “Special protection of children against child abuse, exploitation and discrimination act” and in the DoLE Order No. 65-04 (2004) on the Implementing Rules and Regulations (IRR) for this act.

6. Following national legislation⁴, children are classified in child labour on the basis of the following criteria:

- a) *For children of 5-14 years*: working for more than 20 hours per week; working in hazardous work (see DoLE Order No.

⁴ For a detailed analysis of the national legal framework for child labour, see section 7.1 of this report.

04 (1999));⁵ or working between 20:00 and 06:00 of the following day.

- b) *For children of 15-17 years: working more than 40 hours per week (or more than 8 hours a day); working between 22:00 and 06:00 of the following day; or working in hazardous work (see DoLE Order No. 04 (1999)).*

Table 1. Child labour estimates based on national legislation

	Children aged 5-14 in child labour ^(a)		Children aged 15-17 in child labour ^(b)		Total child labour 5-17 years	
	%	No.	%	No.	%	No.
Total	4.2	875,696	20.4	1,220,926	7.9	2,096,622
Male	5.4	571,392	26.8	821,230	10.2	1,392,622
Female	3.0	304,304	13.7	399,696	5.4	704,000
Urban	2.8	224,771	13.3	318,690	5.2	543,461
Rural	5.2	650,926	25.1	902,236	9.6	1,553,161

*Note: (a) National child labour legislation prohibits the employment of children under the age of 15 years, however the legislation provide some exceptions, i.e., children age 5-14 shall not work i) more than 20 hours per week, ii) during the evening or at night, iii) the type of employment is not hazardous irrespective of working hours; (b) Includes 15-17 year-olds working over 40 hours per week, working during the night, and children in this age group exposed to hazardous forms of work irrespective of working hours
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011*

7. Child labour measured on this basis is relatively common in the Philippines. About 876,000 children under 15 years are in child labour, rising to over 1.2 million children in the 15-17 years age group. Summing these two groups, a total of 2.1 million children aged 5-17 years are involved in child labour, or about 2.1 million children in absolute terms (Table 1).

8. These overall estimates mask important differences by age, sex and residence. Involvement in child labour increases with the age, from four percent for children aged 5-14 to 20% for children aged 15-17. Boys face a much greater risk of child labour than girls. For the overall 5-17 years age group they are twice as likely to be involved in child labour as their female peers (10% versus five percent). The difference in child labour involvement between males and females is most pronounced among 15-17 year-olds (27% versus 14%). Finally, child labour is much more common among rural children than urban children (10% versus five percent). The rural-urban differential is present in both the 5-14 years and 15-17 years age groups. These background variables are looked at further in Chapter 3.

⁵ Hazardous work according to DoLE Order No. 04 (1999) includes: i) physical hazards (These include too much noise, high or low temperature/humidity, pressure, illumination, radiation/ultraviolet rays/microwave and other forms of physical hazards); ii) chemical hazards (Dust, oil, gasoline, mercury, mist, fumes or vapours (paint, insecticide, spray), oxygen, ammonia and other identifiable chemical hazards fall under this category); and iii) biological hazards (viral, bacterial, fungal and parasitic hazards).

Panel 3. Child labour estimates based on international legal and measurement standards

The measurement methodology used by the ILO in its global estimates exercise⁶ is based on international legal and statistical standards and therefore offers a common benchmark for comparing child labour rates across countries. According to the ILO methodology, the group of children in child labour consist of:

children aged 5 to 11 years engaged in any economic activity;

children aged 12-14 years engaged in an economic activity that could not be considered as permissible light work, where permissible light work is defined as any non-hazardous work of less than 14 hours during the reference week;⁷ and children aged 15-17 years engaged in hazardous work, where hazardous work consists of work in designated hazardous industries and occupations, work of more than 43 hours per week, and work involving exposure to other hazardous conditions.

Table A. Child labour estimates based on the ILO global estimation methodology

	Children aged 5-14 in child labour ^(a)		Children aged 15-17 in child labour ^(b)		Total child labour 5-17 years	
	%	No.	%	No.	%	No.
Total	6.3	1,292,615	17.6	1,056,270	8.8	2,348,885
Male	7.8	825,311	27.4	837,426	12.2	1,662,737
Female	4.6	467,304	7.5	218,844	5.3	686,148
Urban	4.1	326,918	7.9	189,098	4.9	516,015
Rural	7.7	965,698	24.1	867,172	11.3	1,832,870

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

As shown in Table A, child labour incidence among those aged 5-14 years is much higher in the Philippines when measured in accordance with the ILO standard estimation methodology. 1.3 million 5-14 year-olds are in child labour using the ILO methodology compared to 876,000 using national legislation. In proportionate terms, child labour incidence rises from four percent to six percent when the standard ILO methodology is applied. Estimates of child labour among 15-17 year-olds, on the other hand, fall slightly, as the national criteria for long hours (40 hours) is less stringent than that used in the ILO estimation methodology (43 hours).

9. It should be underscored in interpreting these numbers that they represent "conservative" estimates of child labour, for two important reasons. First, the legal framework for child labour in Philippines is more restrictive than that contained in ILO Conventions No. 138 and No. 182. National legislation sets a time threshold of 20 hours per week for child labour in the 5-14 years age group, while the ILO Conventions only allow an exception for "light work" for children aged 12-14 years.⁸ Estimates based on the national legal framework

⁶ ILO-IPEC. Marking progress against child labour - Global estimates and trends 2000-2012 / International Labour Office, International Programme on the Elimination of Child Labour (IPEC) - Geneva: ILO, 2013.

⁷ The 14-hour threshold was also used in earlier ILO global estimations. The choice was based on provisions in the ILO Convention, the Minimum Age (Non-Industrial Employment) Convention, 1932 (No. 33), which sets two hours per day, on either school days or holidays, as the maximum for light work from the age of 12 years. Article 3 (para. 1) of the Convention states that "Children over twelve years of age may, outside the hours fixed for school attendance, be employed on light work (a) which is not harmful to their health or normal development; (b) which is not such as to prejudice their attendance at school or their capacity to benefit from the instruction there given; and (c) the duration of which does not exceed two hours per day on either school days or holidays, the total number of hours spent at school and on light work in no case to exceed seven per day".

⁸ Article 7 of ILO Convention No. 138 defines light work as work that is: (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.

therefore yield a considerably *lower estimate of child labour* than estimates based only international legal standards and estimation methodologies (see Panel 3).

10. Second, the estimates presented in Table 1 exclude so-called "worst forms of child labour other than hazardous work." These forms of child labour include child trafficking, commercial sexual exploitation, child slavery and the involvement of children in illicit activities. In the Philippines as in most countries, information on children involved in these extreme forms of child labour is limited due to both methodological difficulties in measuring them and to cultural sensitivity. The Philippines Survey on Children (SOC, 2011) and other similar surveys are not designed to generate information on children involved in worst forms of child labour other than hazardous work. Targeted research using specialized survey instruments is required to generate more complete information on this particularly vulnerable group of child labourers.

2.1 Trends in children's employment

11. To assess the changes in child labour, we make use of the Philippines Labour Force Survey (LFS), which is available for several years.⁹ However, the LFS does not collect information on hazardous work for children aged 15-17 or on working hours for younger children. Therefore, it does not permit the estimation of child labour in accordance with the national legislation. For this discussion of trends we hence use children's employment as a proxy for child labour, and limit the discussion to the 5-14 age group.

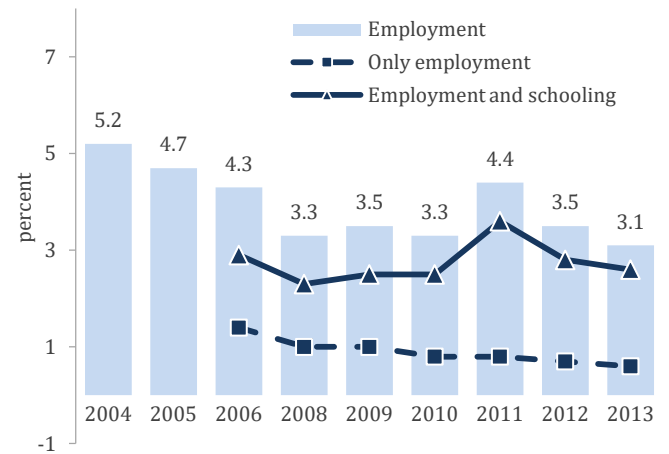
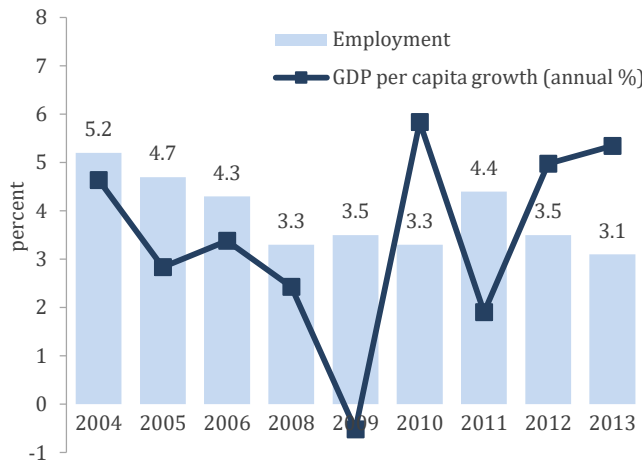
12. The LFS data indicate important progress in reducing children's involvement in employment. There was a net decline of 40% (2.1 percentage points) over the 2004-2013 period. Most of the decline, however, occurred during the early part of this period (i.e., 2004-2008); progress after 2008 was slower. There were actual increases in children's employment in 2009 and 2011, the two years in which the country experienced sharp deteriorations in terms of economic conditions (Figure 1a), again suggestive of the importances of shocks as a child labour determinant (Panel 5).

⁹ It should be noted, however, that the LFS data are not strictly comparable with the data from the Survey on Children (SOC) used in the rest of the chapter. The LFS data nonetheless useful in providing some insight into the direction the country is moving in terms of children's involvement in employment. Children's employment is a broader concept than child labour. It refers to children engaged in any economic activity for at least one hour during the reference period. The concept of employment is elaborated further in the *Resolution concerning statistics of work, employment and labour underutilization*, adopted by the Nineteenth International Conference of Labour Statisticians (October 2013). The resolution is available at: http://www.ilo.org/global/statistics-and-databases/standards-and-guidelines/resolutions-adopted-by-international-conferences-of-labour-statisticians/WCMS_230304/lang-en/index.htm.

13. Most of the fluctuation in children’s employment over the 10-year period occurred in the sub-group of children combining school and work. The decline in the group only in child labour (i.e., not also attending school) was more stable (Figure 1b).

Figure 1. Data on trends indicate important progress in reducing children’s involvement in employment

(a) Changes in children’s involvement in employment, 5-14 year-olds, and GDP per capita growth (%), 2004-2013 (b) Changes in children’s involvement in employment, 5-14 year-olds, and schooling status, 2004-2013



Source: UCW calculations based on Philippines, LFS surveys, various years

CHILD LABOUR IN THE 5-14 YEARS AGE GROUP

14. This chapter focuses on understanding child labour in the 5-14 years age group, looking first at the extent in child labour and then at its main characteristics.

3.1 Involvement in child labour

15. More than four percent of children aged 5-14 years, over 875,000 in absolute terms, are engaged in child labour according to SOC 2011 (Table 2). The overall estimates of children in child labour mask important differences by age, sex and residence. In short, children's involvement in child labour increases with age, is much higher among boys than girls and is much higher in rural areas than in cities and towns.

16. We look in more detail below at how child labour (and schooling) varies in accordance with these and other background variables. This discussion draws on results of the econometric analysis presented in the Appendix (Table A1 and Table A2).¹⁰

¹⁰ A simple economic model of household behaviour is used to guide the empirical specification. For detailed information on the model, see Cigno, A.; Rosati, F.C. 2005. "The economics of child labour" (New York, NY, Oxford University Press).

Table 2. Involvement in child labour, age group 5-14 years, percentage

(a) Percentage

Age	Sex		Residence		Total
	Male	Female	Urban	Rural	
Total 5-14	5.4	3	2.8	5.2	4.2
5-9	1.5	1	1.1	1.4	1.3
10-14	9.5	5.1	4.5	9.2	7.4

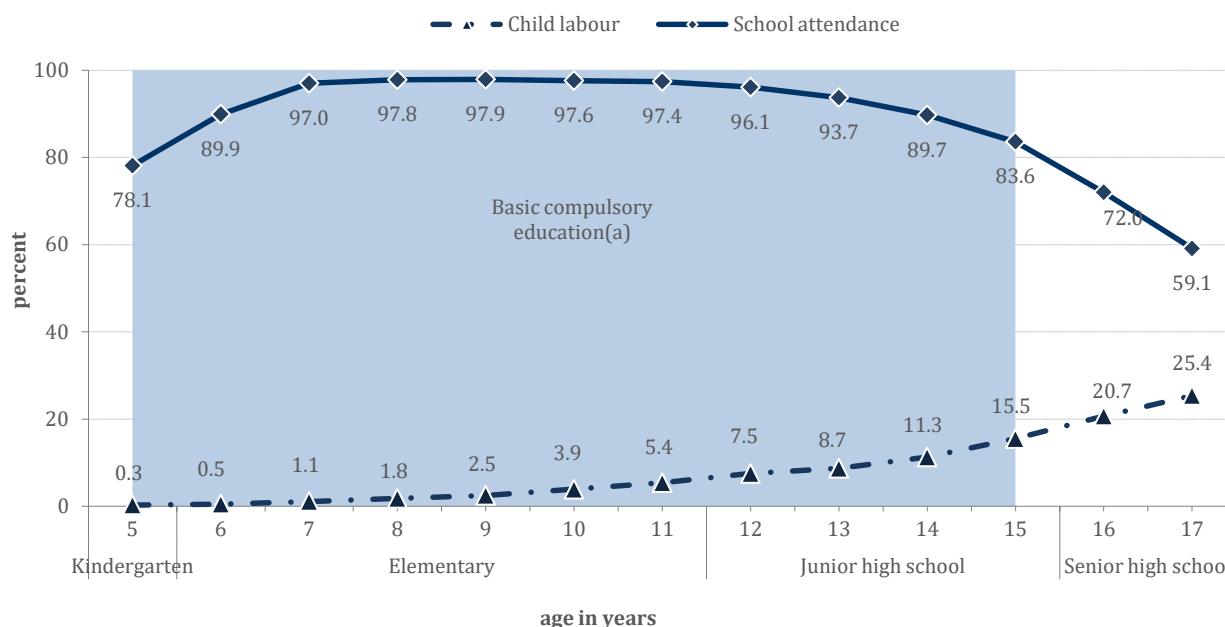
(b) Number

Age	Sex		Residence		Total
	Male	Female	Urban	Rural	
Total 5-14	571,392	304,304	224,771	650,926	875,696
5-9	81,179	54,612	44,585	91,206	135,791
10-14	490,213	249,692	180,186	559,720	739,905

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011.

- **Age:** Involvement in child labour increases with age (Figure 2). This pattern is results largely from the fact that the productivity of children increases as they grow older, meaning that the opportunity cost of keeping children in school as opposed to the workplace also goes up. Upon reaching secondary schooling age, children begin to leave school to join the labour market or to carry out at home household chores.

Figure 2. Child labour increases significantly across the 5-14 age group while school attendance moves in the opposite direction Percentage of children in child labour and children attending school, by age



Notes: (a) Republic Act 10157, or "The Kindergarten Education Law" made kindergarten the mandatory entry stage to basic education. Section 2 of this Act provides that all five (5)-year old children shall be given equal opportunities for kindergarten education to effectively promote their physical, social, emotional and intellectual development, including values formation so they will be ready for school.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Panel 4. Household chores and child labour

A large proportion of child labourers also work in unpaid household services (i.e., household chores). Around 91% of child labourers aged 5-14 years perform household chores as part of their daily lives. This category of production falls outside the international System of National Accounts (SNA) production boundary and is typically excluded from published estimates of child labour (see Panel 2 on terminology).

Figure A. Percentage of working children performing household chores, by sex and age

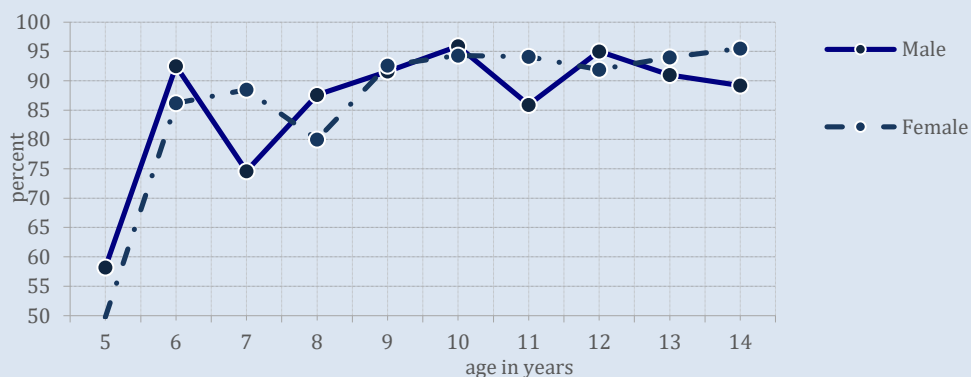
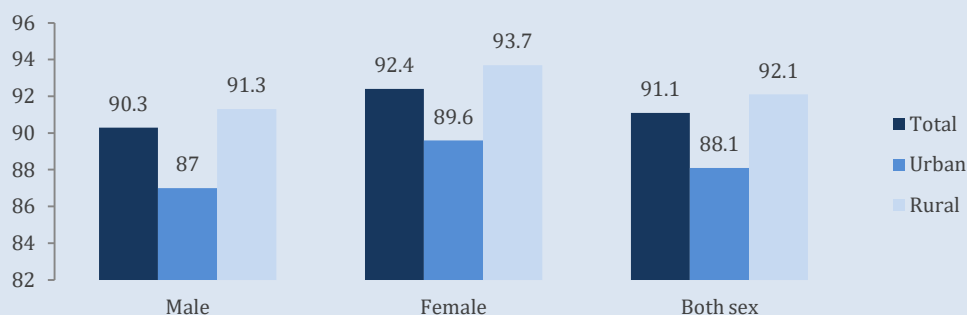


Figure B. Percentage of working children carrying out household chores, age 5-14 years, by sex and area of residence



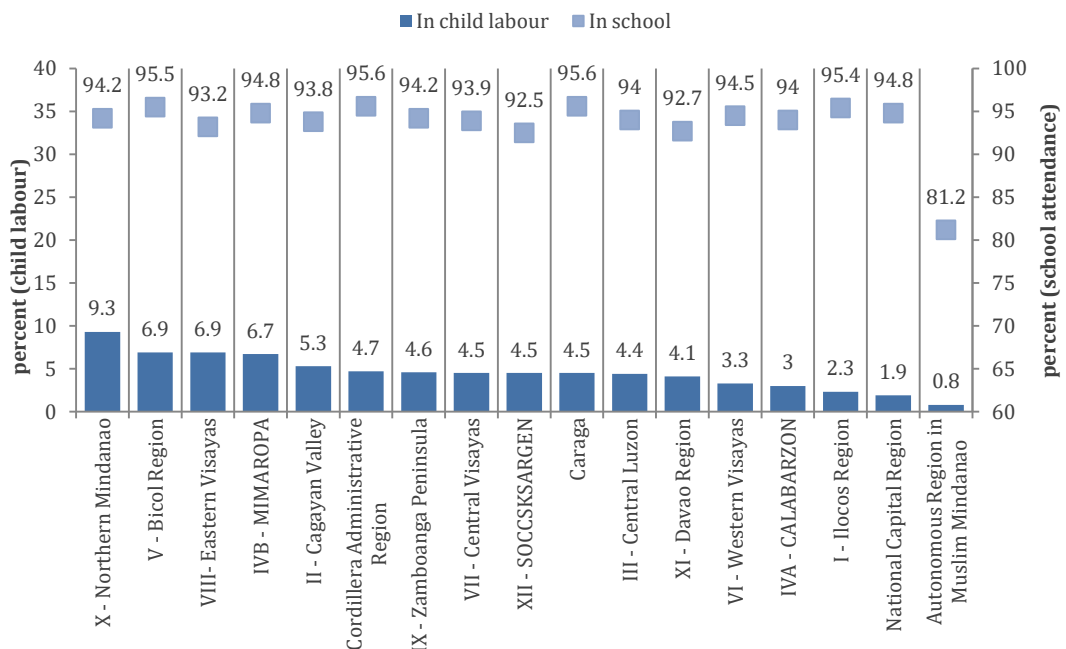
A higher share of girls than boys perform chores at every age, although the difference by sex in involvement in chores is not large (Figure A). Performing household chores is more common among rural children than among children living in towns or cities. This result is likely attributable in part to the better coverage and closer proximity of basic services in urban areas.

- **Gender:** child labour has an important gender dimension. Involvement in child labour among male children is 50% higher than female children (five percent versus 3 percent), a result confirmed by the econometric evidence presented in the Appendix (Table A2). By contrast, female children are slightly more likely to attend school (95%) compared to their male peers (92%). In interpreting these gender differences, it is worth recalling that child labour does not include involvement in household chores, a form of work where girls typically predominate (see Panel 4). For this reason, our estimates may overstate boys' involvement in work relative to that of girls.
- **Residence.** Child labour among rural children (five percent) is nearly twice that of urban children (three percent). Econometric results controlling for other factors, however, indicate that the

magnitude of the effect of residence is much smaller, in turn suggesting that factors associated with residence, rather than residence *per se*, is driving the measured difference between rural and urban children in terms of their involvement in child labour (Appendix Table A2). Access to basic services, for instance, is generally poorer in rural areas, in turn meaning that rural households may have a greater need for children’s labour.

- **Region.** There are large differences in child labour (and schooling) across regions (Figure 3), pointing to the importance of area-specific approaches to addressing it. The Northern Mindanao Region stands out as having the highest level of child labour (9%). At the other end of the spectrum lies the National Capital Region and the Autonomous Region in Muslim Mindanao, where only two percent and one percent, respectively, of children are involved in child labour. Muslim Mindanao is unique in having a very low school attendance rate (81%) despite also having a very low level of child labour.

Figure 3. There are large differences across regions in terms of child labour and school attendance
Percentage of children in child labour and attending school, age group 5-14 years, by province



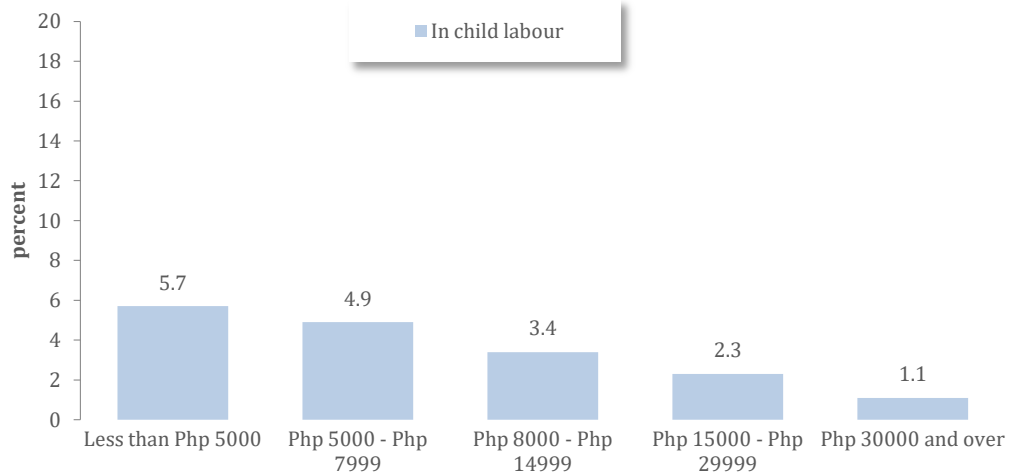
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

- **Household income.** Child labour is higher and school attendance is lower among children from poor (lowest expenditure category) households (Figure 4). The regression estimates confirm this pattern, also when we control for a set of covariates (Annex Table

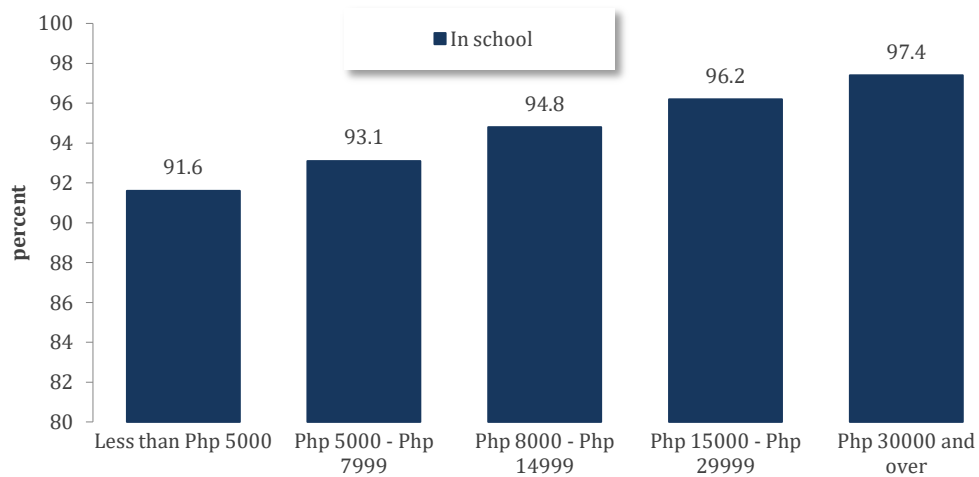
A2).¹¹ The estimated effect of income on work is relatively small indicating that income is by no means the only determinant of child labour. A range of other individual, household and community factors are also at play.

Figure 4. Children from poor households are more vulnerable to child labour and educational marginalisation

(a) Percentage of children in child labour, age group 5-14, by household expenditure (in category)



(b) Percentage of children attending school, age group 5-14, by household expenditure (in category)



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

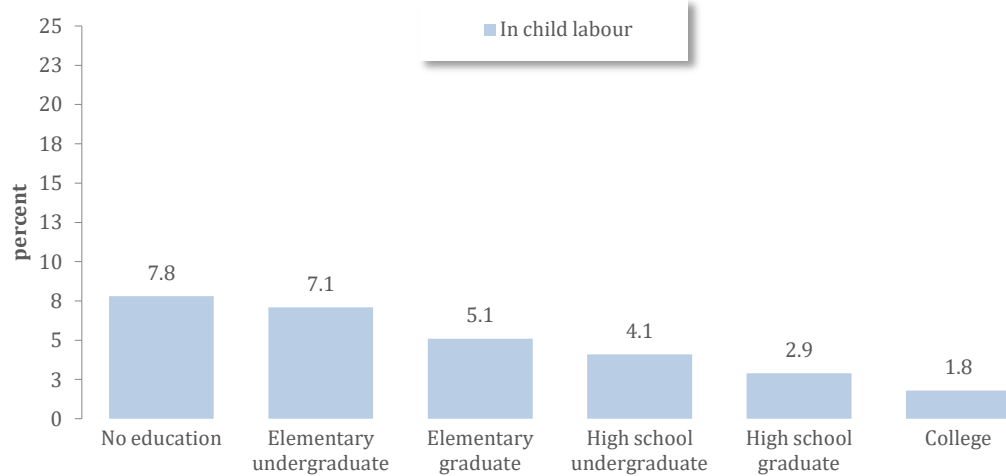
- **Education level of the household head.** The amount of education obtained by the household head is strongly negatively associated with children's participation in child labour and is positively associated with school attendance. A higher educational level of the household head makes it more likely that a child attends school and less likely that a child is engaged in child labour (Figure 5). This relationship is also confirmed by the econometric evidence presented in Appendix Table A2. One

¹¹ The econometric results also indicate that poor children are more likely to be neither working nor studying.

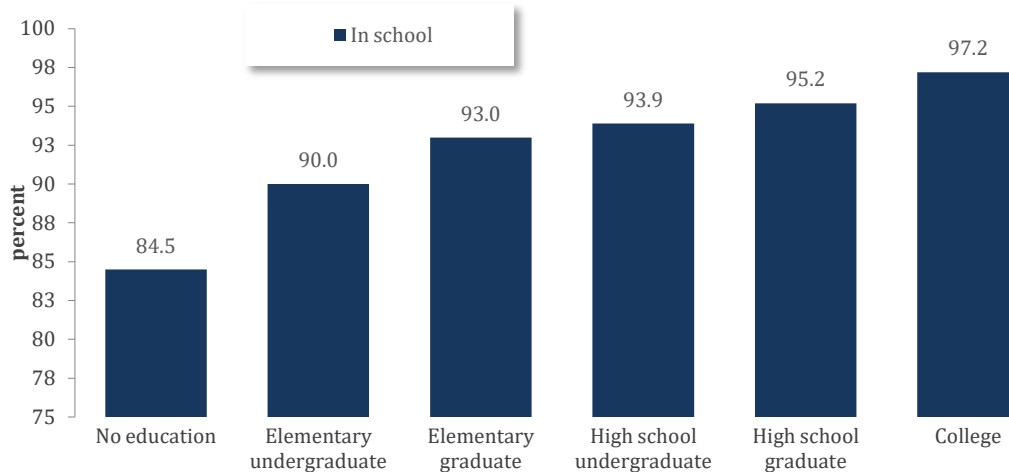
possible explanation is that parents who are more educated might have a better understanding of the economic returns to education, and/or might be in a better position to help their children realize these returns.

Figure 5. Child labour is higher and school enrolment is lower among children from households with an uneducated household head

(a) Children in child labour, age group 5-14 years, by level of education of the household head



(b) Children's school attendance, age group 5-14 years, by level of education of the household head

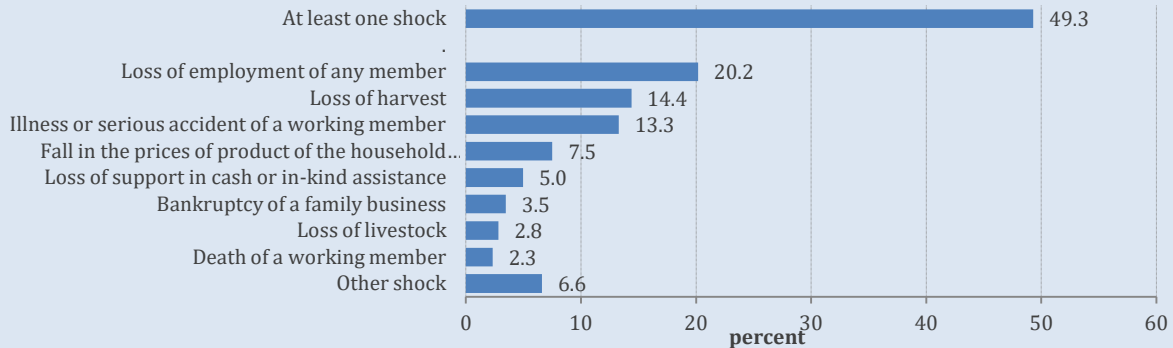


Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Panel 5. Child labour as a response to shocks

The Philippines SOC 2011 collected information on occurrence of shocks, in particular whether the household suffered of a fall in income because of a series of household specific problems.¹² About half of the households (49%) have experienced at least one type of shock (Figure A). The loss of employment of a household member was experienced by 20% of households, followed by the loss of harvest (14%), illness or serious accident of a working member (13%) and fall of the price of the product of the household business (7.5%).

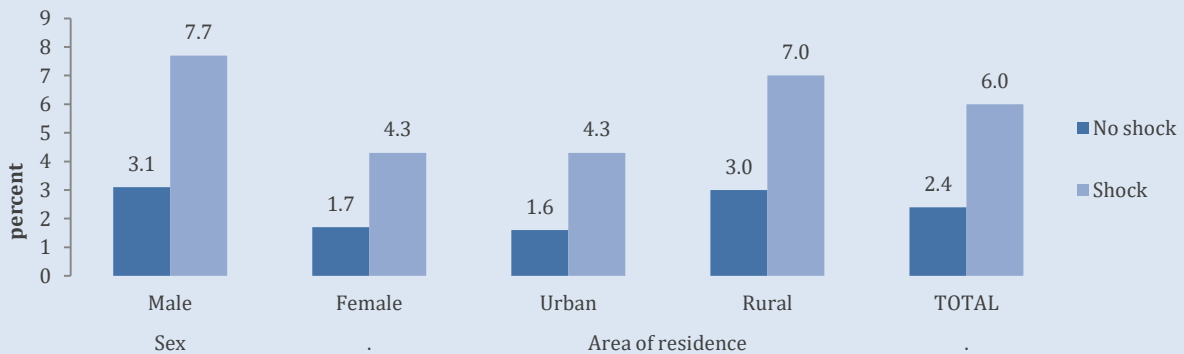
Figure A. Percentage of household exposed to shocks, by type of shock^(a)



Notes: (a) Shocks in this context refer to unexpected or unpredictable events impacting household livelihoods. UCW calculations based on Philippines, Survey on Children (SOC), 2011

Involvement in child labour is much higher among children belonging to households that have experienced at least one shock (Figure B), suggesting that households sometimes use child labour as a means of coping with the adverse effects of shocks. Overall, involvement in child labour among children from households experiencing shocks is twice that of children from households not experiencing shocks (10% versus 5%). This result holds for both male and female children and for children living in both rural and urban areas.

Figure B. Percentage of children in child labour by whether the household has experienced any shock



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011.

The econometric evidence presented in Appendix Table A2 confirms these results. This evidence also shows that children belonging to household exposed to shocks are less likely to attend school (Appendix Table A2), suggesting that short-term shocks can have long-term consequences in terms of children’s education. By looking at the specific type of shocks experienced by the household, the analysis shows that children belonging to households experiencing loss of harvest, loss of animals and bankruptcy are 3-4 percentage points less likely to go to school exclusively and more likely to go to work. The loss of support slightly reduces the probability of a child going to school by one percentage point and increases the probability of a child neither working nor studying by about two percentage points.

The results for the Philippines are consistent with international evidence indicating that exposure to shocks is an important factor in children’s work.¹³ The link between child labour and shocks argues for social protection policies that reduce household vulnerability and limit household dependence on child labour as a risk-coping mechanism. However, shocks experienced by households can take a variety of forms, and their consequences can vary accordingly. This means that the appropriate policies to help households manage shocks also depend on the specific nature of the shock.

¹² Shock is defined as an unanticipated adverse event that can lead to reduction in income, a loss of assets, illness or injury, or a fall in consumption or welfare of the households.

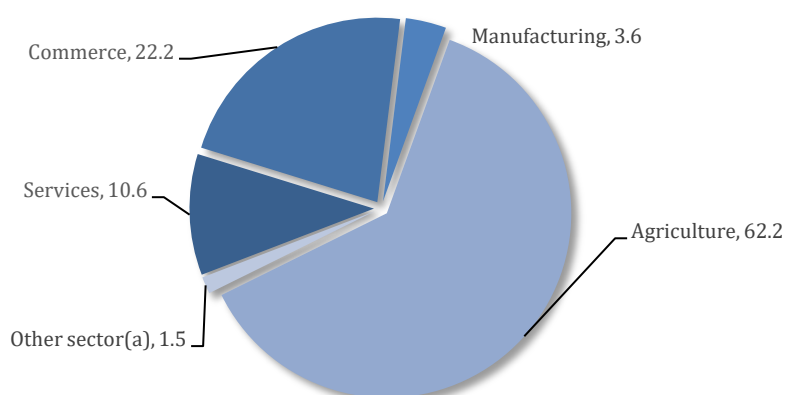
¹³ See, for example, Guarcello, Mealli and Rosati, 2010

3.2 Characteristics of children in child labour

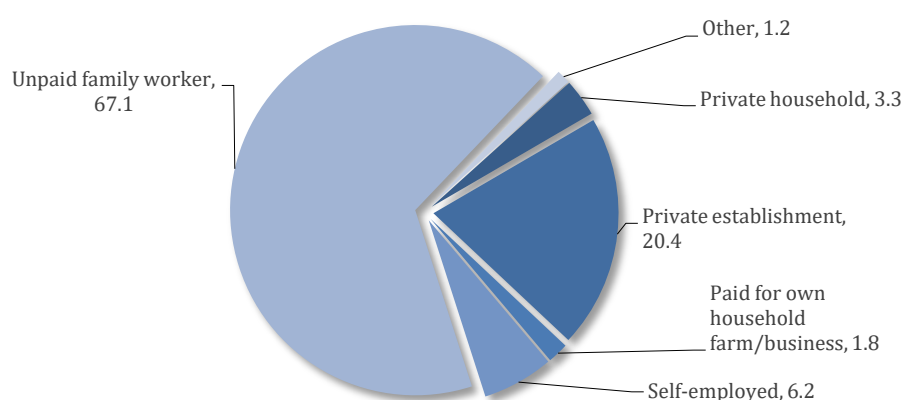
17. **The majority of child labourers work in agriculture (62%).** The predominance of agriculture is a particular concern in light of the fact that this sector is one of the three most dangerous in which to work at any age, along with construction and mining, in terms of work-related fatalities, non-fatal accidents and occupational diseases.¹⁴ Commerce is the second-most important sector (accounting for 22% of children in child labour), followed by services (11%) and manufacturing (four percent) (Figure 6a). In terms of status in employment, children are found overwhelming in unpaid family work (67%) or working in private establishment (20%). About six percent of children are self-employed and an additional three percent work in private households, most likely as domestic workers (Figure 6b).

Figure 6. Children in child labour are concentrated in agricultural work within the family unit
Distribution of children in child labour by sector and status in employment, age group 5-14 years.

(a) Sector of employment



(b) Status in employment⁽¹⁾



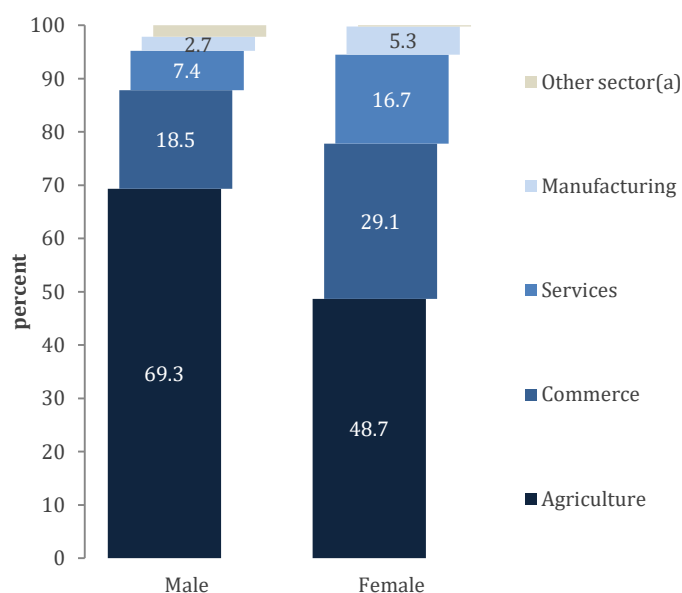
Notes: (1) The terms "Private household" and "Private establishment" reflect the language used in the SOC questionnaire. The former can be considered primarily as domestic work in third party households and the latter as paid work outside the home in the private sector.
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

¹⁴ For further details, please visit the "Child labour in agriculture" section of the ILO-IPEC website: <http://www.ilo.org/ipec/areas/Agriculture/lang-en/index.htm>.

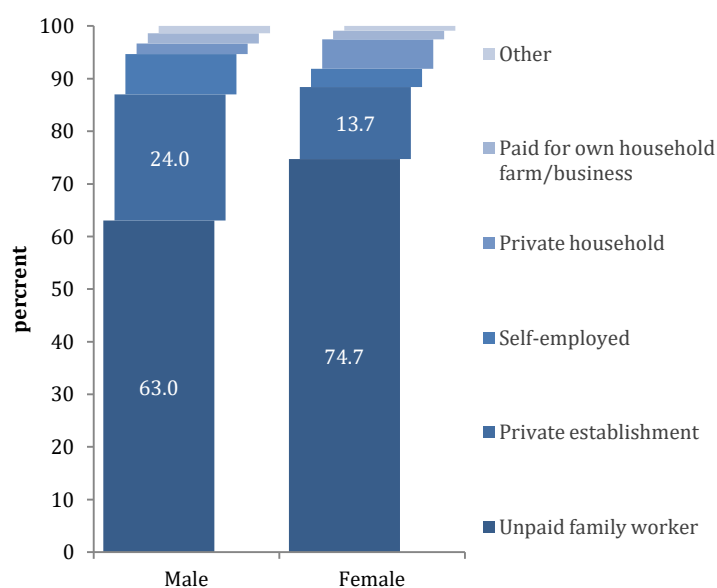
18. Gender appears to be an important factor in determining the nature of involvement in child labour. The majority of girls in child labour are concentrated in the commerce sector (29%), service sector (17%) and manufacturing (five percent), while boys are concentrated in the agriculture sector (69%). Girls are more likely to be engaged in unpaid family work and to work in private household, while boys are more likely to work for a wage or to be self employed. (Figure 7).

Figure 7. Children in child labour are concentrated in agricultural work

(a) Distribution of children in child labour by sector of employment and sex, age group 5-14 years.



(b) Distribution of children in child labour by status in employment and sex, age group 5-14 years⁽¹⁾

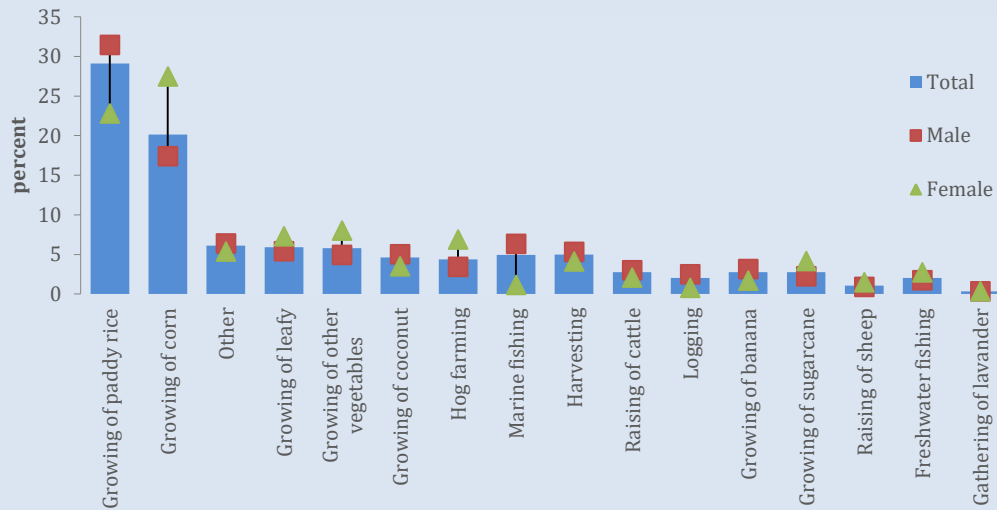


Notes: (1) The terms "Private household" and "Private establishment" reflect the language used in the SOC questionnaire. The former can be considered primarily as domestic work in third party households and the latter as paid work outside the home in the private sector.
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Panel 6. Children working in agricultural crops, fishery and livestock

In the Philippines, 62.2% of children aged 5-14 work in the agriculture sector. The agriculture sub-sectors where children are most concentrated are the growing of paddy rice and the growing of corn, accounting for 29% and 20%, respectively, of children aged 5-14 involved in agricultural work (Figure A below). Gender differences are again important. A higher percentage of male children work in the growing of paddy rice, growing of coconut and marine fishing, while female children are more involved in growing of corn, growing of leafy and other vegetables, and hog farming.

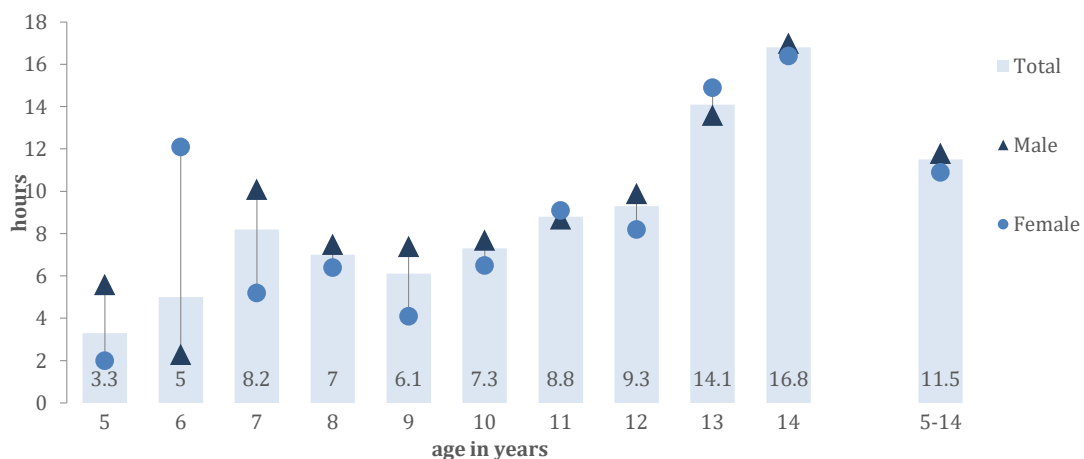
Figure A. Percentage of children employed in agriculture, age 5-14 years, by type of agriculture and sex



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Figure 8. Child labourers log an average of nine hours of work each week

Average weekly usual working hours, by age(a) and sex



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

19. Child labour is time-intensive for those children not also attending school. Children aged 5-14 years in child labour log an average of 11 hours of work per week (Figure 8). The time intensity of work rises with age; there is little difference between male and female children at most ages. Work is much more intensive for the

minority of children who work without also attending school. This group puts in an average of over 25 hours of work per week (Appendix Table A5), compared to seven working hours per week of their peers who work while attending school. It should be kept in mind in interpreting these figures that they do not include time spent each day performing household chores.

Chapter 4.

CHILD LABOUR IN THE 15-17 YEARS AGE GROUP

20. Hazardous work among adolescents who are above the general minimum working age but not yet adults (i.e., those in the 15–17 years age group)¹⁵ constitutes a worst form of child labour and a violation of international labour standards. The ILO Worst Forms of Child Labour Convention, 1999 (No. 182) calls on countries to take immediate and effective measures to eliminate this and other worst forms of child labour as a matter of urgency.¹⁶ A failure to do so can be a serious oversight, as hazardous work during adolescence can pose immediate threats to health and safety and can create huge barriers – educational, physical, psychological and social – that impede a young person from competing successfully for good jobs in the future. In this chapter, we address the extent and nature of child labour among adolescents in the 15-17 years age group.

4.1 Involvement in child labour

21. As discussed in Chapter 2 and in accordance with national legislation, child labour for the 15-17 years age group consists of the following groups: (a) children working over 40 hours per week; (b) children working during the evening or night; (c) and children exposed to hazardous forms of work irrespective of working hours. Child labour among 15-17 year-olds measured on this basis is very high. As reported in Table 3, more than 20% of all children in this age group, 1.2 million in absolute terms, are in child labour.

¹⁵ In countries where the general minimum working age is 14 years, the lower age boundary should also technically be 14 years. However, for comparability, in this chapter we apply the minimum age boundary of 15 years in all countries.

¹⁶ C182 - Worst Forms of Child Labour Convention, 1999 (No. 182). Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour (Entry into force: 19 Nov 2000).

Table 3. Involvement in child labour, adolescents aged 15-17 years^(a)

<i>(a) Percentage</i>					
Age	Sex		Residence		Total
	Male	Female	Urban	Rural	
Total 15-17	26.8	13.7	13.3	25.1	20.4
15	20.9	10.0	8.7	19.7	15.5
16	27.3	14.0	14.0	25.3	20.7
17	32.7	17.4	17.4	31.0	25.4

<i>(b) Number</i>					
Age	Sex		Residence		Total
	Male	Female	Urban	Rural	
Total 15-17	821,230	399,696	318,690	902,236	1,220,926
15	219,741	102,900	69,517	253,125	322,642
16	278,037	140,252	115,404	302,885	418,289
17	323,452	156,544	133,770	346,226	479,996

Notes: (a) Child labour constitutes (a) children working over 40 hours per week; (b) children working during the evening or night; (c) and children exposed to hazardous forms of work irrespective of working hours.
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

22. Differences in involvement in child labour by age, sex and residence are very large for this age group. In brief, child labour rises sharply with age, from 16 percent of 15-year-olds to 25% of 17-year-olds, as the 15-17 years age range coincides with the period in which the transition from school to work begins to accelerate. The child labour population in this age group is male-dominated – 27% of male 15-17 year-olds are in child labour against only 14% of same-aged females. This is a reflection of both the higher share of boys entering the labour market (while relatively more girls take up domestic responsibilities in their own homes) and of the fact that boys’ jobs are more likely to be hazardous (see Figure 9).¹⁷ Finally, child labour among 15-17 year-olds is in large part a rural phenomenon. The share of rural children in this age in child labour (25%) is about twice that of urban children (13%); in absolute terms, rural child labourers outnumber their urban counterparts 900,000 to 319,000.

23. The results of the econometric analysis (reported in Annex Table A1, Table A3 and Table A4)¹⁸ confirm these patterns and also highlight other factors relevant to child labour in the 15-17 years age group:

- **Household structure.** Adolescents belonging to households with more dependent younger children are more likely to be in child labour. The presence in the household of working age adults has

¹⁷ As shown in Figure 9, 72% of all male jobs are hazardous compared to 64% of all female jobs.

¹⁸ A simple economic model of household behaviour is used to guide the empirical specification. For detailed information on the model, see Cigno, A.; Rosati, F.C. 2005. “The economics of child labour” (New York, NY, Oxford University Press).

the opposite effect, reducing the likelihood of participation in child labour. The presence in the household of elderly members also reduces the likelihood of participation in child labour, perhaps due to the impact of old age pensions in alleviating household resource constraints.

- **Level of education of the household head.** A higher level of education of the household head is associated with a reduction in the probability that an adolescent will be in child labour.
- **Access to basic services.** Access to public water and electricity networks are also very relevant. Adolescents aged 15-17 years from households with tap water and electricity access are four percentage points and six percentage points, respectively, less likely to be in child labour. Basic services are important determinants in large part because they influence the value of children's time outside of the classroom. In contexts where access to basic services are limited children, must often shoulder a greater burden for tasks such as hauling water and fetching fuelwood.
- **Occurrence of shocks.** Adolescents belonging to households hit by a shocks are more likely to be in child labour. Loss of harvest, loss of livestock and fall in the price of the products produced by the household business are among the shocks that make it more likely that an adolescent will be in child labour. This is a further illustration of how households must often rely on the children's work to cope with shocks (see also Panel 5).

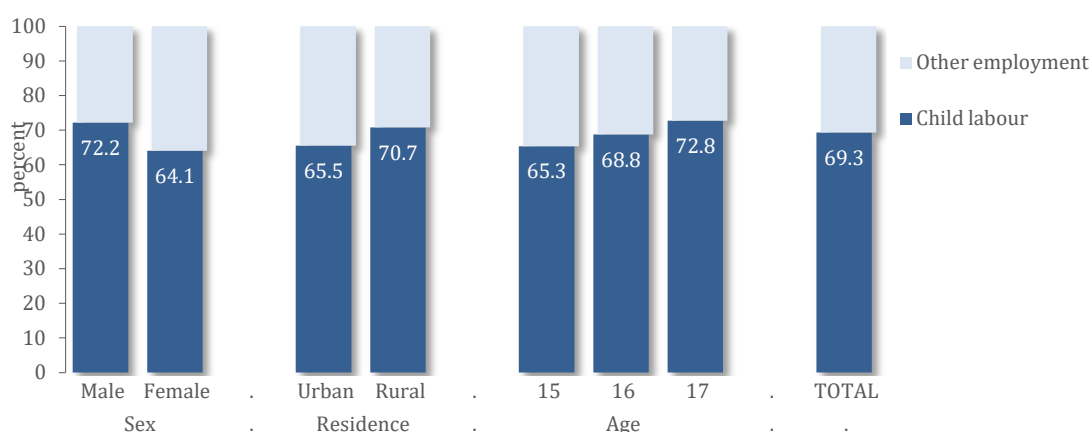
4.2 Child labour and employment

24. **Most employed adolescents aged 15-17 years are in child labour.** Another way of viewing the issue of child labour for the 15-17 years age group is its importance *relative to overall employment* for this age group. In other words, the share of *employed* adolescents in this age group that are in child labour. Globally, adolescents in hazardous work account for 40% of total employed adolescents.¹⁹ In the Philippines, the figure for 15-17 year-olds is much higher – more than 69% of those with jobs are in child labour (Figure 9). This overall figure is even higher among male adolescents (72%) and among rural adolescents (71%). The high incidence of hazardous work among employed 15-17 year-olds is an indication of the size of the “decent work deficit” facing this group of the resulting urgent need to expand decent work opportunities.

¹⁹ IPEC, *Global child labour trends 2008 to 2012* / International Labour Office, International Programme on the Elimination of Child Labour (IPEC) - Geneva: ILO, 2013.

Figure 9. Adolescents aged 15-17 years in child labour constitute the overwhelming majority of employed persons in this age group in the Philippines

Percentage of employed adolescents aged 15-17 years in child labour and in other employment

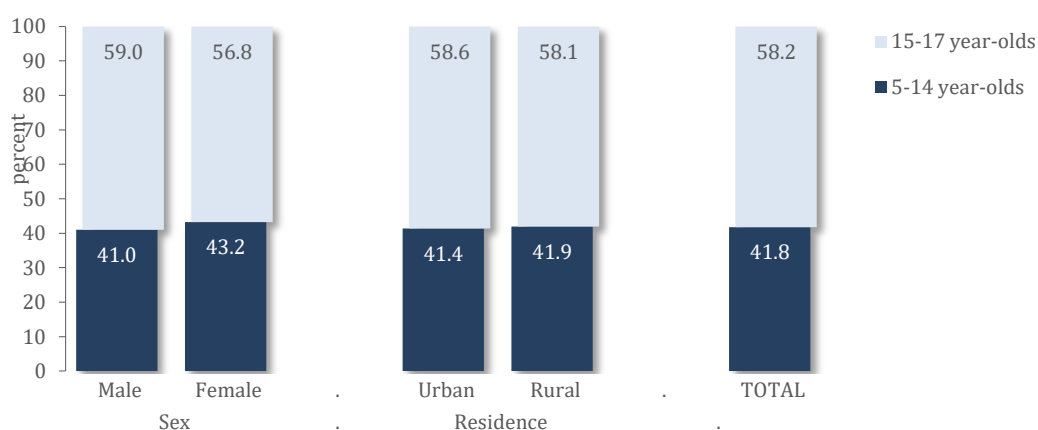


Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

25. Child labourers in the 15-17 years age group also account for the majority of total child labourers in the Philippines. As reported in Figure 10, older children make up 58% of the overall child labour population in the Philippines. This figure more than any other illustrates how the broad policy goals of eliminating child labour and improving youth employment outcomes intersect for the 15-17 years age group.

Figure 10. Adolescents aged 15-17 years in child labour constitute the majority of total child labourers in the Philippines

Distribution of the child labour population by sex and residence



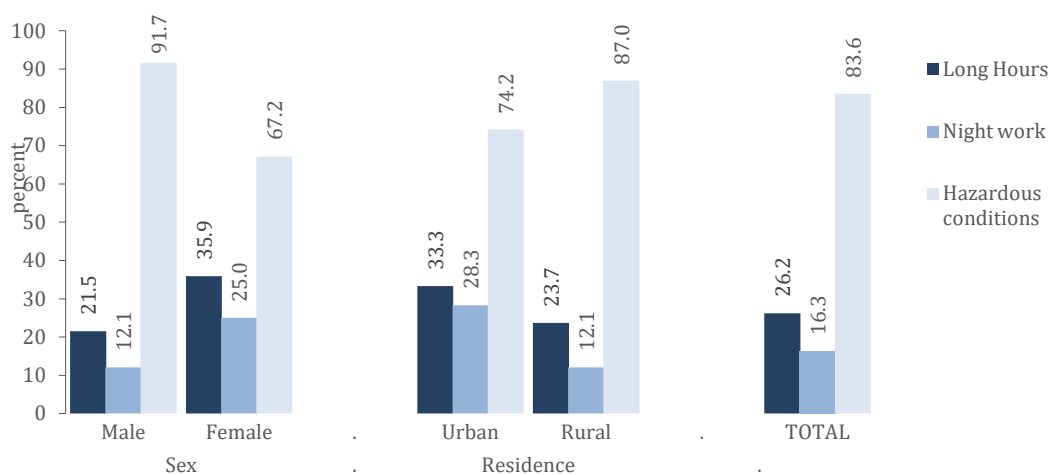
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

4.3 Characteristics of child labour

26. Hazardous jobs and long hours are both important criteria for child labour in the 15-17 years age group. What is the nature of the hazards facing adolescents in child labour? Recall that we considered three groups in estimating child labour – those facing hazardous conditions, working at night, and those working long

hours.²⁰ As reported in Figure 11, most of those in child labour face hazardous conditions. Of the total group in child labour, 84% are exposed to hazardous conditions, 26% must work long hours, and 16% are working at night. This combination of long hours and hazardous conditions is a particular concern, as the greater the length of time that a child is exposed to hazardous conditions the more likely they are to be harmed by them. Again, these results highlight the urgency of intervening to remove children in this age group from child labour and afford them with decent work opportunities.

Figure 11. Hazardous conditions are important criteria for child labour in the 15-17 years age group
Percentage of 15-17 year-old child labourers affected by hazardous conditions, long hours, and night work, by sex and residence^(a)



Note: (a) Percentages for each sub-group sum to more than 100 because some child labourers meet more than one of the child labour criteria;
Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

27. Child labour is concentrated in the agriculture sector.

Decomposing child labour among 15-17 year-olds by main sector offers an indication of where in the economy child labour is concentrated. This decomposition, reported in Figure 12a, indicates that about half of child labourers are found in the agriculture sector. Next in importance is commerce (16% of child labourers), other services²¹ (19%) and manufacturing (five percent). It is interesting to note that this sectoral decomposition differs considerably from that of employment *not* constituting child labour for the 15-17 years age group. As also reported in Figure 12a, employed 15-17 year-olds not in child labour are much less likely to be found in agriculture and more likely to be found in commerce, services and manufacturing. Figure 12b reports the distribution of child labourers and other

²⁰ Includes (a) 15-17 year-olds working over 40 hours per week and children in this age range exposed to hazardous forms of work irrespective of working hours; and (b) 15-17 year-olds working over the night.

²¹ The category other services includes children working in Hotel and restaurant, domestic workers and other services.

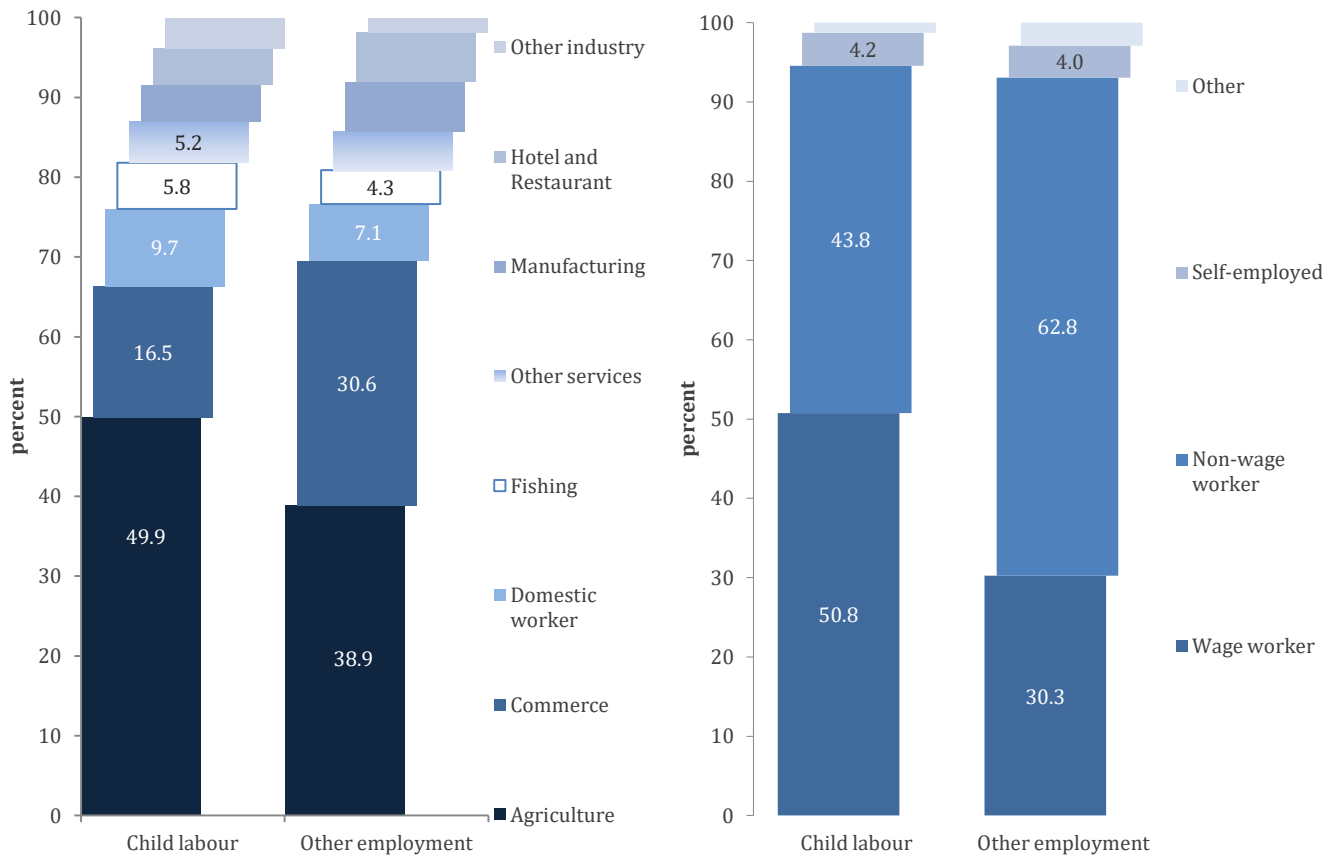
employed 15-17 year-olds by status in employment. Again, importance differences are evident: those not in child labour are less likely to be in wage work and more likely to be in non-wage work compared to their counterparts in child labour.

Figure 12. Child labourers are concentrated in agricultural work within the family unit

Distribution of children in child labour by sector and status of employment, age 15-17 years

(a) Sector of employment

(b) Status in employment



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Chapter 5.

CHILDREN'S EMPLOYMENT, CHILD LABOUR AND EDUCATION

28. The degree to which work interferes with children's schooling is one of the most important determinants of the long-term impact of child labour. Reduced educational opportunities constitute the main link between child labour, on the one hand, and youth employment outcomes, on the other. Clearly, if the exigencies of work mean that children are denied schooling altogether or are less able to perform in the classroom, then these children will not acquire the education necessary for more decent work upon entering adulthood. This chapter looks at evidence of the educational impact of children's work. Links between human capital levels and *youth employment* outcomes in the Philippines are explored in more detail in Chapter 6 of this report.

29. One way of viewing the interaction between children's employment and schooling is by decomposing the child population into four non-overlapping activity groups – children in employment only, children attending school only, children combining school and employment and children doing neither.

30. This breakdown, reported in Table 4, shows that 87% of children aged 5-14 years attend school only, while six percent combines employment and school. Only one percent of children aged 5-14 years is exclusively in employment, while the remaining five percent is neither studying nor working (although likely to be engaged in other productive activities, such as household chores) (see Panel 2). Girls are less likely to be in employment exclusively and less likely to combine school and work; girls are more likely, on the other hand, to attend school without having to also work.

Table 4. Children's employment^(a) and schooling, children aged 5-14 years, by sex

(a) Percentage

	Activity				(a)y(c) Total in employment (of which in child labour)	(b)&(c) Total in school	(a)&(d) Total out-of- school
	(a) Only in employment (of which in child labour)	(b) In school exclusively	(c) In employment and school (of which in child labour)	(d) Neither in employment nor in school			
Total	1.1 (79.4)	87.3	6.4 (52.7)	5.2	7.5 (56.5)	93.7	6.3
Male	1.6 (81.5)	85.1	7.4 (56.0)	6.0	9.0 (60.5)	92.4	7.6
Female	0.5 (72.4)	89.6	5.5 (48.2)	4.4	6.0 (50.2)	95.1	4.9

(b) Number (in thousands)

	Activity				(a)&(c) Total in employment (of which in child labour)	(b)&(c) Total in school	(a)&(d) Total out-of- school
	(a) Only in employment (of which in child labour)	(b) In school exclusively	(c) In employment and school (of which in child labour)	(d) Neither in employment nor in school			
Total	220 (174)	1,8042	1,330 (701)	1,079	1,550 (876)	19,372	1298
Male	169 (137)	8976	775 (434)	633	944 (571)	9,751	802
Female	51 (37)	9066	555 (267)	446	606 (304)	9,621	497

Notes: (a) It should be underscored that the definitions of "employment" and "child labour" for the 5-14 years age group diverge in Philippines. National legislation sets a time threshold of 20 hours per week for child labour in the 5-14 years age group, while international legal standards that contain no reference to an hours' threshold (with the exception of "light work" for children aged 12-14 years). Estimates based on the national legal framework therefore yield a considerably lower estimate of child labour than estimates based only international legal standards and estimation methodologies (see Panel 3). Owing to the discrepancy between national child labour legislation and international legal standards, we instead focus here on the concept of children's employment.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

31. The interaction between work and school differs considerably for the 15-17 years age group. A higher percentage (58%) studies exclusively and a smaller percentage (16%) is in employment exclusively; 13% combines both activities and 12% neither study nor work (Table 5). These differences are not surprising as the 15-17 years age range corresponds with the time that young persons begin their transition from school to working life. Again, differences by sex are significant. Adolescent girls are much more likely to still be in school exclusively and are less likely to be in employment (either exclusively or in combination with school). It is worth noting that the definitions of employment and child labour diverge for the 15-17 years age group,²² and we are talking here about involvement in *employment* and schooling.

²² Child labour for the 15-17 years age group consists of the following groups: 15-17 year-olds working over 40 hours per week; children in this age range exposed to hazardous forms of work irrespective of working hours; and 15-17 year-olds working over the night.

Table 5. Children's employment and schooling, children aged 15-17 years, by sex

(a) Percentage

	Activity				(a)&(c) Total in employment (of which in child labour) ⁽ⁱ⁾	(b)&(c) Total in school	(a)&(d) Total out-of- school
	(a) Only in employment (of which in child labour) ⁽ⁱ⁾	(b) In school exclusively	(c) In employment and school (of which in child labour) ⁽ⁱ⁾	(d) Neither in employment nor in school			
Total	15.9 (79.8)	58.4	13.5 (57.0)	12.2	29.4 (69.3)	71.9	28.1
Male	21.4 (80.3)	52.3	15.8 (61.1)	10.5	37.2 (72.2)	68.1	31.9
Female	10.2 (78.5)	64.8	11.1 (50.8)	13.9	21.3 (64.0)	76.0	24.0

(b) Number (in thousand)

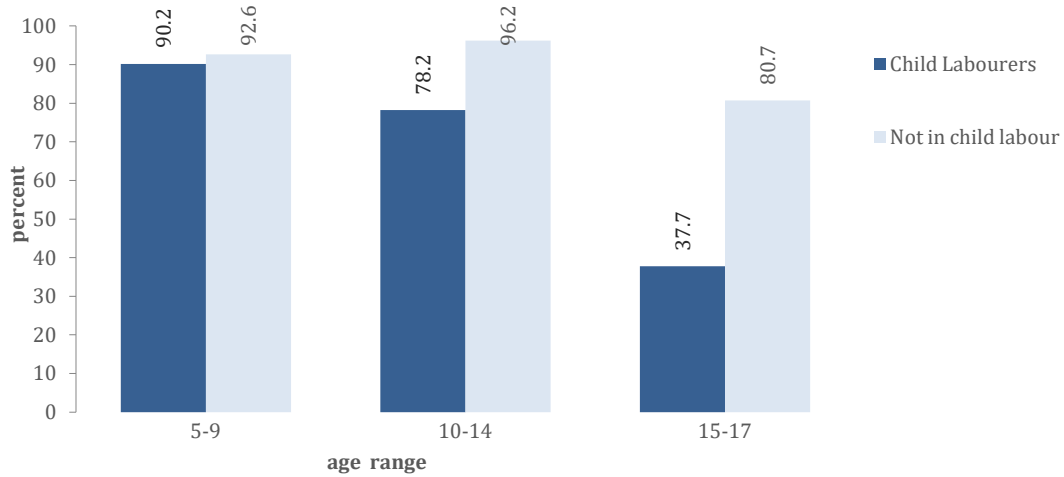
	Activity				(a)&(c) Total in employment (of which in child labour) ⁽ⁱ⁾	(b)&(c) Total in school	(a)&(d) Total out-of- school
	(a) Only in employment (of which in child labour) ⁽ⁱ⁾	(b) In school exclusively	(c) In employment and school (of which in child labour) ⁽ⁱ⁾	(d) Neither in employment nor in school			
Total	953 (760)	3,499	809 (461)	728	1,762 (1,221)	4,308	1,681
Male	655 (526)	1,601	483 (295)	322	1,138 (821)	2,083	978
Female	298 (234)	1,898	326 (166)	406	624 (400)	2,224	704

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

32. Child labourers are clearly disadvantaged in terms of being able to attend school. The school attendance gap between child labourers and other children increases with age and is particularly marked at the end of the 5-17 years age spectrum: for the age group 10-14 years, the school attendance of child labourers is 18 percentage points less than that of other children while for the age group 15-17 years the attendance gap grows to 43 percentage points (Figure 13). These figures underscore the importance of child labour as a constraint to achieving universal basic enrolment in the country. Data are not available in Philippines on the *regularity* of school attendance, i.e. the frequency with which children are absent from or late for class, but attendance regularity is also likely adversely affected by involvement in employment.

Figure 13. Child labourers are clearly disadvantaged in terms of being able to attend school at every age

School participation by child labour status and age

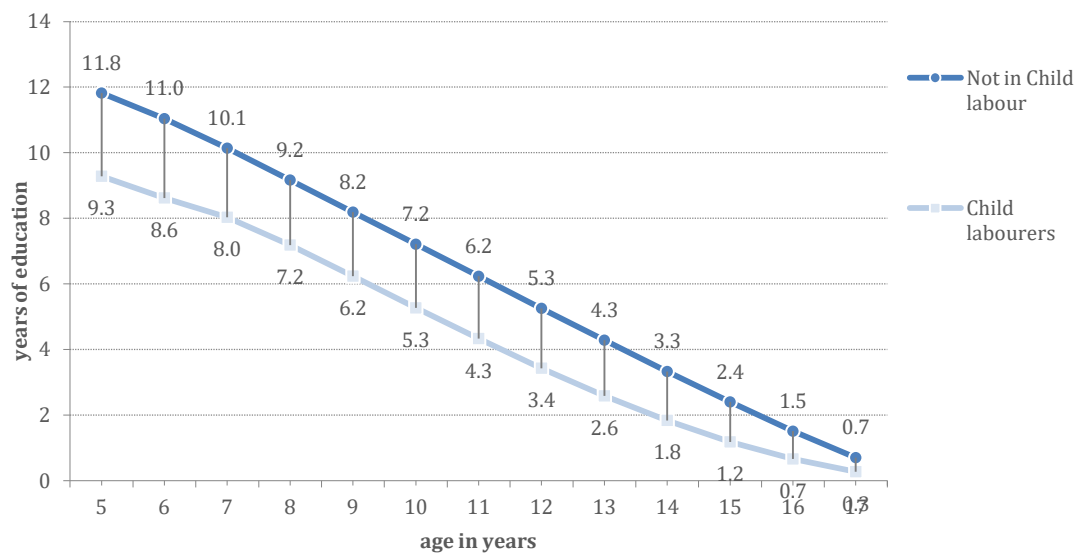


Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

33. Filipino working children also have lower school life expectancy (SLE). School life expectancy (SLE) provides a measure of the total number of years of education that a child can be expected to complete. SLE, reported in Figure 14, indicates that working children entering schooling can expect to remain there for less time than non-working children. At each age, up to the age of 12 years, the difference in school life expectancy is of around two years. This illustrates that working children are more likely to drop out prematurely compared to their non-working peers, and to transition into full-time work at an early age.

Figure 14. Child labour is associated with lower school life expectancy at every age

School life expectancy by child labour status and age

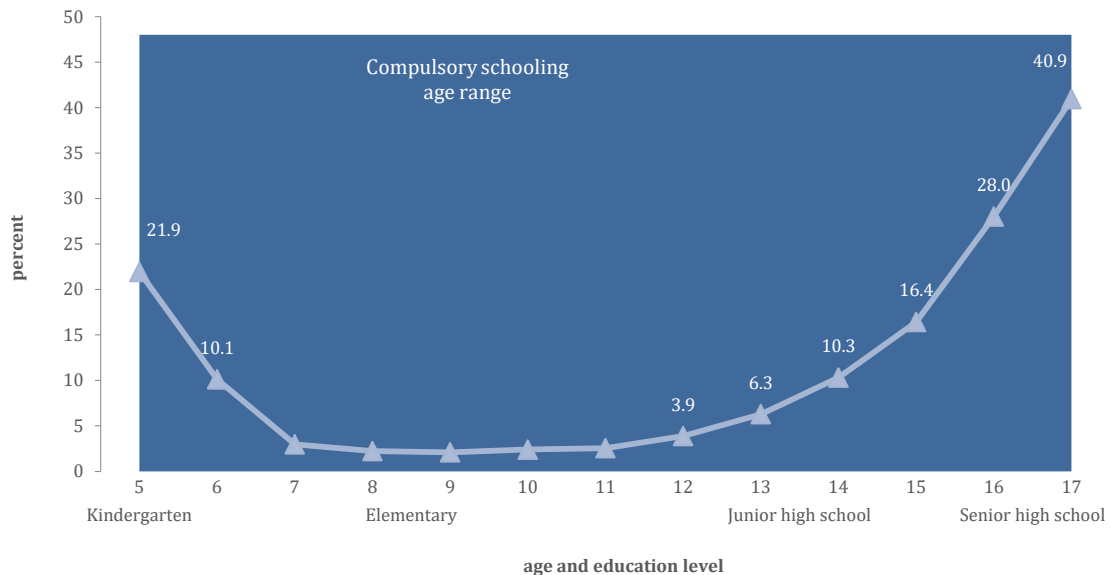


Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

34. There remains a small but nonetheless significant share of children who are not in school, particularly at the upper end of the compulsory school age range. The share of children who are out of school rises from two percent at age eight years to four percent at age 12 years (at the end of the primary cycle) and to 41% at age 17 years (the last year of compulsory schooling).²³

Figure 15. There remains a small but significant share of children who are not in school, particularly at the upper end of the compulsory school age spectrum

Percentage of children out-of-school by age

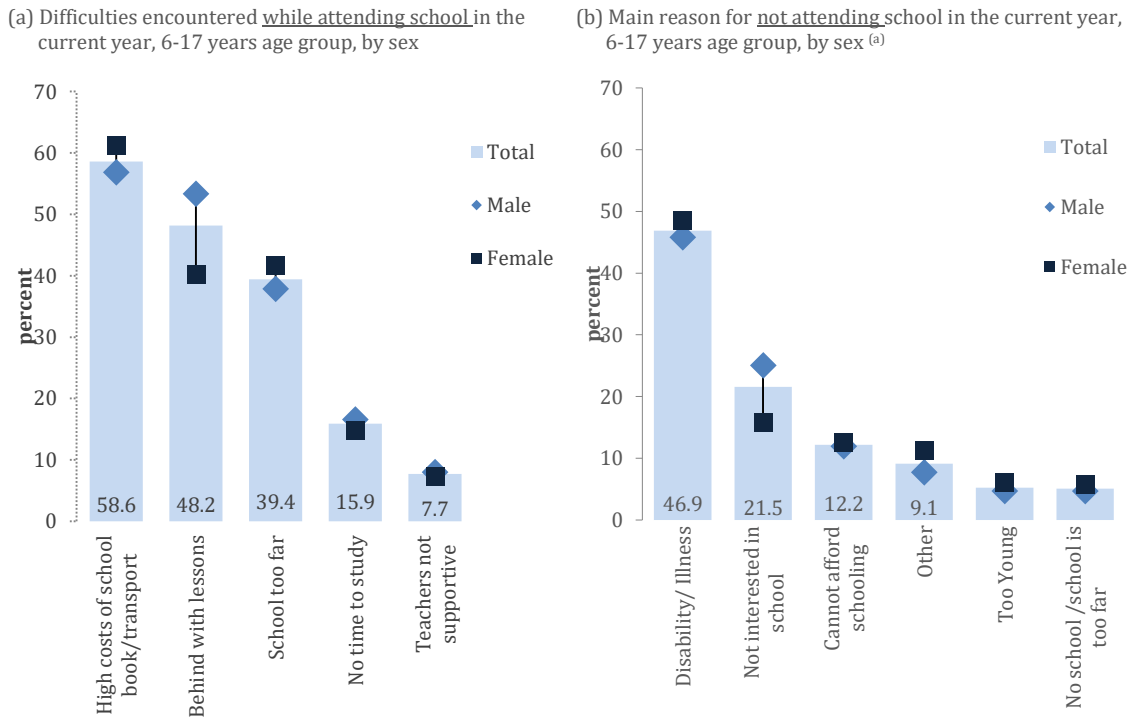


Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

35. Why do children leave the school system? Among the difficulties experienced by those in school (that could potentially lead to drop-out), the high costs of books and transport was most frequently cited (59% of students), followed by falling behind in lessons (48%), school distance (39%), limited study time (16%) and unsupportive teachers (8%)(Figure 16a).

²³ Compulsory schooling in The Philippines begins at the age of five years and is 13 years in total duration. (Source: UNESCO Institute of Statistics, 2014).

Figure 16. Push and pull factors are both important in explaining school drop-outs



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

36. By far the most important reason cited for being out of school was disability and illness (cited by 47% of out-of-school children), suggesting the urgent need for measures to accommodate children with special needs)(Figure 16b). Nearly 22% of out-of-school children cite a lack of interest in studying as the primary motive for being out of school, a response likely driven in important part by perceptions of school quality and relevance. High school costs and school distance are the other two main reasons for being out of school, cited by 12% and 5%, respectively, of out of school children. Gender factors do not appear to play an important role in determining the reasons for not attending school.

Table 6. Out-of-school children aged 8-14 with less than 2 and 4 years of education

Age	Extreme education poverty (Out-of-school children with <2 years of completed education)		Education poverty (Out-of-school children with <4 years of completed education)		Total out-of-school children
	No.	% of total of out-of-school children	No.	% of total of out-of-school children	
8	43,684	88.8	-	-	49,205
9	32,248	67.2	-	-	48,008
10	22,613	47.9	42,030	89.1	47,195
11	24,598	45.5	39,266	72.7	54,021
12	22,674	30.1	37,976	50.4	75,381
13	19,438	15.3	35,294	27.8	126,814
14	24,912	12.0	48,589	23.3	208,106
15	20,496	6.0	54,228	15.9	341,653
16	31,362	5.5	64,693	11.4	566,148
17	19,140	2.5	52,077	6.7	773,262

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

37. Reaching out-of-school children with second chance educational opportunities is important to ensuring that they do not graduate into adulthood lacking the basic skills needed for work and life. Table 6, which looks in detail at the second chance learning needs of out-of-school children, suggests that these needs are significant. Taking those out-of-school children at the upper end of 8-14 years age spectrum (i.e., 12-14 year-olds), some 122,000, or 30% of total out-of-school children in this age group, suffer what UNESCO terms “education poverty”, i.e., possess less than four years of education, the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. Of this group, 67,000, or 16% of total out-of-school children in this age group, suffer “extreme education poverty”, i.e., possess less than two years of schooling. It is likely that the education poverty indicator actually underestimates second chance learning needs as basic literacy skills alone are a less and less adequate “skills floor” for successful entry into the Filipino labour market.

YOUNG PERSONS AGED 15-24 YEARS

38. This chapter focuses on the labour market situation of young Filipinos aged 15-24 years. Using data from the 2013 Philippines Labour Force Survey (LFS 2013),²⁴ the chapter first provides an overview of the activity status of Filipino young persons and then looks in more detail at job access and job quality and at how human capital levels influence both. The definitions of the key labour market indicators used at in this chapter are presented in Panel 7.

Panel 7. Youth employment definitions

Labour force participation: The labour force participation rate is defined as the labour force expressed as a percentage of the working age population. The labour force is in turn the sum of the number of persons employed and the number of persons unemployed.

Employment: A person is considered to be in employment if he/she has worked during the week prior to the survey for at least one hour for pay (or without pay), profit, in kind, or family business. A person is also considered to be in employment if was not working but had a job to go back to.

Unemployment: A person is considered to be in unemployment if he/she did not work during the week prior to the survey but is actively seeking work and is available for work.

Underemployment: The underemployed are defined as persons working less than 40 hours a week but wanting and available to work longer hours. The underemployment rate is the underemployed expressed as a percentage of the total employed population.

Inactive: The inactive population is the population that is not in the labour force. The inactivity rate and labour force participation rate sum to 100.

NEET: Refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed.

6.1 Youth in the labour market

39. **Labour force and education participation among youth both stand under one-half (46% and 42%, respectively).** The two activities are not of course mutually exclusive: five percent of all youth continue in education after entering the labour force (Table A8). A particularly striking feature of the youth employment situation is the very high share of youth – 25% – who are not engaged in education, employment or training (NEET). This figure is driven in part by the high youth unemployment rate – 17% of youth in the labour force are unable to find jobs (Table 7).

²⁴ The LFS collects a variety of information allowing the estimation of levels of employment, unemployment and underemployment of individuals aged 15 years and above, of the country and for each of the administrative regions.

Table 7. Aggregate labour market indicators, persons aged 15-24 years, by residence, sex, and age group

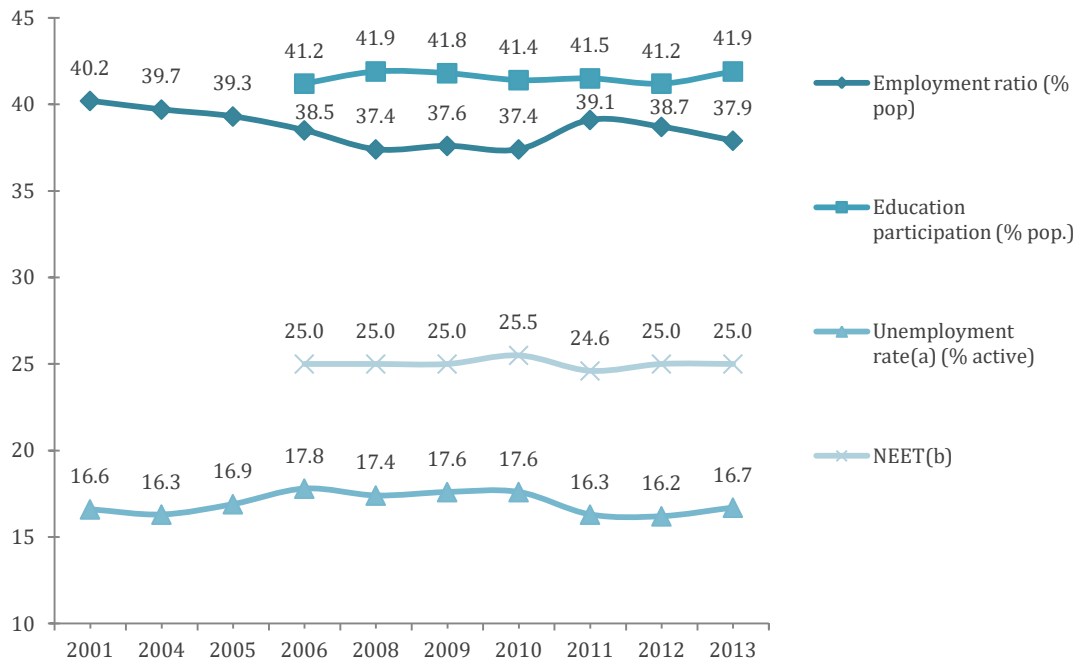
Population category		% of population				% of active pop.	
		Labour force participation	Education participation	Inactive and out of school	NEET ^(a)	Employment ratio	Unemployment rate ^(b)
Total		45.5	41.9	17.4	25.0	37.9	16.7
Residence	Urban	43.4	43.5	16.6	25.9	34.1	21.5
	Rural	47.5	40.3	18.2	24.2	41.5	12.6
Sex	Male	55.8	39.9	9.8	18.5	47.1	15.6
	Female	34.8	43.9	25.3	31.8	28.4	18.5
Age group	15-19	30.6	62.4	13.6	18.2	26.0	15.2
	20-24	64.6	15.6	22.4	33.8	53.2	17.6
Region	National Capital Region	43.7	43.4	14.9	25.8	32.8	24.8
	Cordillera Administrative Region	46.5	46.3	13.7	19.1	41.1	11.7
	I - Ilocos Region	43.5	39.7	19.4	28.1	34.8	20.1
	II - Cagayan Valley	46.3	41.9	16.5	20.7	42.0	9.2
	III - Central Luzon	45.8	38.6	18.0	28.1	35.7	22.2
	IVA - CALABARZON	47.2	39.3	16.3	27.1	36.4	22.9
	IVB - MIMAROPA	44.7	45.9	16.5	20.8	40.4	9.6
	V - Bicol Region	45.5	45.2	16.8	23.5	38.8	14.7
	VI - Western Visayas	43.8	45.1	16.3	23.2	36.9	15.8
	VII - Central Visayas	45.2	41.8	17.4	24.5	38.2	15.6
	VIII - Eastern Visayas	47.6	44.1	16.8	22.1	42.2	11.2
	IX - Zamboanga Peninsula	46.3	42.7	18.8	22.5	42.6	8.1
	X - Northern Mindanao	50.9	40.7	17.0	22.8	45.1	11.4
	XI - Davao Region	46.7	38.9	19.3	27.0	39.0	16.4
XII - SOCCSKSARGEN	46.8	40.6	19.0	23.7	42.2	10.0	
Caraga	49.2	38.8	20.3	27.2	42.3	14.0	
Autonomous Region in Muslim Mindanao	33.9	45.2	24.0	28.4	29.6	12.8	

Note: a) NEET refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed. b) Unemployed persons include all those who have no job/business and are actively looking for work and available for work. Also considered as unemployed are persons without a job or business who are available for work but are reported not looking for work because of their belief that no work was available or because of temporary illness/disability, bad weather, pending job application or waiting for job interview. Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013.

40. Aggregate labour market indicators for 2001-2013 do not indicate large changes in the labour market situation of youth over this time period (Figure 17). There was a very slight decrease in the youth employment ratio, while the shares of youth in the NEET category and participating in education were largely static. The youth unemployment rate also changed little during the 2001-2013 period (around 16-17%), and remained significantly above the global level.²⁵

²⁵ According to ILO estimates, the global youth unemployment rate stood at 12.6 percent in 2013 (Source: ILO (2013), *Global Employment Trends for Youth 2013: A generation at risk* / International Labour Office - Geneva).

Figure 17. Aggregate youth labour market indicators by year, 2001-2013



Note: (a) Unemployed persons include all those who have no job/business and are actively looking for work and available for work. Also considered as unemployed are persons without a job or business who are available for work but are reported not looking for work because of their belief that no work was available or because of temporary illness/disability, bad weather, pending job application or waiting for job interview. (b) NEET refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) various years.

6.2 Youth access to jobs

41. This section focuses on youth labour market challenges as reflected by lack of access to jobs. Two main groups of young people are considered in this context: youth not in education and not in the labour force; and unemployed youth. Taken together, these groups constitute the “NEET” youth population.²⁶ Young people who are neither attaining marketable skills in school nor in the labour force, and particularly male youth in this group, frequently find themselves at the margins of society and more vulnerable to risky and violent behaviour. At a macro-economic level, they constitute unutilised productive capacity and a constraint to growth. Other risks borne by unemployed youth are also well-documented: unemployment can permanently impair their productive potential and therefore negatively influence lifetime patterns of employment, pay and job tenure.

²⁶ NEET is an acronym for “not in employment, education or training”; NEET is increasingly being used as an indicator of youth marginalisation and labour market difficulties.

Figure 18. Female youth are most likely to be inactive and out of education

Percentage of young people who are inactive and out of education, by sex, age group, and residence



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

42. More than 17% of all youths are not in education or in the labour force (Figure 18). This figure is driven primarily by female youth, who are two and a half times more likely to be inactive and out of school than male youth (25% versus 10%). The gender gap is in turn the result of much lower levels of labour force participation among female youth (35% versus 56%) rather than of lower education participation. Indeed, education participation is actually slightly *higher* among female youth (44% versus 40%). The greater share of female youth who are inactive and out of education reflects the dissimilar culturally-dictated paths male and female take upon graduating from education: male youth are more likely to transition to the labour force and female youth to domestic responsibilities within their own homes.

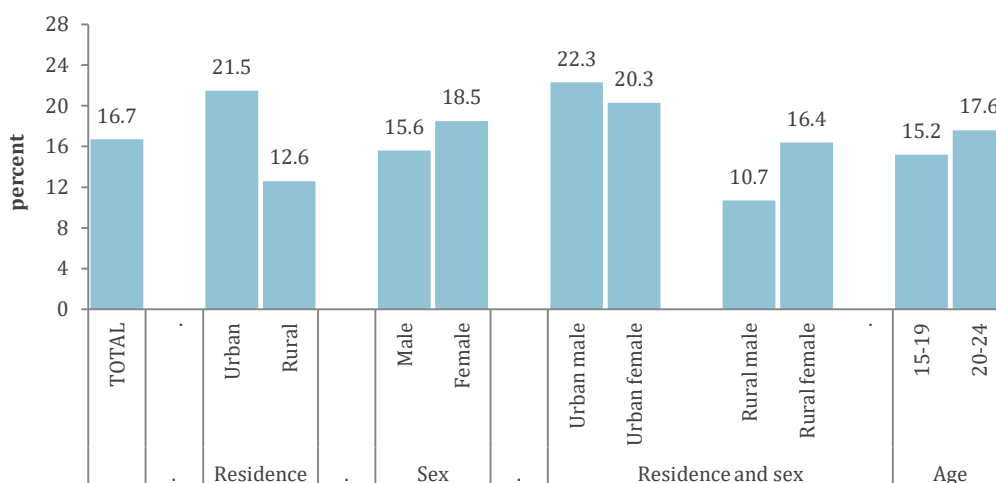
43. Differences by residence and region, by contrast, in the share of youth who are inactive and out of school, are less pronounced (Figure 18 and Appendix Figure A3).

44. A large share of youth in the labour force are unable to find jobs. The youth unemployment rate stands at 17%, more than three times the rate for adults, pointing to the existence of special barriers to youth employment in the Philippines that need to be addressed by policy makers. Not all youth, however, face the same risk of unemployment - differences in youth unemployment by sex, residence and region are substantial (Figure 19). The unemployment rate for female youth is higher than that for male youth, particularly in rural areas, suggesting that it is not only more difficult for female

youth to enter the labour force (see above) but also more difficult for them to secure jobs once they do enter. Unemployment is much more common in urban areas (22%) than in rural ones (13%), despite the lower levels of labour force participation in the former. Finally, youth unemployment varies considerably across regions, from a high of 25% in the National Capital region to less than 10% in the regions of Cagayan Valley, Mimaropa, and Zamboanga Peninsula, underscoring the importance of sub-national approaches to addressing youth job access (Figure A4).

Figure 19. A substantial share of youth wanting to work are unable to secure jobs

Unemployment rate, by sex, age group, and residence



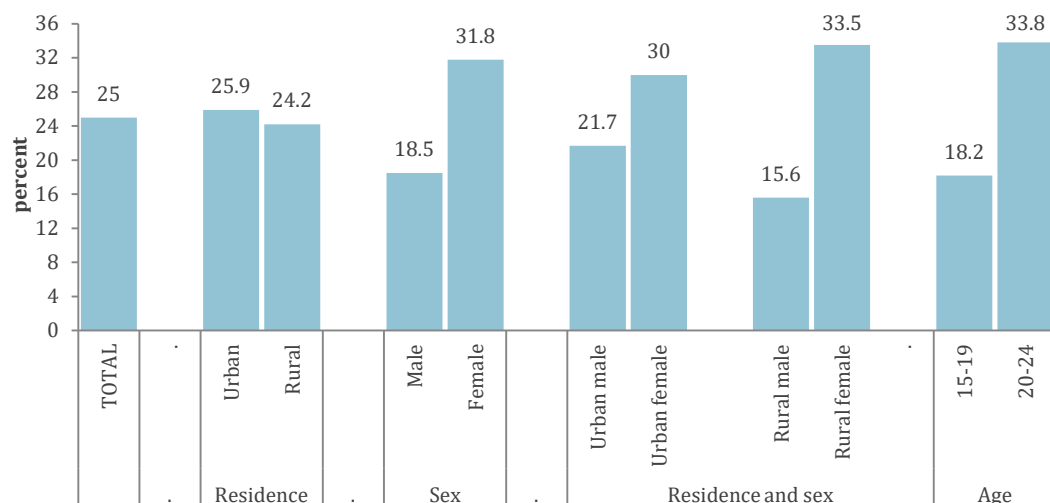
Note: Unemployed persons include all those who have no job/business and are actively looking for work and available for work. Also considered as unemployed are persons without a job or business who are available for work but are reported not to be looking for work because of their belief that work is not available or because of temporary illness/disability, bad weather, pending job application or waiting for job interview.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013.

45. One in every four Filipino young persons is not engaged in education, employment or training (NEET). The group of NEET youth consists of both youths who are unemployed and youths who are inactive and out of education, and therefore NEET is a more comprehensive measure for assessing youth labour market difficulties. The NEET concept is accordingly being increasingly used in youth labour market statistics, particularly in industrialised countries. Again the difference between male and female youth is noteworthy: almost 32% of female youth are in the NEET category compared to 19% of their male counterparts. This large difference is due to both higher unemployment and higher inactivity rates among female youth; it highlights the particular importance of affording greater labour market opportunities for female youth in the Philippines.

Figure 20. Female youth are most likely to fall into the NEET category

Percentage of young people who are NEET^(a), by sex, age group, residence and region



Note: (a) NEET refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

6.3 Youth job characteristics

46. Obtaining a job is an insufficient condition for successful labour market outcomes and policy concern is not limited to *job access* but extends also to *job quality*, and the extent to which jobs constitute decent work, offer a path for advancement and a route out of poverty.

47. Securing *decent work*, in other words, rather than work *per se*, is the desired goal of the transition to working life. It is therefore important to assess youth jobs against basic decent work criteria for a more complete picture of labour market success. The decent work concept sums up the aspirations of people in their working lives, and involves opportunities for work that, *inter alia*, is productive and delivers a fair income, provides security in the workplace and offers social protection for families (Panel 8).

Panel 8. ILO and Decent Work

Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men.

The Decent Work concept was formulated by the ILO's constituents – governments and employers and workers – as a means to identify the Organization's major priorities. It is based on the understanding that work is a source of personal dignity, family stability, peace in the community, democracies that deliver for people, and economic growth that expands opportunities for productive jobs and enterprise development.

Promoting Decent work for all

The ILO has developed a Decent Work Agenda for the community of work. It provides support through integrated Decent Work Country Programmes developed in coordination with its constituents. Putting the Decent Work Agenda into practice is achieved through the implementation of the ILO's four strategic objectives, with gender equality as a crosscutting objective:

Creating jobs – an economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods.

Guaranteeing rights at work – to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests.

Extending social protection – to promote both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate healthcare.

Promoting social dialogue – Involving strong and independent workers' and employers' organizations is central to increasing productivity, avoiding disputes at work, and building cohesive societies.

Making Decent Work a global goal and a national reality

The overall goal of Decent Work is to effect positive change in people's lives at the national and local levels. The ILO provides support through integrated Decent Work Country Programmes developed in coordination with ILO constituents. They define the priorities and the targets within national development frameworks and aim to tackle major Decent Work deficits through efficient programmes that embrace each of the strategic objectives.

The ILO operates with other partners within and beyond the UN family to provide in-depth expertise and key policy instruments for the design and implementation of these programmes. It also provides support for building the institutions needed to carry them forward and for measuring progress. The balance within these programmes differs from country to country, reflecting their needs, resources and priorities.

Progress also requires action at the global level. The Decent Work agenda offers a basis for a more just and sustainable framework for global development. The ILO works to develop "decent work"-oriented approaches to economic and social policy in partnership with the principal institutions and actors of the multilateral system and the global economy.

Source: ILO (<http://ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm>).

49. Effectively measuring decent work is critical to assessing the employment outcomes of young persons. Yet, the multifaceted nature of the decent work concept means that measurement is a complex task. This is especially the case for the current report, as the data utilised contain only limited information on current job characteristics. Accordingly, a range of job indicators are presented in order to provide a partial picture of the extent to which youth jobs constitute decent work. These indicators include underemployment, status in employment and job skills intensity.

50. **Youth underemployment, sometimes referred to as “hidden unemployment”, affects a substantial share of employed Filipino youth.** Eleven percent of all employed youth are underemployed,

rising to 14% among employed youth in rural areas and to over 13% among employed male youth. Individuals are considered to be in a situation of under-employment, in turn, if they work less than 40 hours a week and would like to work more hours than they actually do.²⁷ Underemployment figures are similar for adult workers (11% of adult workers are underemployed), pointing to a broader labour market challenge in the country.

Figure 21. Underemployment is also an issue for employed youth, especially in rural areas and in some provinces
Youth underemployment rate^(a) (percentage of employed population aged 15-24 years), by sex, age and residence



Note: (a) The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment if he/she works less than 40 hours a week and would like to work for more hours.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

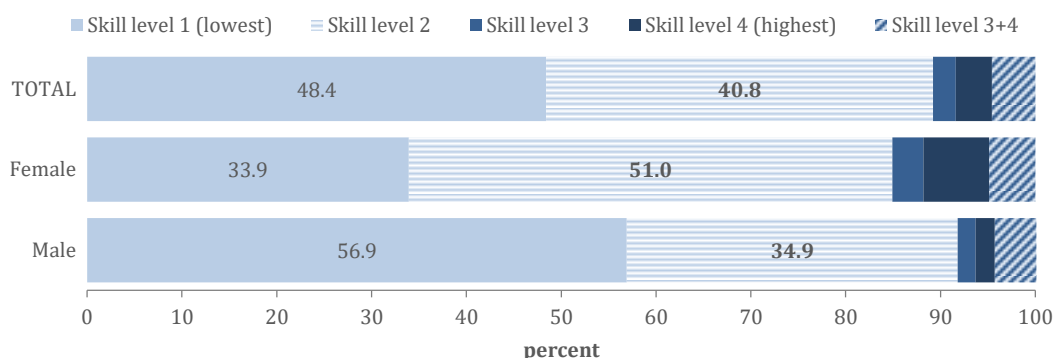
51. Youth are concentrated overwhelmingly in low-skill jobs.

Figure 22 reports the decomposition of youth jobs by skills requirements based in the four standardised International Standard Classification of Occupations (ISCO) skills. It shows that 89% of all youth jobs fall into either the lowest skills category (48%) (requiring only the performance of simple and routine physical or manual tasks) or the second lowest skill category (41%) (requiring the performance of tasks such as operating machinery and electronic equipment). Male youth are especially concentrated in low-skill work: almost 57% must settle for jobs in the lowest ISCO skill category. As discussed further in the next section of this chapter, a large share (72%) of even the most educated group of youth with tertiary education manage to only secure low-skill jobs (in the lowest two skills categories).

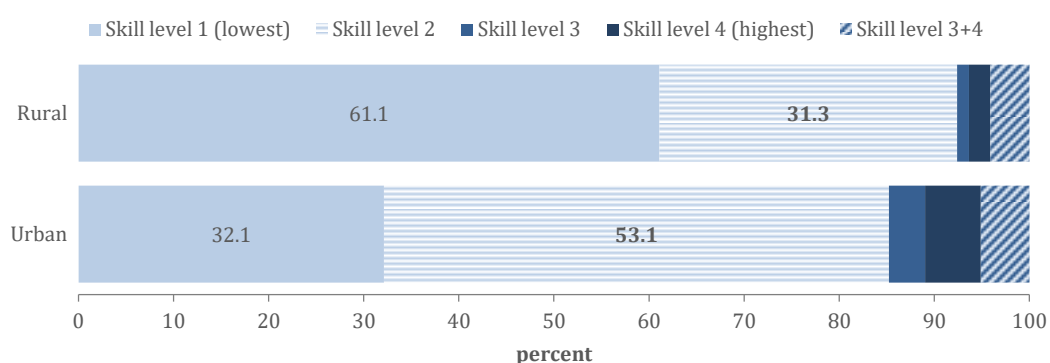
²⁷Time-related underemployment, as the only component of underemployment to date that has been agreed on and properly defined within the international community of labour statisticians, is the best available proxy of the underutilized labour force. The time-related-underemployed as share of total employment is measured as those who work less than 40 hours per week and who want and are available to work more hours. The underemployment rate is defined here as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment.

Figure 22. Youth are concentrated in low skill jobs

(a) Skill level classification of youth jobs (% distribution of employed youth), by sex



(b) Skill level classification of youth jobs (% distribution of employed youth), by residence



Notes: Definitions of each of the four ISCO skill levels are as follows:

- **Skill Level 1.** Occupations at Skill Level 1 typically require the performance of simple and routine physical or manual tasks. They may require the use of hand held tools, such as shovels, or of simple electrical equipment, such as vacuum cleaners. They involve tasks such as cleaning; digging; lifting and carrying materials by hand; sorting, storing or assembling goods by hand (sometimes in the context of mechanised operations); operating non-motorised vehicles; and picking fruit and vegetables. Many occupations at Skill Level 1 may require physical strength and/or endurance. For some jobs, basic skills in literacy and numeracy may be required. If required these skills would not be a major part of the job;
- **Skill Level 2.** Occupations at Skill Level 2 typically involve the performance of tasks such as operating machinery and electronic equipment; driving vehicles; maintenance and repair of electrical and mechanical equipment; and manipulation, ordering and storage of information. For almost all occupations at Skill Level 2 the ability to read information such as safety instructions, to make written records of work completed, and to accurately perform simple arithmetical calculations is essential. Many occupations at this skill level require relatively advanced literacy and numeracy skills and good interpersonal communication skills. In some occupations, these skills are required for a major part of the work. Many occupations at this skill level require a high level of manual dexterity.
- **Skill Level 3.** Occupations at Skill Level 3 typically involve the performance of complex technical and practical tasks that require an extensive body of factual, technical and procedural knowledge in a specialised field. Occupations at this skill level generally require a high level of literacy and numeracy and well developed interpersonal communication skills. These skills may include the ability to understand complex written material, prepare factual reports and communicate with people who are distressed.
- **Skill Level 4.** Occupations at Skill Level 4 typically involve the performance of tasks which require complex problem solving and decision making based on an extensive body of theoretical and factual knowledge in a specialised field. The tasks performed typically include analysis and research to extend the body of human knowledge in a particular field, diagnosis and treatment of disease, imparting knowledge to others, design of structures or machinery and of processes for construction and production. Occupations at this skill level generally require extended levels of literacy and numeracy, sometimes at a very high level, and excellent interpersonal communication skills. These skills generally include the ability to understand complex written material and communicate complex ideas in media such as books, reports and oral presentations.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Panel 9. Where youth jobs are concentrated in the economy

Sector of employment also provides insight into the nature of work performed by youth and to the question of decent work. Youth jobs are divided across services, agriculture, and industry in the Philippines. Services (including commerce, transport and domestic work) account for 51% of employed youth, while about 33% of the employed youth population is in agriculture and the remaining 16% in industry (including manufacturing and construction) (Figure A). About 59% of youth jobs in the services sector and 57% in the manufacturing sector require higher-level skills (ISCO skills categories 3 and 4) while the remainder are low-skill in nature. Almost all jobs in the agriculture and industry (with the exclusion of manufacturing) sectors are low-skill (ISCO skills categories 1 and 2) in nature (Figure B).

Figure A. Percentage distribution of employed youth by sector of employment

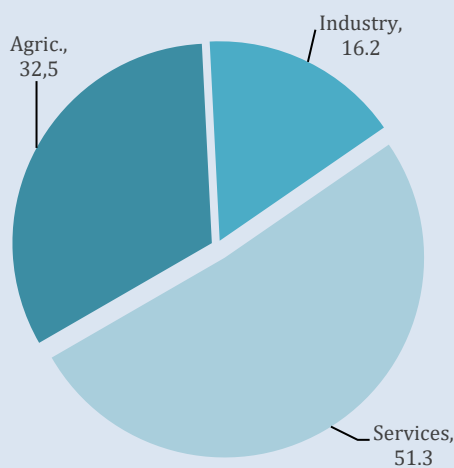
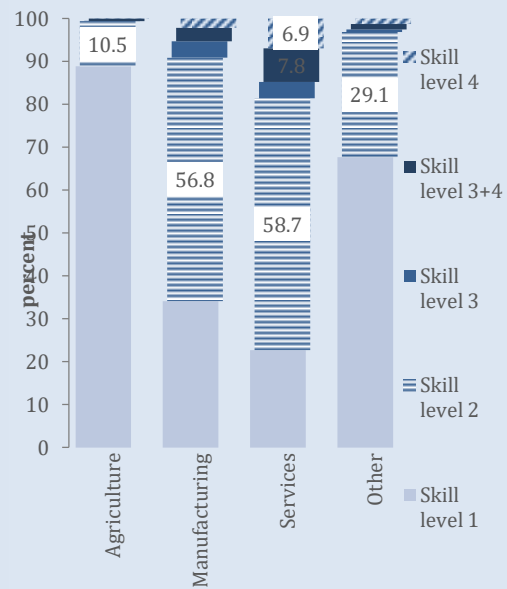


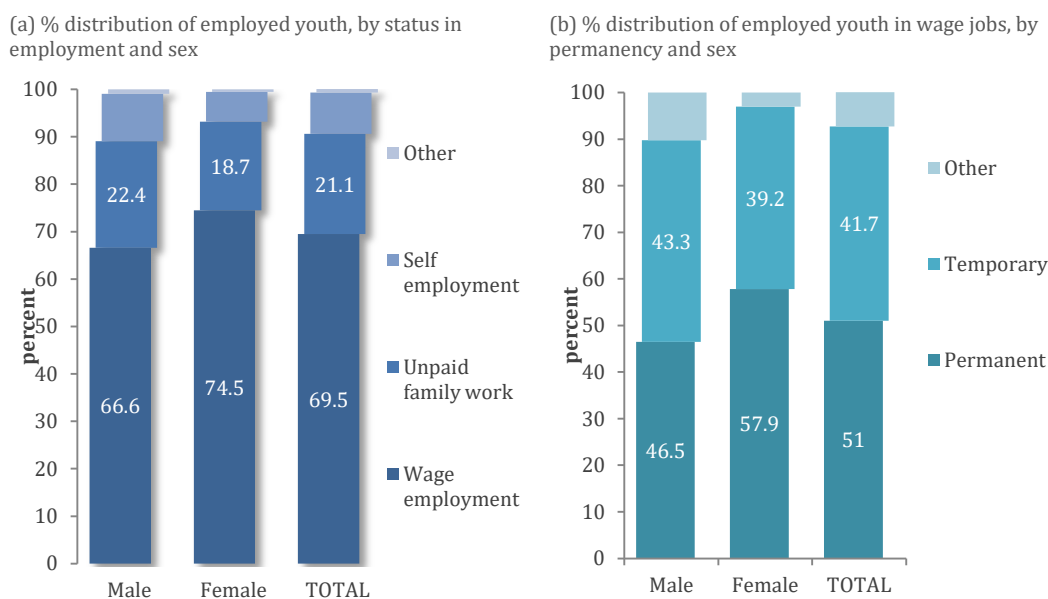
Figure B. Skill level classification of youth jobs by employment sector (% distribution)



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

52. Youth employment is prevalently in wage jobs. Figure 23a, which reports the employed youth population by employment status, indicates that around 70% of employed youth are paid employees. It should be emphasized, however, that while a wage job makes it more likely that a worker enjoys a fair income, security in the workplace, social protection and other attributes of decent work, this type of job is by no means a guarantee of decent work. Indeed, as reported in Figure 23b, only about half of wage jobs are permanent in nature while most of the remainder are temporary jobs offering little in the way of job security or benefits. Employed female youth are slightly more likely than their male counterparts to be in wage employment (Figure 23a), and, among those in wage employment, are more likely to enjoy permanent contracts (Figure 23b).

Figure 23. Female youth are more likely than male to be in wage employment and to enjoy permanent contracts

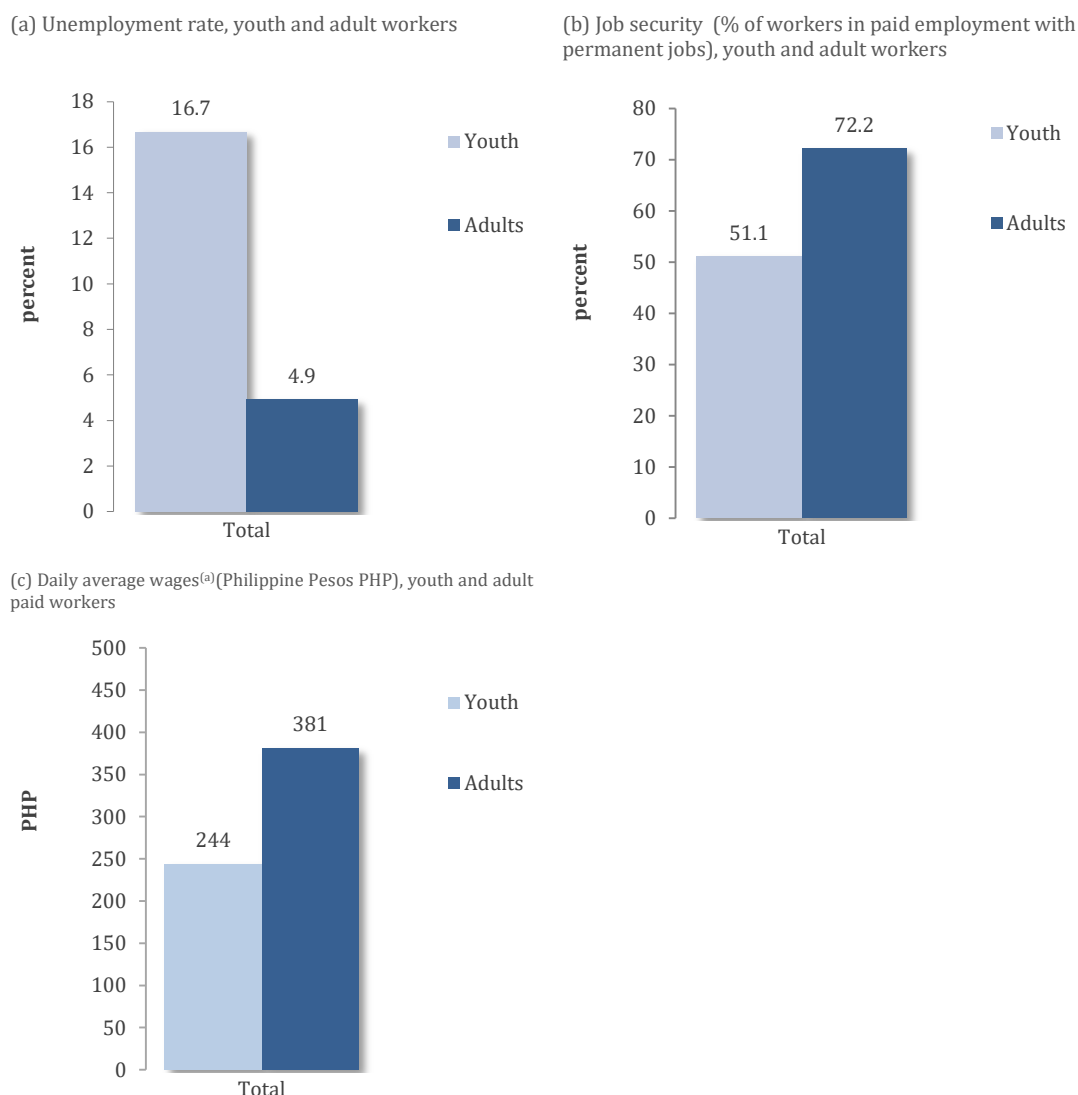


Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

6.4 Relative position of youth in the labour market

53. Young workers appear disadvantaged vis-à-vis their adult counterparts in terms of both job access and quality (Figure 24). The youth unemployment rate is three times higher than the adult rate. This unemployment gap extends to all sub-categories of the youth population (Appendix Figure A9) and points to the existence of special barriers to youth employment in the Philippines that need to be addressed by policy makers. Differences between youth and adult workers in terms of employment security are also large. Only 50% of youth in paid work enjoy a permanent work arrangement compared with 72% of their adult counterparts. Wage levels for young workers are considerably lower than for their adult counterparts. Youth on average earn about one-third less than adults (244 PHP versus 381 PHP). Again, these differences extend to all sub-categories of the youth population.

Figure 24. Young workers appear disadvantaged vis-à-vis their adult counterparts in terms of both job access and quality



Notes: (a) Average labour income is calculated for employed population of youth and adults with non-zero wage. Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

6.5 Human capital and youth employment outcomes

54. The most obvious connection between child labour and poor youth labour market outcomes is through compromised education. Earlier, in Chapter 5 of the Report, evidence was presented indicating that child labour is associated with compromised education. This section, in turn, looks at the role of education in youth labour market outcomes.²⁸ The descriptive evidence presented below suggests that better educated young people may face greater initial difficulty

²⁸ A lack of longitudinal data and/or of retrospective questions on involvement in work as children prevents exploring the link between youth employment outcomes and child labour involvement directly.

securing jobs, but that the quality of the jobs they eventually do secure is higher.

55. Levels of human capital remain low for many Filipino young people, compromising their future prospects. Nearly 39% of young persons either have either no education (13%) or only primary education (26%). Low human capital is especially pronounced in rural areas, where 48% have primary or less education (Figure 25). A number of regions also lag behind national averages in this regard – the share of youth with primary or less education is greater than 40% in 11 regions (Figure 25). These figures point to the importance of “second chance” learning opportunities for Filipino youth aimed at equipping them with the basic skills needed for work and life.

Figure 25. Educational levels remain low for many Filipino young persons
Educational attainment, non-student population aged 15-24 years

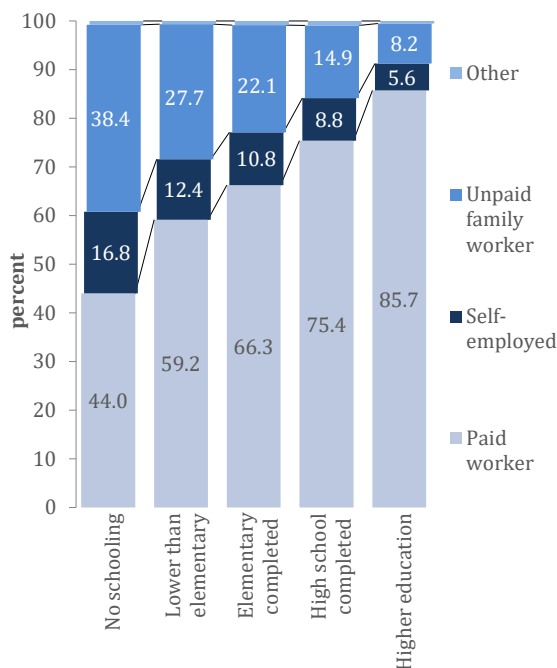


Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

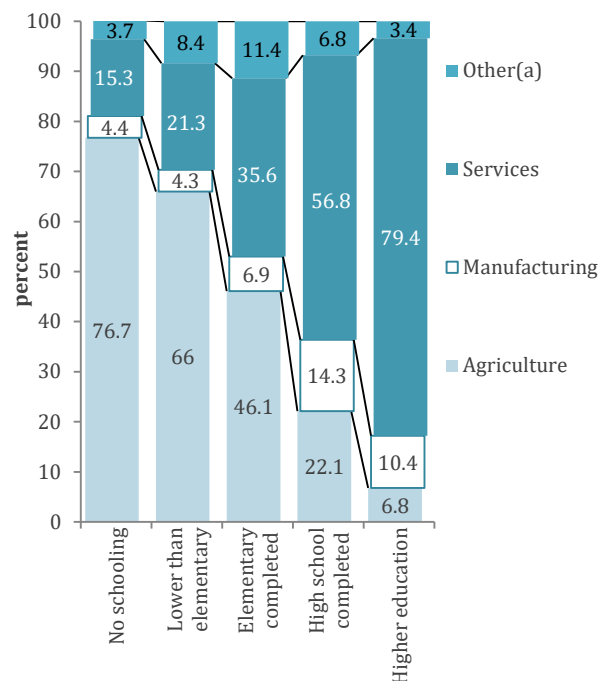
56. Levels of education are clearly linked with job quality. Figure 26 reports the composition of youth employment by level of education. It shows that the likelihood of wage work and of work in the tertiary services sector both rise consistently with more education. Involvement in wage employment rises from 44% among those with least education to 86% among those with most education. Similarly, work in the tertiary sector goes from just 15% for the least educated to 79% for those with higher education. As discussed in the next section, educated youth are not surprisingly also likely to be found in jobs requiring higher skills, although a large share of even educated youth must settle for low-skill jobs.

Figure 26. Better-educated youth are much more likely to enjoy wage and tertiary sector employment

(a) Percentage distribution of employed youth not currently in education by education level and status in employment



(b) Percentage distribution of employed youth not currently in education by education level and sector of employment



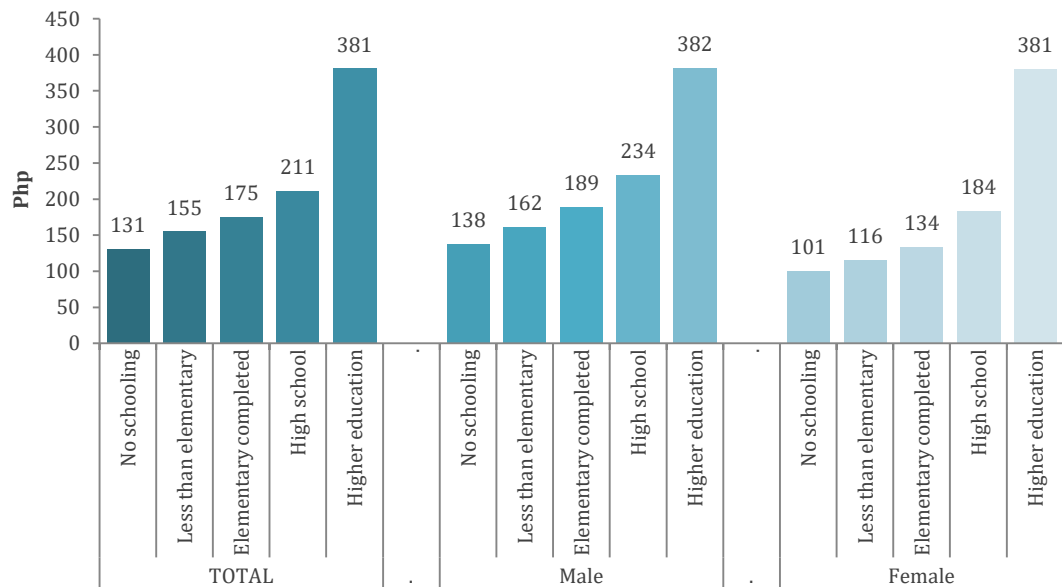
Note: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies. Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

57. Higher education is associated with a very large earnings premium. Figure 27, which reports the average labour income of young employees by education level, shows that successive levels of educational attainment are associated with higher earnings for male and female youth alike. The premium associated with higher education is especially large – those with higher education can expect to be paid more than twice that of youth with secondary education and more than three times that of youth with only primary education. Econometric evidence confirms the importance of higher education as a determinant of earnings (Annex Table A11).²⁹

²⁹ A wage equation was estimated in order to assess the importance of education and other individual and household characteristics on earnings of employees. Estimation results, Annex Table A11, indicate that the earnings premium associated with primary and secondary education are positive and significant and that the premium associated with higher education is even greater.

Figure 27. More education is associated with higher levels of earnings

Average daily wage (Philippine Peso PHP)^(a) of paid workers not currently in education, by education level and sex

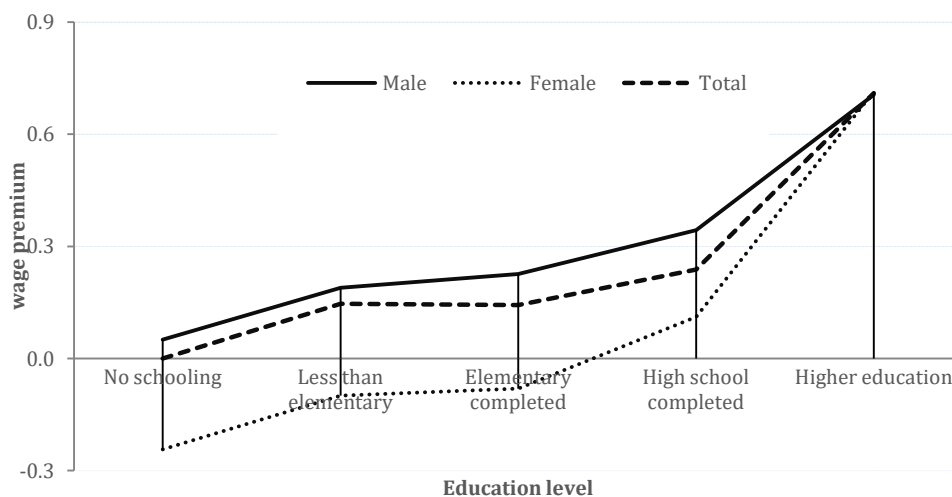


Notes: (a) Average wage is calculated for all paid youth workers with non-zero wage.
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

58. The wage premiums associated with education enjoyed by male youth are much higher than those enjoyed by female youth, another indicator of the relative disadvantage that female youth face in the labour market (Figure 28). However, the differences in wage premium by sex tend to decline as the level of education increases and disappear for youth equipped with tertiary education.

Figure 28. Wage premiums associated with education enjoyed by male youth are higher than those enjoyed by female youth

Wage premium by sex, youth 15-24, with respect to total without schooling



Source: UCW calculations of earning differentials estimated on the basis of the analysis of the determinants of earnings, Philippines, Labour Force Survey (LFS) 2013

59. In summary, the balance of evidence points to substantial returns to education in the labour market. The jobs that educated young

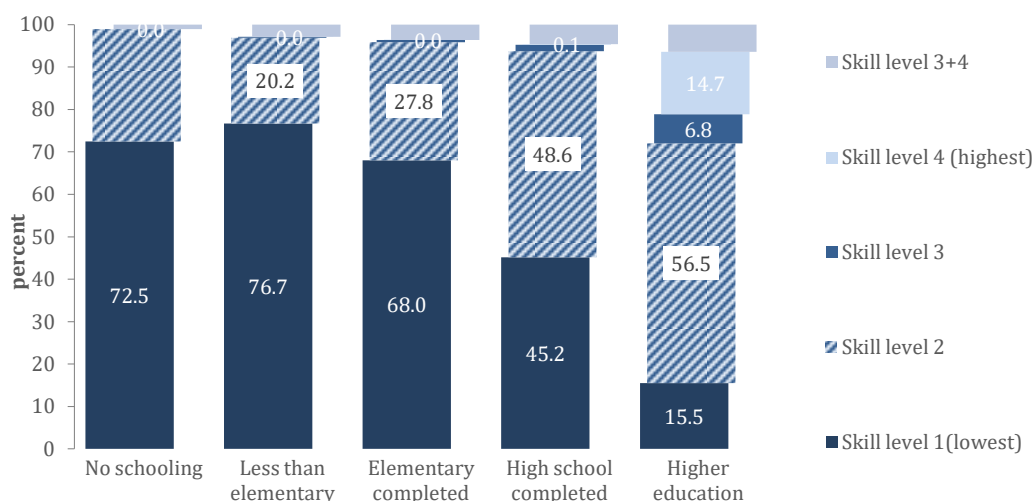
persons secure are likely to be of better quality and significantly better paid. The positive links between education and employment outcomes has important implications in terms of trade-offs between child labour and education earlier in the lifecycle. Theory and evidence suggests that positive returns to education can have an important feedback effect on parents' decisions to invest in children's education.³⁰ In situations where there are opportunities for better-paid jobs for educated young persons, parents have greater incentive to invest in their children's schooling, and to not send their children to work prematurely.

6.6 Skills mismatches

60. Another way of viewing the interplay between education and employment outcomes is by looking at the skills intensity of the jobs secured by youth with different levels of education. This decomposition of youth jobs by skills intensity, reported in Figure 29, shows that young people with up to secondary education are concentrated overwhelmingly in low-skill jobs. The picture changes somewhat for most-educated youth, but even in this group 74% are in jobs in the two lowest skill classifications, suggesting significant skills mismatches.³¹

Figure 29. A substantial of even well-education youth must settle for low-skill jobs

Skill level classification of youth jobs (% distribution of employed youth), by sex



Notes: Definitions of each of the four ISCO skill levels are provided in Figure 22
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

³⁰ See, for example, the discussion on this point in: UCW programme, *Joining Forces Against Child Labour. Inter-agency report for The Hague 2010 Global Child Labour Conference*, Rome, May 2010.

³¹ A skills mismatch indicates a situation where individuals, employed or not, are not well matched in terms of skills to the job they perform or where individuals are unemployed because the skills they have do not match that of the open vacancies or, more in general, those required in the labour market.

NATIONAL RESPONSES TO CHILD LABOUR AND YOUTH EMPLOYMENT CONCERNS

7.1 National legal framework for child labour

61. The Philippines has made a number of important legal commitments in the areas of child labour and children's schooling. The Government has ratified ILO Convention No. 182 (Worst Forms of Child Labour), ILO Convention No. 138 (Minimum Age), and the UN Convention on the Rights of the Child (CRC), the three most important international legal standards relating to child labour. The Government has also endorsed the Optional Protocol to the CRC on Combating the use of Children in Armed Conflict and the Optional Protocol to the CRC on the Sale of Children, Child Pornography, and Child Prostitution. Most recently, it ratified the ILO Convention No. 189 Domestic Workers Convention (2011).³²

62. These international commitments have been domesticated through a range of national statutes and supporting issuances, as summarised in Table 8. Of particular relevance are Republic Act No. 9231 (2003), Act Providing for the Elimination of the Worst Forms of Child Labour and Affording Stronger Protection for the Working Child³³ and the Department of Labour and Employment Order No. 65-04 (2004) on the Implementing Rules and Regulations for this Act.

63. Act No. 9231 states that "children below fifteen years of age shall not be employed except" when working directly under the sole responsibility of their parents or guardians, where only members of their family are employed, and ensuring that their employment does not endanger their life, safety, health, and morals, or impair their development, and ensuring they have access to primary and

³² Other international commitments made by the Government of relevance to child labour include ILO Convention No. 105 Abolition of Forced Labour Convention (1957); International Convention on the Elimination of All Forms of Racial Discrimination (ICERD); Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); Refugee Convention; Refugee Protocol; International Covenant on Civil and Political Rights (ICCPR); UN Convention Against Transnational Organized Crime, and its supplemental protocols namely, the Protocol To Prevent, Suppress And Punish Trafficking In Persons, Especially Women and Children and the Protocol Against Smuggling of Migrants by Land, Sea and Air; ILO Convention No. 29 Forced Labour Convention (1930); and ILO Convention No. 189 Domestic Workers Convention (2011).

³³ RA 9231 was passed to amend Section 12 of Republic Act 7610 (**Providing for Stronger Deterrence and Special Protection Against Child Abuse, Exploitation And Discrimination, and for Other Purposes**) (Available from <http://www.gov.ph/1992/06/17/republic-act-no-7610/>).

secondary education.³⁴ The Act also sets a time limit for work performed below the age of 15 years of no more than four hours per day and 20 hours per week and prohibits night work.³⁵ It should be stressed that the language of the Act is not in strict conformance with ILO Convention No. 138, which states that “no one under the minimum age specified shall be admitted to employment or work in any occupation” (Art. 2.1) and contains no explicit exception for family work.³⁶ It should also be noted that there is an inconsistency between the upper age limit for compulsory education (17 years) and the lower limit for work (15 years), in contravention of Art. 2.3 of ILO Convention No. 138 (which states that the minimum working age specified shall not be less than the age of completion of compulsory schooling).

Table 8. Legal framework relating to child labour in the Philippines

(a) Overview of National Statutes on Child Labour and Forced Labour (in reverse chronological order)

Republic Act No. 10361 (2013) An Act Instituting Policies for the Protection and Welfare of Domestic Workers “The Domestic Workers Act”

Republic Act No. 10364 (2012) “Expanded Anti-Trafficking in Persons Act of 2012”. Republic Act No. 9208 Anti-Trafficking in Persons Act (2003)

Republic Act 10175 The Cybercrime Prevention Act (2012)

Republic Act No. 10022 (2009) The Migrant Workers and Overseas Filipinos Act of 2009³⁷ (amending Republic Act No. 8042 (1995) Migrant Workers and Overseas Filipinos Act)

Republic Act 9775 The Anti-Child Pornography Act of (2009)

Republic Act No. 9231 (2003), an Act Providing for the Elimination of the Worst Forms of Child Labour and Affording Stronger Protection for the Working Child

Republic Act No. 7610 (1992), Special Protection of Children against Abuse, Exploitation and Discrimination

The 1987 Constitution of the Republic of the Philippines

Presidential Decree No. 442, or the Labour Code of the Philippines (1974)

The Civil Code of the Philippines (1949) Republic Act No 386

Act No. 3815, or ‘The Revised Penal Code’ (1930)

(b) Supporting issuances (in reverse chronological order)

Memorandum Circular No. 01-01-2014, Guidelines For Internet Service Providers In The Implementation Of RA 9775 Anti-Child Pornography Act Of 2009 (2014)

Department Order No. 141-14, Series of 2014 “The Revised Rules and Regulations Governing Recruitment and Placement for Local Employment”

³⁴ Work is also permitted in the special circumstance in which a child’s participation in entertainment or information is essential, in which case the child must expressly agree to an employment contract, be protected, remunerated fairly without discrimination or exploitation of their age, and provided continuing training and skill development. In such exceptions a permit must be obtained from the Department of Labour and Employment (DOLE).

³⁵ Work is not permitted between the hours of 20:00 and 06:00.

³⁶ ILO Convention No 138, does, however, state that National laws or regulations may permit the employment or work of persons 13 to 15 years of age in light work (Art. 7) and to otherwise restrict the scope of application (Arts. 4-6). The Government, however, has not availed itself of these possibilities.

³⁷ Government of the Philippines, Republic Act No. 10022, *An Act Amending Republic Act No. 8042, Otherwise Known as the Migrant Workers and Overseas Filipinos Act of 1995, as Amended, Further Improving the Standard of Protection and Promotion of the Welfare of Migrant Workers, their Families and Overseas Filipinos in Distress, and for Other Purposes*; Available from <http://www.gov.ph/2010/03/10/republic-act-no-10022-s-2010/>

Table 8.Cont'd

Implementing Rules and Regulations (IRR) of Republic Act 10361 (2013)

Department of Justice Circular No. 57 Consolidated Guidelines in the Investigation and Prosecution of Cases involving Violations of RA 9208 (2010)

The Department of the Interior and Local Government (DILG) Memorandum Circular, Implementing Guidelines in the Establishment and Management of a Referral System on Violence Against Women

64. Act No. 9231 states that no child shall be engaged in worst forms of child labour, where worst forms refer to the following four categories: 1) all forms of slavery³⁸ or practices similar to slavery;³⁹ 2) the use, procuring, offering or exposing of a child for prostitution, for the production of pornography or for pornographic performances;⁴⁰ 3) the use, procuring or offering of a child for illegal or illicit activities;⁴¹ and, finally, 4) work which, by its nature or the circumstances in which it is carried out, is hazardous or likely to be harmful to the health, safety or morals of children. The Act also breaks new ground in delineating the work types and characteristics that fit within the fourth category (typically referred to as “hazardous forms of work”).⁴² In addition, Department Order No. 4 Series of 1999 is being amended through a series of consultations with stakeholders and Department of Labour and Employment field implementers to provide guidance and further detail on the types of industries, activities and tasks classified as hazardous child labour.⁴³

65. The Domestic Workers Act (Republic Act No. 10361), enacted in 2013, is also directly relevant to efforts against child labour in the Philippines. The Act, *inter alia*, prohibits the employment of children

³⁸ Defined in the Anti-trafficking in Persons Act of 2003.

³⁹ Such as sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including recruitment of children for use in armed conflict.

⁴⁰ Both of which are penalized in accordance with RA 9208 the Anti-Trafficking Act.

⁴¹ Including the production and trafficking of dangerous drugs and volatile substances prohibited under existing laws. Penalised in accordance with Republic Act No. 9165, The Comprehensive Drug Act of 2002; Available from <http://www.gov.ph/2002/06/07/republic-act-no-9165/>.

⁴² These include work that: a. Debases, degrades or demeans the intrinsic worth and dignity of a child as a human being; b. Exposes the child to physical, emotional or sexual abuse, or is found to be highly stressful psychologically or may prejudice morals; c. Is performed underground, underwater or at dangerous heights; d. Involves the use of dangerous machinery, equipment and tools such as power-driven or explosive power-actuated tools; e. Exposes the child to physical danger such as, but not limited to the dangerous feats of balancing, physical strength or contortion, or which requires the manual transport of heavy loads; f. Is performed in an unhealthy environment exposing the child to hazardous working conditions, elements, substances, co-agents or processes involving ionizing, radiation, fire, flammable substances, noxious components and the like, or to extreme temperatures, noise levels, or vibrations; g. Is performed under particularly difficult conditions; h. Exposes the child to biological agents such as bacteria, fungi, viruses, protozoans, nematodes and other parasites; and i. Involves the manufacture or handling of explosives and other pyrotechnic products (Sec. 12.d). In addition, no children should be employed as a model in advertising promoting alcohol, tobacco, gambling, violence or pornography (Sec. 14).

⁴³ Proposed amendments were presented to the Tripartite Executive Committee of the Tripartite Industrial Peace Council in October 2014; the amendments will be finalised on the basis of comments from the Committee. (Source: Government of Philippines DOLE BWSC Annual report 2014).

below the age of 15 years as domestic workers, and prohibits the unlawful employment of a domestic worker under debt bondage. The primary safeguard is the requirement that domestic workers must be covered by a written contract that complies with the minimum terms and conditions. The accompanying Implementing Rules and Regulations contain a chapter on the employment of children in domestic labour. Other relevant laws include those relating to trafficking in persons,⁴⁴ cybercrime prevention⁴⁵ and migrant workers,⁴⁶ each of which contains specific measures aimed at safeguarding children. The Government is currently working towards strengthening legislation that protects children in situations of armed conflict, bringing it in line with commitments under the CRC Optional Protocol on the Involvement of Children in Armed Conflict, and all other core human rights treaties.⁴⁷

7.2 National policies and programmes relating to child labour

66. **The Philippines Development Plan 2011-2016** provides the broad framework for development efforts in the country, including those relating to child protection and child labour.⁴⁸ Specific provisions within the Development Plan relevant to reducing child labour include those relating to equitable access to basic social services, stronger social safety nets, better social protection against shocks, complete quality basic education for all, better preparation for further education, and labour market interventions targeting the employment of vulnerable workers. The Plan also calls explicitly for strengthened measures against child labour and exploitation through strategic partnerships and intensified advocacy and action at all levels. The need to expand and strengthen conditional cash transfers, a key vehicle to protecting children's right to education and social protection, is another priority identified in the Plan.

67. The Philippines **Labour and Employment Plan (2011-2016)** guides national actions relating to employment promotion and decent

⁴⁴ Republic Act No. 10364 (2012) "Expanded Anti-Trafficking in Persons Act of 2012".

⁴⁵ Republic Act 10175 The Cybercrime Prevention Act (2012).

⁴⁶ Republic Act No. 10022 (2009) The Migrant Workers and Overseas Filipinos Act of 2009 (amending Republic Act No. 8042 (1995) Migrant Workers and Overseas Filipinos Act).

⁴⁷ Draft House Bill 4557 (An Act Providing for the Special Protection of Children in Situations of Armed Conflict and Providing Penalties for Violations thereof), declares unlawful multiple acts of violence and abuse against children in situations of armed conflict including the recruitment of children into government armed forces and other armed groups, providing for special protection from all forms of abuse, violence, neglect, discrimination and other conditions prejudicial to the development of children in situations of armed conflict and internally displaced. Senate Bill No. 2609 (The Special Protection of Children in Situations of Armed Conflict Act of 2015) prohibits the recruitment, conscription or enlistment of children into governmental armed forces and other armed groups.

⁴⁸ National Development and Economic Authority (2011), Philippine Development Plan 2011-2016 <http://www.neda.gov.ph/?p=1128>

work.⁴⁹ The Plan specifically calls for strengthening measures to prevent and eliminate the worst forms of child labour, including through the development of strategic partnerships,⁵⁰ improved access to quality integrated services,⁵¹ a multi-level child labour knowledge management system and enforcement and compliance of RA 9231 and other related laws. The Plan also calls for intensified labour inspections relating to child labour and other labour standards through the Labour Enforcement Action Programme.

68. The Philippines National Strategic Framework for Plan Development for Children, or 'Child 21', was adopted by the Council for the Welfare of Children for the period 2000-2025. It serves as an overall guide towards ensuring that – by 2025 – every Filipino child has his or her inherent rights to survival, protection, development, and participation fully realized and, in doing so, is protected from all forms of violence, abuse, and exploitation including commercial sexual exploitation.⁵² Two main action plans are in force to implement Child 21: the second National Plan of Action for Children (2012-2015)⁵³ and the Comprehensive Programme for Child Protection (2011-2016).⁵⁴

69. The Philippines is in the process of enacting numerous education reforms of direct relevance to improving the relevance of schooling as an alternative to child labour. These reforms include the pre-primary, primary and secondary levels and take place within the framework of the Philippine EFA 2015 National Plan of Action (2006-2015), the Education for All Acceleration Plan 2015, the Basic Education Sector Reform Agenda, the Ten-Point Education Agenda and other reform plans. Some of the key specific policies and areas of progress for the pre-primary and primary ages are described in Panel 10.

⁴⁹ *The Philippine Labour & Employment Plan 2011 – 2016, Inclusive Growth Through Decent and Productive Work*. Published by the Department of Labour and Employment, Manila, April 2011.

⁵⁰ The Plan in this context specifically calls for measures to “strengthen strategic partnerships and intensify advocacy and action at the national, regional, community and firm levels.”

⁵¹ The Plan in this context specifically calls for measures to “Improve access of child labourers and their families to quality integrated services (e.g. livelihood, entrepreneurship, health, education and training programs).”

⁵²

http://cpunet.plesk.freepgs.com/index2.php?option=com_docman&task=doc_view&gid=9&Itemid=30.

⁵³ The National Plan of Action is an extension of the original (2005-2010) Plan.

⁵⁴ The latter was launched by the DoJ Committee for the Special Protection of Children as an elaboration of the protection component of the National Plan of Action.

Panel 10. Policies and progress relevant to child labour under 'Education for All'

1. Achieving Early Childhood Education / Early Childhood Care and Development. Expand and improve the comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

- RA 10410 (The Early Years Act of 2013) amending RA No. 8980 was legislated to institutionalize early years educational development, and introduced home-based programmes in addition to centre-based programmes.
- Department of Social Welfare and Development in conjunction with local government units are mandated through RA No. 6972 (Barangay-Level Total Development and Protection of Children Act of 1990)⁵⁵ and RA No 7610 (Local Government Code, 1991)⁵⁶ to provide day care centres for under 5's in every Barangay.
- Department of Social Welfare and Development Administrative Order 29 (2011) provides guidance on the accreditation of early years services to improve quality and standards

2. Achieving universal primary/basic education. All children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality.

- **RA No. 10157 (Kindergarten Act, 2012)** institutionalized kindergarten as part of the basic education cycle, making it mandatory for all five-year-olds to attend preschool prior to their entry to Grade 1.⁵⁷
- **R.A. No. 10533 Enhanced Basic Education Act (2013)**, otherwise known as K to 12, mandates free and compulsory basic education from kindergarten to secondary. It seeks to put all children aged 6 and over in school, through education that is learner-oriented and responsive to the needs and circumstances of learners. In support, **DO No. 43 s. 2013** calls for inclusive basic education through the implementation of programs for the marginalised learners such as those from indigenous, or Muslim communities and learners under difficult circumstances such as geographic isolation; displacement, conflict or disaster, urban resettlement, or child labour practices.
- **The multi-grade programme** serves remote and disadvantaged areas, addressing incomplete grade levels in elementary school, reaching 33% of the total number of public elementary schools, which serve only 8% of the total number of elementary students.
- **Alternative Delivery Modes** were developed to address the needs of marginalised students and those at risk of dropping out, who needed more flexible education to accommodate diverse learner backgrounds. Programmes included:
- **Instructional Management by Parents, Communities, and Teachers (IMPACT)** taught in the community and based on the national curriculum, using mixed pedagogical strategies involving older students, programmed instruction, peer learning, self-instruction and individualized tutorial. It reached 4,932 students in SY2012-2013.
- **Modified In-School Off-School Approach** combines formal and non-formal activities in class and in the community. It reached 84,754 students in SY 2012-2013.
- **Open High School Programme** does not require regular class attendance, and uses distance learning strategies to accommodate those who cannot attend classes for reasons such as work, financial constraints, distance.
- **DepEd's No Collection Policy** and **Department Order No. 41 (2012)** prohibit the collection of certain school fees and reiterates constitutional right to a free basic education through the removal of financial constraints.
- **The Pantawid Pamilyang Pilipine (4Ps) Conditional Cash Transfer Programme** targets families in need of special protection, including those with child labourers, homeless street families, families with street children, out-of-school youth, other children in difficult circumstances.
- **Government Assistance to Students and Teachers in Private Education** was legislated under RA No. 6728 (Government Assistance to Students and Teachers in Private Education Act) and RA No. 6728, RA No. 8545, and DO No. 11s (2013). It mandates the implementation of the **Education Service Contracting Scheme and the Education Voucher System** to provide deserving elementary graduates with finance from the government so they can continue studying in private high schools. It is also extended to those in the Open High School Programme (OHSP).

⁵⁵ <http://www.gov.ph/1990/11/23/republic-act-no-6972/>

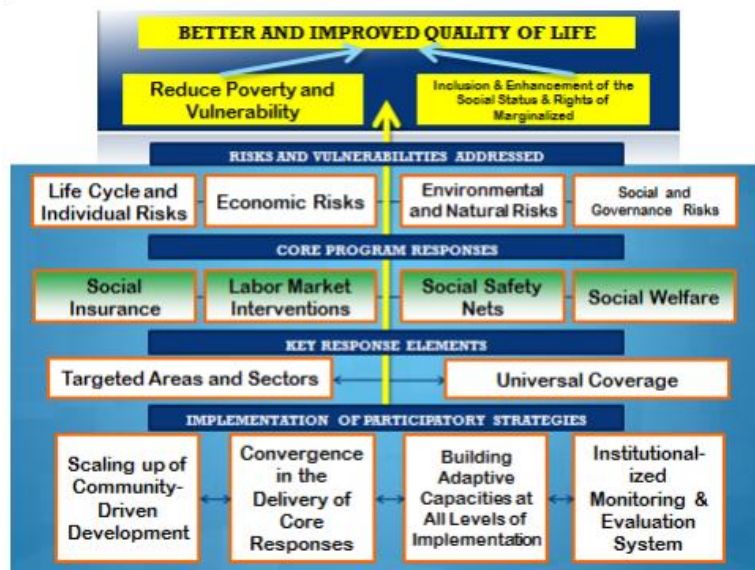
⁵⁶ <http://www.gov.ph/1991/10/10/republic-act-no-7160/>

⁵⁷ DepEd provided a number of kindergarten programmes to increase coverage of pre-primary (Regular and volunteer kindergarten programmes, as well as a summer kindergarten programme), resulting in the increase of kindergarten net enrolment rate from 57.2% in 2010 to 79.3% in 2014. National Economic and Development Authority 2014 Philippine Development Plan 2011-2016 Midterm Update

- **Child Protection Policy DepEd Order No. 40, s. 2012** promotes zero tolerance to any form of abuse, exploitation, violence, discrimination and bullying of any person below 18 years of age.
- **School Health and Nutrition Programme** includes the **Breastfeeding Programme** in Kindergarten, the **School-based-Feeding Programme** which reached over 40,000 pupils in SY 2013-2014 and the **Learners Health Appraisal System**.
- The **Every Child a Reader Programme** provides an intervention programme for children who lag behind their peers, capacitating teachers to become literacy problem solvers. 367 teachers have been trained, it covers 17 Regions, 79 Divisions and 170 Schools with a budget allocation of P21,034,000 in FY 2013.⁵⁸

70. The Philippines has also undertaken a number of measures aimed at extending **social protection** for vulnerable families, also of direct relevance to reducing dependence on child labour as a household survival strategy. In 2012, the Philippines adopted the **Social Protection Operational Framework and Strategy** to guide national efforts in this regard.

Figure 30. Social Protection Operational Framework and Strategy



71. The Framework and Strategy, depicted in Figure 30, provides for interventions across the four core component areas:

- **Social insurance:** seeks to mitigate income risks by pooling resources and spreading risks across time and classes. Beneficiaries pay a premium over a period of time to cover or protect them from loss of income and unemployment as a result of illness, injury, disability, retrenchment, crisis, maternity, old age, etc. Social Insurance programmes in the Philippines principally include: a scheme for civil servants the Government Service Insurance System, a scheme for private sector, Social Security System; and the Philippine Health Insurance Corporation (PhilHealth).

⁵⁸ <http://www.deped-car.com/every-child-a-reader-program-ecarp/>

- **Social welfare:** preventive and developmental interventions that seek to support the minimum basic requirements of the poorest in society, it aims to reduce risks associated with unemployment, resettlement, marginalization, illness, disability, old age and loss of family care. Social welfare and assistance programmes usually comprise direct assistance in the form of direct cash or in-kind transfers, as well as social services including family and community support, alternative care and referral services. The DSWD coordinates nine interventions in this area, three of the main ones are: The Pantawid Familyang Pilipino Programme (4Ps); The Sustainable Livelihood Programme; and The National Community Driven Development Programme.
- **Social safety nets:** stop-gap mechanisms or urgent responses that address the effects of economic shock, disaster and calamity on specific vulnerable groups, specifically providing support during relief and transition. Measures include emergency assistance, price subsidies, food programmes, employment programmes, retraining programmes and emergency loans. Social safety net programmes in the Philippines principally include: Department of Social Welfare and Development cash for work or food for work programmes following natural disaster; and Department of Labour and Employment Integrated Livelihood and Emergency Employment Programme.
- **Labour market interventions:** measures aimed at enhancing employment opportunities and reducing risks and vulnerabilities in the labour market such as unemployment, underemployment, or vulnerable employment because of changing skills demand or labour market failures and crisis.

72. A process is also underway aimed at strengthening the child labour elements in the country's **social protection framework**. A study was undertaken with this aim in mind and its resulting recommendations were transmitted to the Assessment Based National Dialogue Core Group to be used in the implementation of the Social Protection Operational Framework and Strategy and in the design of a five-year National Social Protection Plan in the Philippines.⁵⁹ Some of the most important current social protection programmes relating to child labour are discussed in Panel 11.

⁵⁹ Bollig, Katharine. *A Review of the Effectiveness and Potential of Social Protection Programmes in Addressing Child Labour in the Philippines*. 22 August 2015.

Panel 11. Social protection programme of particular relevance to child labour

Pantawid Pamilyang Pilipino Programme (4Ps)⁶⁰ is a conditional cash transfer (CCT) programme that provides direct cash transfers to poor families on condition that their children continue to attend school and that the family makes use of preventive health care and nutrition services. It serves two main purposes to aid 'social assistance' in terms of the benefit of the immediate cash transfer can bring to families; and 'social development' through the longer term benefit of the conditionality's asked of families when they receive the cash grant. As of 24 June 2015, the 4Ps is being implemented in 144 cities and 1,483 municipalities across 80 provinces, reaching a total of 4,391,768 active beneficiary households.

Kapit-bisig Laban sa Kahirapan - Comprehensive and Integrated Delivery of Social Services, is a programme for providing poor rural municipalities the resources to implement community-driven development pursued through small-scale projects decided by local plans, priorities, and processes. The projects fall under three broad areas: (1) Developing essential public services (i.e., building low-cost, productive infrastructure like roads, water systems, clinics and schools). (2) Encouraging community empowerment and inclusion (i.e., villagers are tutored in project planning, technical design, budgeting, procurement, management and implementation). (3) Reducing poverty (i.e., Funding and in-kind support come from national and local government to invest in public goods and services, and revive local institutions that enhance peoples' participation in governance, with funds directly transferred into a community account). The actual overall expenditure in 2013 was P11.7 billion, the approved budget for 2015 is P17 billion (365 million USD), and the project budget between 2014 and 2018 is planned at P43.9 billion.⁶¹

Department of Labour and Employment Integrated Livelihood and Emergency Employment Programme. The programme was initiated in 2009 to restore livelihoods and provide immediate social protection to vulnerable, unemployed, underemployed, displaced workers, and survivors of calamities. In 2014, the programme provided livelihood assistance benefitting 125,509 beneficiaries and access to emergency employment for 70,777 workers, with an estimated per capita spend doubling that of four years ago at P6000. Between 2010 and June 2014, the programme additionally benefited 417,009 informal sector workers.⁶² DILEEP also assisted 79,655 people who were affected by Typhoon Haiyan with employment cleaning and repairing public infrastructure and buildings, unclogging canals, and clearing and sorting debris, enabling people to rebuild their communities whilst receiving social protection and temporary income support.

KaSaMa (Kabuhayan para sa Magulang ng Batang Manggagawa). Part of the Employment Integrated Livelihood and Emergency Employment Programme, KaSaMa focuses specifically on providing families of child labourers access to decent livelihood opportunities for enhanced income. It targets parents and working age siblings of child labourers who must commit to removing their children or siblings from hazardous and exploitative work, and playing an active role the group activities, preparation and implementation of project activities. The project prefers to support participants with viable, marketable products or services such as processing of food and other consumer products, environment-friendly 'green' products such as agriculture/organic-based products, or products that use local/indigenous resources/materials such as handicrafts. In 2014, 10,066 parents of child labourers were supported through the project, in the form of food processing, vending and services, automotive services, agriculture and fishing, pedicabs, and carpentry among others, to generate or augment their income through enhanced economic activity.^{63 64}

⁶⁰ Source: <http://www.gov.ph/2013/01/18/pantawid-pamilyang-pilipino-program-adopts-modified-cct-to-help-curb-child-labor/> and MCCT Frequently Asked Questions <http://pantawid.dswd.gov.ph/index.php/component/content/article/1-latest-news/393-mcct-frequently-asked-questions>; Government of Philippines Press release 'CCT conditionalities to include child labour prohibition' January 18th 2013, <http://www.dole.gov.ph/news/view/2002>; and UNICEF Philippines Social Policy Action: http://www.unicef.org/philippines/policy_9244.html#_vfg18hFVhBc

⁶¹ The KALAH-CIDSS Project in the Philippines Sharing Knowledge on Community-Driven Development, ADB 2012; unpublished assessment matrix of social protection measures in the Philippines 2015, ILO; Government of Philippines NEDA, PDP 2011-2016 Chapter One In Pursuit of Inclusive Growth; KALAH-CIDSS Government of Philippines website <http://ncddp.dswd.gov.ph/site/index>; The KALAH-CIDSS Impact Evaluation: A Revised Synthesis Report, Philippines, World Bank January 2013; Kalahi-CIDSS - National Community-Driven Development Program Project Briefer, DSWD, 2015; World Bank. 2015. *Philippines - Kapitbisig Laban Sa Kahirapan-Comprehensive and Integrated Delivery of Social Services Project*. Washington, D.C. : World Bank Group;

⁶² ILO, *Building Social Protection Floors Brief: DOLE's Integrated Livelihood and Emergency Employment Program*, April 2015 and Government of Philippines DOLE Press release, 1.9.2014, 90 percent of livelihood beneficiaries report increased incomes; 45 percent created more community employment; available at: http://www.dole.gov.ph/good_news/view/280

⁶³ Government of Philippines DOLE Website brief, can be found at: <http://bwsc.dole.gov.ph/25-programs-projects/dileep/kasama.html> and Government of Philippines DOLE BWSC Annual report 2014

⁶⁴ However, a tracer study conducted by DOLE's Institute of Labour found that mixed results characterized the recent work situation of the children of KASAMA beneficiaries, with some being withdrawn from hazardous

The Sustainable Livelihoods Programme. Aims at enabling targeted poor households, and specifically beneficiaries of the Department of Social Work and Development Pantawid Pamilyang Pilipino Programme, to increase their incomes and continue their investments in the health and education of their children. It is implemented through two tracks: micro-enterprise development (involving community-based livelihood or micro entrepreneurial activities); employment facilitation (involving job placement, occupational guidance, technical skills training and job referral). Since its implementation from January 2011 to April 2015, the Government reports that the programme has served a total of 723,090 families.

Community Based Employment Programme. Implemented for more than two decades, the programme provides employment opportunities through infrastructure projects (i.e., job-generating government or public-private partnership initiatives implemented at the local community level, including construction of roads, bridges, flood control structures, school buildings, and water systems); non-infrastructure projects (i.e., job generating initiatives that cover social infrastructure, including reforestation, coastal resource management, livelihood and self-employment undertakings/projects); and emergency employment projects (i.e., emergency response income support projects that create short-term wage employment or self-employment in distressed/remote areas or those affected by calamities/contingencies). From 2011 to 2013, the programme provided jobs to 5.6 million individuals. In 2013, the programme provided 1,987,337 jobs.⁶⁵

73. The **National Child Labour Committee**, under the leadership of the Department of Labour and Employment, coordinates national efforts to combat child labour and leads the implementation and monitoring of the Philippine Programme against Child Labour (see below).⁶⁶ A total of 25 agencies now participate in the National Committee, under a **Memorandum of Agreement**, including Government departments and bodies, international organisations and trade union organisations.⁶⁷ The National Committee, however, was not designated the coordinating body to ensure the implementation of the R.A. 9231, and, as no other agency or body has been created to perform this role, there has been a resulting lack of coordination in terms of monitoring the progress of implementing the law, including the monitoring of cases. The Committee is also hampered by a lack of a specific budgetary appropriation for its operations.⁶⁸

74. The **Philippine Programme against Child Labour**, led by the Department of Labour and Employment, functions as the overall framework for initiatives and programmes to eliminate child labour and its worst forms and to promote and protect the rights of working children. Creating a “Child Labour-Free Philippines” is the overall goal

work, but the majority remaining exposed to hazardous tasks in sectors such as salt mining, fireworks production and agriculture. Few of the beneficiaries reported improvements in their economic well-being resulting from the intervention as the majority had failed in sustaining the livelihood intervention; and although participants reported they were more aware of children’s rights, because of their poverty they could not prevent their children from working. No significant changes to children’s schooling had been attributed to the intervention.

⁶⁵ DOLE 2013 Annual Report; and CBEP website about us page: <http://cbep.dole.gov.ph/whatiscbep.php#>

⁶⁶ Amongst its roles and responsibilities include the developing and maintaining of: policies, guidelines, framework, national action plans, programs; effective monitoring mechanisms at individual, institutional, national levels; knowledge and data management; Regional Child Labour Committees, Provincial Child Labour Committees, City/Municipal Child Labour Committees, Barangay Councils for the Protection of Children; information campaigns and advocacy; research and studies; relationships with others and providing technical, administrative and resource assistance/support to partners.

⁶⁷ <http://www.bwsc.dole.gov.ph/images/ppacl/institutional-partnership/National-Child-Labor-Committee.pdf>

⁶⁸ Sison-Arroyo, N.P, A Legal Review of the National Laws and regulations related to child labour and forced labour in the Philippines (2013)

of a number of strategies that ultimately fall under the Programme against Child Labour framework. The Department of Labour and Employment is currently implementing a three-pronged approach towards this goal, involving **Child Labour-Free Establishments**, **Child Labour-Free Zones** and **Child Labour-Free Barangays**. Certificates for Child Labour-Free Establishments and Child Labour-Free Zones are issued on the basis of a number of criteria set out in Department Order No. 115C-2014.⁶⁹ To incentivise businesses and zones the Department of Labour and Employment provides access to a number of benefits such as employee assistance programmes and training.

75. The **Campaign for Child Labour Free Barangays** was launched by the Department of Labour and Employment in 2012 to transform pre-identified barangays nationwide into child labour-free communities. It suggests four key strategies on how to become a child-labour free barangay: *sensitize public opinion and mobilize public support*;⁷⁰ *rescue of child labourers*;⁷¹ *education is the right response to child labour*;⁷² and *support to families of child labourers*.⁷³ To become certified child labour-free, a barangay must meet a range of criteria and requirements.⁷⁴ The Department of Labour and Employment is also calling for a number of additional monitoring,

⁶⁹ Department Order No. 115B-2012 Operational Guidelines on the Issuance of Child-Labour Free Establishment and/or Zone Seal, subsequently updated by Department Order No. 115C-2014. Criteria include holding a Tripartite Certificate of Compliance Labour Standards; maintaining a policy on the prohibition of child labour, hazardous labour and the WFCL in the workplace; have no pending case (business or contractors/supplies) with DOLE for child labour violations; written contracts with suppliers and contractors that prohibit child labour practices and certification from a local regional DOLE office that said suppliers and contractors do not engage child labour; CLFE and CLFZ certification will only be granted upon documentary review, ocular visit, and at random interview of employees. Where a CFLZ is being sought, the rules apply to all locators in that zone.

⁷⁰ Through awareness-raising campaigns and formulating local/barangay development plans or road map of action.

⁷¹ From abusive and hazardous work, strengthen labour inspection and develop community participation through community watch groups.

⁷² Tap into social partners to provide regular and sustained educational assistance/support to child labourers and children-at-risk (through books and school supplies, stipends for school projects, transportation and meals; or tutorial or catch up lesson).

⁷³ Through training for income-generating activities and economic support, access to livelihood assistance to enable children's schooling, map existing service providers and organizations in the community to develop referral systems for the families of child labourers.

⁷⁴ Criteria include: 1) No child below 15 years of age works, unless in the two exemptions under Republic Act No. 9231; 2) No child below 18 years of age is engaged in the worst forms of child labour as specified under Republic Act No. 9231; 3) Working children 15 to below 18 years of age work within the allowable hours of work and are paid the prescribed wages; 4) All children of school-age are attending formal school or alternative learning sessions. Parents have economic activity to support the needs of their children; 5) Presence of functional Barangay Council for the Protection of Children which monitors any incidence of child labour; 6) Reports on incidence of child labour are immediately acted upon; 7) Local ordinances or resolutions to address child labour concerns are implemented; and 8) Child labour concerns are included in the local development plan. Additional requirements are set out in Administrative Order No. 657, Series of 2014, "Guidelines on the Certification of Child Labour-Free Barangay" (Source: *Indicators of a Child Labour-Free Barangay* <http://www.bwsc.dole.gov.ph/files/indicators.pdf>).

enforcement and local actions through the **Child Labour-Free campaign**.⁷⁵

76. **HELP ME** is an ambitious programme strategy developed in 2012 for implementation between 2013 and 2016. It involves a community-based approach to eradicate child labour through the provision of focused and coordinated strategies. With a nine billion Peso budget, it aims to bring together the provision of health (H), education (E), livelihoods (L), and prevention, protection, and prosecution (P), monitoring (M) and evaluation (E), to the lowest level of governance closest to child labourers and their families - the barangay level. Working through partnerships of different Government departments, unions and workers' organizations, employers' groups, the ILO and international organizations, NGOs, medical associations, faith-based organizations, and other private sector partners, the programme targets child labourers who are already known to authorities, have already been profiled or are receiving services, as well as those not earlier listed or profiled but subsequently identified and provided assistance by partners.⁷⁶ Priority is given to the Department of Labour and Employment's target Child Labour-Free Barangays,⁷⁷ households covered by the conditional cash transfer programme run by the Department of Social Welfare and Development (i.e., Pantawid Pamilya Programme) and areas identified in the National Household Targeting System for Poverty Reduction and the updated Philippine Development Plan.

77. **Project Angel Tree**, another project under Child Labour Prevention and Elimination Programme, was initiated to strengthen cooperation and advocacy on child labour elimination, through a network of "angels" (donors, benefactor, contributors, friend, backer, patron, sponsor, supporter). These groups champion the cause and wish to build a community that is caring, committed and willing to support the eradication of child labour through the adoption of a broad array of services, strategies and activities for child labourers and their families. Services include food, clothing, shelter, mentoring,

⁷⁵ These additional actions include: institutionalize the survey on children to regularly monitor progress; strengthen and rationalize the operations of the National Child Labour Committee by giving it a legal mandate, budget and a dedicated secretariat; improve enforcement of RA 9231 to ensure that all persons found to be engaging children in the worst forms of child labour are penalized; expand the reach and strengthen the capacity of the labour inspectorate to monitor child labour even in unregulated sectors; and mainstream child labour in local development plans and integrate as conditionality in programmes to reduce poverty including conditional cash transfers. (Source: ILO press release, "Philippines scales up fight against child labour, ILO urges renewed action towards global deadline" (http://www.ilo.org/manila/public/newsitems/WCMS_184096/lang--en/index.htm).

⁷⁶ As of November 2014, DOLE, through the Bureau of Workers with Special Concerns, has profiled 75,724 child labourers in 406,887 households, and has encoded 23,086 child labourers, or 30.5 percent, of the total child labourers profiled, in a database. (Source: <http://www.dole.gov.ph/news/view/2674>).

⁷⁷ In July 2015 it was reported that there are 53 certified child labour-free barangays in the country with 5,091 children no longer in child labour. (Source: DOLE July 6th, 2015 H.E.L.P. M.E. update: 53 barangays now child labour-free; 5,091 children no more child labourers—Baldoz <http://www.dole.gov.ph/news/view/2866>).

livelihood, educational and medical assistance and other work and training opportunities. More recently, Project Angel Tree has enabled the granting of the wishes of child labourers, in 2014 supporting 5,793 child labourers and children at risk with school supplies, clothing, toiletries and grocery items. It has become one avenue for business/corporate donors to directly support local activities and children.⁷⁸

78. Rescue the Child Labourers *Sagip Batang Manggagawa* Quick Action Teams are an inter-agency mechanism under the leadership of Department of Labour and Employment aimed at responding to cases of child labour in extremely abject conditions and at partnering with local representatives of various government agencies, local NGOs, labour unions, and the business community in a cooperative effort to detect, monitor, and respond to instances of child labour in the formal and informal sectors. In 2014, 78 child labourers engaged in WFCL were removed through the Quick Action Teams, and between 1993 and 2012, the Teams in various regions removed a total of 3,136 child labourers.⁷⁹

79. The Department of Labour and Employment, with support from ILO-IPEC, developed the **Child Labour Knowledge Sharing System** website (www.clkss.org.ph) as an information technology tool to share relevant real-time data, foster communication, improve child labour programme monitoring, automate child labour case referrals, provide information on child labour programmes and services and their activities and act as a repository for child labour good practices and case studies. An ILO IPEC evaluation from 2013 reported significant improvements in its functionality since 2012 the evaluation also indicated significant scope for further improvement.⁸⁰

7.3 National policies and programmes relating to the youth decent work deficit

80. This section discusses national efforts to promote improved youth employment outcomes. The Government recognizes employment creation as a central tenet to the national socio-economic development process. To address the needs of the large unemployed and underemployed youth population, the Government has initiated a number of policies and programmes that are explained below.

⁷⁸ Cynthia R. Cruz, 2010, ILS Discussion Paper Series 06-2010 Project ANGEL TREE: Value Networks as a Strategy Toward Improving Outcomes for Child Labourers and their Families <http://ilsdole.gov.ph/wp-content/uploads/2012/07/Cruz-Project-ANGEL-TREE.pdf>; and <http://site.clkss.org.ph/news/news-items/dole-project-angel-tree-benefits-1-200-working-children-in-iligan-city>

⁷⁹ Source: <http://www.bwsc.dole.gov.ph/programs-and-projects-submenu1/clpep/sbm.html>; WFCL findings 2015; DOLE Bureau of Workers with Special Concerns 2014 Annual Report. 2014. <http://bwsc.dole.gov.ph/images/transparency/Annual-Accomp-report/2014-BWSC-Annual-Report.pdf>; and DOLE, Q&A on Child Labour, 2012 <file:///C:/Users/Alyson/Downloads/Q%20and%20A%20on%20Child%20Labor.pdf>

⁸⁰ ILO IPEC Evaluation 2013, Towards a Child Labour-Free Philippines: Supporting the Philippine Program Against Child labour in Building on Past Gains and Addressing Challenges, An independent expanded final evaluation by a team of external consultants

81. Efforts targeting youth employment are undertaken within the broad framework of the national **Labour and Employment Plan (2011-2016)**, which lays out the strategic directions for labour and employment in the medium-term. The Plan recognises the importance youth employment promotion, and addresses issues affecting youth including unemployment among both uneducated and highly educated; the job skills mismatches; inadequate academic attainment or instruction for the working world; and the role of informal work in increasing vulnerability.⁸¹

82. The **National Youth Commission** is responsible for policy formulation relating specifically to youth employment and development. The Commission provides a consultative mechanism for dialogue with youth and for promoting youth's active participation in government and non-government programmes that will develop their full potential as partners in nation building.⁸²

83. Since 1994, there have been four **Philippine Youth Development Plans**⁸³ aligned to the overall Medium-Term Philippine Development Plans for the corresponding period. The current Youth Development Plan runs from 2012-2016 and was developed through national and regional consultations with youth, stakeholders and duty bearers. It serves as a guiding framework for interventions, programmes and strategies aimed at youth development. The 2012-2016 Plan has three overarching objectives: improved enabling conditions for youth participation in governance, society and development;⁸⁴ increased contribution of and benefit for

⁸¹ *The Philippine Labour & Employment Plan 2011 - 2016, Inclusive Growth Through Decent and Productive Work*. Published by the Department of Labour and Employment, Manila, April 2011.

⁸² Specific responsibilities of the Commission include: Formulate and initiate the national policy or policies on youth; Plan, implement, and oversee a national integrated youth promotion and development program; Establish a consultative mechanism which provides a forum for continuing dialogue between the government and the youth sector on planning and evaluation of policies, programs and projects affecting the youth, including representatives of all youth organizations and institutions, including the SK from barangay, municipal, city, provincial, and national levels; Assist and coordinate governmental and NGO or institutions in the implementation of all laws, policies, programs and projects relative to youth promotion and development. Seek or request the assistance and support of other government offices or government owned or controlled corporations, LGUs as well as NGOs or institutions to pursue policies, programs and projects; Conduct scientific, interdisciplinary and policy-oriented researches and studies on youth-related matters, as well as trainings, seminars and workshops that will enhance the skills and leadership potentials of the youth, and instil in them nationalism and patriotism, with emphasis on Filipino culture and values; Establish and maintain linkages with international youth and youth-serving organizations or institutions; Administer youth exchange programs and monitor and coordinate all foreign-sponsored youth programs; Establish organizational structures to effectively carry out its functions; Conduct promotion and fund-raising campaigns in accordance with existing laws; Allocate resources for the implementation of youth programs and projects; Extend support/assistance to deserving youth and youth organizations including scholarship grants; Register, establish and/or facilitate and help in the establishment of youth organizations and youth-serving organizations; Participate in international youth fora, symposia and organizations; Provide training and a national secretariat for the Sangguniang Kabataan National Federation

⁸³ Formerly known as the Medium-Term Youth Development Plan.

⁸⁴ Involving universal youth access to all forms of social, economic, political, civil, cultural, and other opportunities, including the development of guidelines and standards on youth participation in national and local issues.

the youth in the attainment of MDGs and other goals;⁸⁵ and improved access to quality basic services and social protection through enabling policies.⁸⁶ However, the official presidential adoption of the Youth Development Plan, and its full integration across departments, have been delayed.

84. The **National Action Plan for Youth Employment and Migration**, launched in 2012 as a component of the Youth Development Plan, aims to improve policy coherence and implementation of related programmes and projects, achieve coherence across national initiatives sectors and relevant organizations affecting youth employment and to ensure linkages and complementarities with existing national development plans and frameworks. The National Action Plan includes seven strategies⁸⁷ to promote youth employment and safe migration clustered under three main themes.⁸⁸ The implementation of the National Action Plan has also been constrained by delays in its official adoption and funding.

85. The **Convergent Programme Strategy for Youth Employment** was released in 2013 in response to the high incidence of youth unemployment. The Strategy, approved by the Human Development and Poverty Reduction cluster of the Cabinet, involves four convergent programmes designed to address the job skills mismatch facing youth.⁸⁹ The four programmes included in the Strategy are (1) Review of Education and Training Curriculum and the Kindergarten to 12 programme; (2) The Philippine National Qualifications Framework; (3) The Career Guidance Advocacy Programme; and (4) Enhanced utilization of the Phil-JobNet. The Career Guidance Advocacy Programme, in turn, involves six joint activities designed to show parents and students the reality of the labour market and to

⁸⁵ Where youth are considered target beneficiaries and duty bearers in the realization of the MDG's, for this to be successful MDG's need to be localised and the NYC advocate for the creation of Local Youth Development Councils (LYDCs) to ensure that youth plans are integrated into their respective local investment plans. It is also recognised that data is critical to achieving the MDG targets, so data generation shall be strengthened.

⁸⁶ Including the development and implementation of policies and programs including the reform of the SK; increased youth participation in local disaster risk reduction and management; review of the Labour Code on provisions affecting young workers; green jobs initiatives; promotion of universal health care; proposed magna carta for youth and students and continuing support for conditional cash transfers. National and local government agencies are also urged to adopt "youth budget" or policies and programs pertaining to the youth in the planning and budgeting process.

⁸⁷ The seven strategies that will be implemented through subcommittees are: 1. Promote employment rich opportunities; 2. Realize responsive education, training and career coaching modalities; 3. Improve labour market information systems; 4. Strengthen workers' rights awareness and social protection initiatives; 5. Harness migration gains and minimize its risks 6. Provide meaningful voice and representation venues; and 7. Promote culture and heritage appreciation.

⁸⁸ The three main themes are Economic and Social Inclusion; Rights and Social Protection; and Dialogue and Diversity.

⁸⁹ 2013-2016 Career Guidance Advocacy Plan
<http://www.ble.dole.gov.ph/download/Career%20Guidance%20Advocacy%20Plan%202013-2016.pdf>

enable them to make informed career decisions.⁹⁰ Phil-JobNet was improved to include a number of features aimed at helping job seekers match with prospective employers.⁹¹

86. The Philippines **EFA 2015 National Plan of Action (2006-2015)** points to an “urgent need to respond to the learning needs of youth and adults who are illiterate, have never been to school, have dropped out, reverted to illiteracy, or need basic or advanced skills to find jobs.” It suggests a “viable alternative learning system” to formal schooling that together with schools can ensure that “minimum learning achievement will be a reality for all Filipinos.” EFA Objective 1, i.e., Universal coverage of out-of-school youth and adults in the provision of learning needs, is most relevant to youth education and skills development. Detailed activities in the EFA National Plan of Action in this regard are summarized in Panel 12.

Panel 12. Policies and progress under ‘education for all’ relating to tertiary, vocational, skills development

Achieving learning and life skills for youth and adults. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.

The Technical Education and Skills Development Act of 1994 (Republic Act No. 7796) established the Technical Education and Skills Development Authority (TESDA) to be the overall national agency to provide direction to the country’s technical-vocational education and training (TVET) system. TVET serves high school graduates, secondary school leavers, college undergraduates and graduates to acquire competencies in occupational fields, or job-seekers and employed persons who want to upgrade or acquire new skills.

Strengthened Technical-Vocational Education Programme (STVEP) for school-aged children uses competency-based curriculum aligned to industry requirements in local communities. In SY 2012-2013 282 public secondary schools were implementing the programme – this is 3.6% of the 7748 public secondary schools in total, reaching 378,150 pupils in 2012-2013 - 7% of total public school enrollees in secondary school (5,702,597) and an increase of 132,138 pupils since SY 2007-2008. Tech-voc is one of the most successful special programmes that addresses issues related to obtaining relevant quality education. Under the K to 12 Education Curriculum a technical-vocational track will be offered at the junior and senior high school levels.

TVET and TESDA. TESDA has developed competency standards and the Philippine Qualification Framework, both of which sit alongside training standards and assessment, to make up the national training regulations (TR) which serve as a basis for competency assessment and certification; Registration and delivery of training programmes; and the Development of curriculum and assessment instruments.

The number of TVET enrollees and graduates grew by 13% from 2011 to 2012, and 7% from 2012 to 2013, as well as a 17% increase from 2011 to 2012 and the 9% increase from 2012 to 2013 in the actual number of graduates. A steady rise has likewise been noted among those assessed (19% increase from 2012 to 2013) and among those certified (21 percent increase from 2012 to 2013). The employment rate amongst TVET graduates is also

⁹⁰ The six activities are as follows: (1) Career Guidance Week (CGW) to provide relevant LMI and career guidance to secondary students, their parents, and guardians. (2) Capacity-building for Registered Guidance Counsellors and Career Advocates. A three training programme to improve and develop competency to assist youth with their career decisions. (3) Career Guidance through Social Networks. To share LMI through a more accessible medium. (4) Career Ambassadors. To promote specific careers/professions and the activities of CGAP. (5) National/Regional Career Advocacy Congress. An annual event to present current trends in employment and the labour market, to ensure interventions have the latest information for enhanced career guidance. (6) Regionalized Career Information Blitz. To ensure quality higher education is accessible to all through information dissemination about priority courses and opportunities for scholarships during Career Guidance Week and selected times of the year that coincide with decision making about high education courses.

⁹¹ Improvements included enhanced utilization of the following: List of available job vacancies, livelihood programs, and training opportunities per region; Role-based access control; Option for job applicants to apply online and print referral letter; Option for employers to invite applicants for job interview; Option for Public Employment Service Office (PESO) and DOLE Regional Office to refer job applicants; Flexible job matching facility; and Provision feedback mechanism.

improving indicating improvements in quality up from 48.5 percent in 2005 to 60.9 percent in 2011 and 65.3 percent in 2013.

Achieving adult literacy with a 50 percent improvement in levels of adult literacy by 2015, especially for women, and an equitable access to basic and continuing education for all adults.

RA 7165 created the Literacy Coordinating Council (LCC) to carry out the declared “policy of the state to give highest priority to the adoption of measures for the total eradication of illiteracy.” RA 10122 furthered strengthened the council and DILG MC 2007-155 mandated local government to create or strengthen local LCCs or literacy implementing units.

Depending on the definition of literacy used, the Philippines is close to achieving this target with 95.6% of people aged 10 to 64 years able to read, write, and understand a simple message. However, there are regional disparities which exist, with the National Capital Region achieving 99.2% and the Autonomous Region in Muslim Mindanao achieving only 82%. Less people are also functionally literate with one in ten Filipinos remaining functionally illiterate.

Community-based lifelong learning for Out of School Children and Out of School Youth through the Alternative Learning System (ALS). EFA has expanded education from the formal school system to an ALS without undermining formal schooling. This has proved effective in delivering basic literacy; functional literacy non-formal education for elementary and secondary out-of-school learners; and functional literacy informal education for all. Designed to capture learners who have been through difficult circumstances, regardless of their gender or age, it uses approaches such as life skills approach, the reflective approach, and the 4As of adult learning and modalities such as the use of mother tongue, disability modalities, and educational technologies. Efforts to eliminate illiteracy among OSY and adults through ALS falls upon the DepEd’s Bureau of Alternative Learning System (BALS), which despite limited resources (budget/facilitators etc.) have developed a strong curriculum as the basis of assessment.

Literacy and informal education includes programmes such as the Basic Literacy Programme (BLP) which in 2013 had 35,100 learners and 26,003 completers; the A&E system for elementary and high school dropouts is a flexible entry programme which allows children to return to school upon completion, in 2013, there were 265,843 learners across elementary and secondary, and 186,710 completers; and the Informal Education (INFED) Programme which provides education to marginalized and special interest groups using life skills and personal development, in 2013 there were 22,346 enrollees and 18,530 completers. Although the number of people enrolled in ALS (330,977 in 2013) and test taking (246,596 under A&E) is increasing, the number of passers remains low at 31%. ALS programmes are delivered through DepEd Mobile Teachers and District ALS Coordinators (70%), DepEd service providers (14%) or DepEd partners such as NGOs, LGUs or CBOs (16%).

Given the high levels of out of school youths in Muslim areas, a partnership between DepEd and TESDA to implement TVET with Arabic Language and Islamic Values Education (ALIVE) was formed, facilitating employment, trade certification and job placement opportunities. Although no longer funded it graduated 2536 students when it was implemented in 2007.

Abot Alam ‘No child left behind’ is the national strategy to unify efforts to bring functional literacy and skill development to all 3 million out of school youths within 3 years (2014-2016), to help improve productive livelihoods and levels of employment. Bringing together a range of partners and programme options it identifies OSY at the barangay level who have not completed basic or higher education and links them to programmes ranging from DepEd ALS or ADM, TESDA livelihood and skills training, CHED higher education scholarships, DOLE vocational and employment guidance and other LGU projects/NGO initiatives. Department Order No. 17 s. 2014 Programme Implementation Guidelines.

Non-DepEd literacy programmes have been consistently supported by a number of actors including LGUs where many support EFA goals by using the Special Education Fund of Local School Boards or LGU funds to provide basic education and training as well as extending ALS programmes to disadvantaged members of their municipalities in unreached villages as well paying for transport or meals or increasing the allowances of instructors to increase competitiveness. NGOs, local businesses, government agencies, religious organizations, networks, and higher education institutes are also found to be consistent supporters of literacy programmes with one 2010 survey finding a greater majority of non-school-based literacy programmes were run by NGO’s (55%) while only one third (32%) were government run.

87. National efforts in the area of technical and vocational training fall under the broad framework of the National Technical Education and Skills Development Plan (2011-2016). The Plan is aimed at increasing training participation,⁹² improve training responsiveness

⁹² To give a wide range of people opportunities to acquire skills and become productive, and address the skills requirements of industry and labour markets by continuously providing quality and relevant skill development opportunities to target clientele. Key strategies include applying precision in clientele targeting and offering wider program offerings and access.

and relevance,⁹³ and achieving effective training management.⁹⁴ Technical and vocational education and training is provided through three main delivery modes: centre-based, community-based and enterprise-based. Centre-based programmes are delivered by the Technical Education and Skills Development Authority⁹⁵ on the regional and provincial level. There are 15 regional and 45 provincial training centres. Community-based training programmes address the specific skills needs in the community for facilitating self-employment. They target poor and marginal groups who cannot access formal education because of their low skills and limited financial resources.⁹⁶ Enterprise-based training includes apprenticeship and learnership programmes and the Dual Training System (DTS).⁹⁷

88. Technical Education and Skills Development Authority (TESDA) leads and coordinates a number of “**Enterprise-Based Programmes**” implemented within private sector companies. The programmes are designed to help meet the demand of the economy for trained manpower, establish a national apprenticeship program and apprenticeship standards, and to strengthen manpower education and training through improved instructional delivery of TVET. In 2014 enterprise-based training apprenticeship programmes graduated 69,138 persons, almost 73% of the target.⁹⁸ This was up slightly from 68,473 graduates in 2013,⁹⁹ but down from 80,370 graduates in 2012.¹⁰⁰

⁹³ Bringing together business and labour, government and training providers at the local, industry and national levels. Key strategies includes pursuing positive perpetual collaborations and incentivising industry exemplars and participation.

⁹⁴ Ensuring necessary support systems, mechanisms, policies and resources are in-place. Key strategies include enhancing service delivery processes and sustaining research and development.

⁹⁵ The overall mandate of the Technical Education and Skills Development Authority (TESDA) is the formulation of manpower and skills plans; setting of appropriate skills standards and tests; coordination and monitoring of manpower policies and programs; and provision of policy directions and guidelines for resource allocation for the TVET institutions in both the private and public sectors.

⁹⁶ These programmes support trainees in developing livelihood enterprise plans that are implemented directly after training. These programmes are conducted in coordination between the Local Government Units (LGUs) and Non-Governmental Organisations (NGOs) engaged in skill development for the poor and marginalised groups.

⁹⁷ The DTS is a training modality that combines theoretical and practical training. It is called dual training because learning takes place alternately in two venues: the school or training center and the company or workshop. In DTS, the school and workplace share the responsibility of providing trainees with well-coordinated learning experiences and opportunities. This close cooperation between the school and the company ensures that the trainees are fully equipped with employable skills, work knowledge, and attitudes at the end of the training. (Source: <http://tesda.gov.ph/about/tesda/91>).

⁹⁸ Technical Education and Skills Development Authority STATUS OF PROGRAM/PROJECT IMPLEMENTATION March 2015 and

⁹⁹ Technical Education and Skills Development Authority STATUS OF PROGRAM/PROJECT IMPLEMENTATION As December 2013

¹⁰⁰ Technical Education and Skills Development Authority STATUS OF PROGRAM/PROJECT IMPLEMENTATION As of 4th Quarter 2012

89. TESDA's Enterprise-Based Programmes include the **Apprenticeship Programme**,¹⁰¹ a training and employment programme in approved apprenticeable occupations¹⁰² open to those over 15 years old. Another is the **Learnership Programme**,¹⁰³ involving training within employment for a maximum of three months, where the participating enterprise, commits to hire the learner after the learnership period. **The Dual Training System** is an instructional mode of delivery for technology-based education and training in which learning occurs in both an education institution and a company, with both sharing responsibility for providing the trainee with job qualifications and practical training through specific, general and occupation-related theoretical instruction.¹⁰⁴

90. **Training for Work Scholarships** is another important component of the technical and vocational training system. The programme entitles participants to free training and assessment, and is open to those over 18 years of age upon finishing the training programme. Priority is given to those who are from regions or provinces where the incidence of poverty is high and those groups who may be additionally vulnerable such as persons with disability, indigenous people, single parents and their children and senior citizens, and other marginalized groups. It is implemented through a "Seek + Find + Train + Certify = Employability" strategy in partnership with industry, employers and other organizations that can direct trainees to available jobs and facilitate their employment.¹⁰⁵ Between 2006 when the programme was initiated and 2010, the programme enrolled 1,249,014 with 84% or 1,043,550 graduating. More recent figures from 2014 show 175,522 enrolled and 146,988 graduating during the year.¹⁰⁶

¹⁰¹ Also known under the Kasanayan at Hanapbuhay Program.

¹⁰² There are 190 apprenticeable occupations in the following industries: agriculture and fishery; automotive; aviation and land transport; construction; decorative drafts, gifts, toys, and housewares; electronics; furniture and fixture; footwear; garments; health, social, and other community development; heating, ventilation; air-conditioning, and refrigeration; information and communication technology; land; aviation and transport; manufacturing; metals and engineering; processed food and beverages; printing; shipbuilding, tourism; utilities; and wholesale and retail. (Source: <http://dole.gov.ph/news/view/2110>)

¹⁰³ Also known under the Kasanayan at Hanapbuhay Program

¹⁰⁴ <http://www.tesda.gov.ph/About/TESDA/38>

¹⁰⁵ Implementing Guidelines for Training for Work Scholarship Program (TWSP) can be found at <http://www.tesda.gov.ph/About/TESDA/1277>

¹⁰⁶ TESDA, Investing in the 21st Century Skilled Filipino Workforce The National Technical Education And Skills Development Plan 2011 – 2016,

Panel 13. Other youth training and employment programmes

There are a wide range of other Governmental and non-governmental programmes aimed at providing training to youth and smoothing their transition to work. A non-exhaustive list of other such programmes is provided below.

JobStart Philippines is part of a joint programme of technical assistance from the Asian Development Bank and Canadian Government. Piloted in 2014 hoping to ensure the employment of 1600 youth, it is a full-cycle employment facilitation service that seeks to address youth unemployment, supporting young Filipinos to improve their career development through career guidance and coaching; life skills training for eight days; technical skills training for up to three months; and company-based internships for up to six months.¹⁰⁷ Since its inception, DOLE reports that of a total 4,473 registrants 3,407 of whom were selected; 1,520 were placed for life-skills training; and 462 were referred for internships. The programme will be rolled out during 2015 to target an additional 3,200 beneficiaries across Bohol, Cebu, Davao, Tagum and Palawan.¹⁰⁸

One-Stop Resource Centres (OSRCs) were originally conceived to help curb dangerous migration and illegal trafficking in persons, particular amongst young Filipinos in four of the poorest provinces in the Philippines in the Visayas and Mindanao. Targeting returning youth migrants, young members of families left behind by overseas Filipino workers, and financially challenged and disadvantaged youth,¹⁰⁹ the programme provides youth employment and migration information, capacity building and training support to promote organised responses to safe and legal migration and youth employment. At least 2,500 clients have been able to access the information and services provided by the Resource Centres across the four pilot provinces. Local ordinances are signed to support the centres include a budget allocation to ensure sustainability.¹¹⁰

The **Educational Assistance Loan Programme (Educ-Assist)** enables young persons and adult workers to borrow P20000 per semester/trimester for college degrees or P10000 per semester/trimester for a technical/vocational course. Repayments start between 12 and 18 months after graduation and are paid back within a three- to five year- period, depending on the type of course. Although 65,000 students have so far benefited from the Programme, those submitting an application in 2015 are placed on a waiting list until more funds become available as the majority of funds have been allocated since its inception in 2012.¹¹¹

My First Job, also implemented through the Department of Labour and Employment is aimed at helping young people find the right jobs at a faster rate and at supporting policy makers and regulators in arriving at better employment solutions, decisions and strategies. With funding from the Asian Development Bank and the Canadian Government of and CIDA funding \$5.6 million from 2013 to 2016, the My First Job component will be piloted for at least 1,600 youths in the initial phase, providing them with a full package of enhanced employment facilitation services. Labour and development experts will support the Department in upgrading career manuals, job search tools and labour market information. The project will also finance vouchers that will enable at least 1,600 youth-beneficiaries to gain work experience in companies through on-the-job training. DOLE staff will also receive intensive capacity building on labour policy and regulatory analysis, assessment and formulation.¹¹²

Special Programme for Employment of Students is intended for poor but deserving students and out-of-school students between 15 and 25 years old, who wish to pursue their education by encouraging paid employment during vacation times, and or other times of the year for vocational or higher education students. While students earn money to contribute to the cost of education, they are also able to obtain experience of the workplace, bridging the school-to-work transition. In 2013, the Special Programme provided income and work experience to 167,569 youth. From 2011-2013, the number of youth beneficiaries grew steadily by an average of 26% annually.¹¹³

The **Expanded Government Internship Programme** is aimed at strengthening youth participation, exposing participants to government service while providing life skills training, and contributing to their economic well-being. The programme is now implemented by the Department of Social Welfare and Development,¹¹⁴ the Department of Labour and Employment,¹¹⁵ and a variety of other Government departments.¹¹⁶ There seems to be no overall monitoring of how many youths have gone through the programme in total and what kind of improved outcomes participation in the scheme benefit youths in particular those most vulnerable.¹¹⁷

¹⁰⁷ <http://www.dole.gov.ph/news/view/2517>

¹⁰⁸ <http://www.gov.ph/2015/03/06/bohol-is-first-province-to-roll-out-jobstart/>

¹⁰⁹ <http://www.gov.ph/2012/04/27/dole-hails-establishment-of-youth-migration-centers-in-visayas-mindanao-provinces/>

¹¹⁰ MRC Study Tour and Workshop 30 October - 1 November 2013, Cambodia SUMMARY REPORT http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/genericdocument/wcms_319026.pdf

¹¹¹ Government of Philippines 20th March 2015, Press release; Nearly 65,000 students benefit from SSS Educ-Assist; https://www.sss.gov.ph/sss/appmanager/viewArticle.jsp?page=NR2015_018.

¹¹² 2013 ILS Policy Brief Employment Facilitation For Inclusive Growth (EFIG) Project Brief, 2013

¹¹³ DOLE Annual Report 2013, <http://www.dole.gov.ph/files/2013%20AR%20MASTER%20FILE%20DEC%202012.pdf>

¹¹⁴ The Department received P1.31 billion in 2012 to implement the programme within its ranks.

¹¹⁵ The Department received P511 million in 2015 to implement the programme.

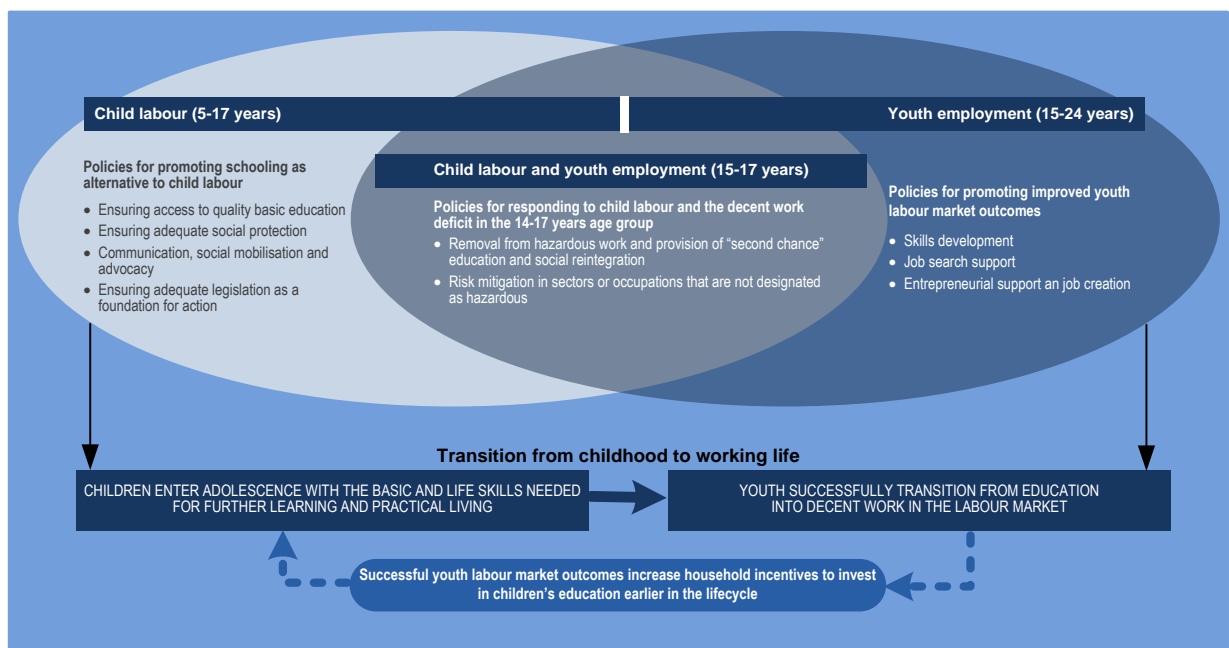
¹¹⁶ Other departments include the Department of Education; Foreign Affairs; National Defence; The National Economic Development Agency; the Department of Interior and Local Government; Labour and Employment; Metropolitan Manila Development Authority; the Department of Tourism; Public Works and Highways; Trade and Industry; Environment and Natural Resources; Transportation and

Chapter 8.

ADDRESSING CHILD LABOUR AND THE YOUTH DECENT WORK DEFICIT: POLICY PRIORITIES

91. This chapter discusses policy recommendations for addressing child labour and the youth decent work deficit drawing on the evidence presented in previous chapters. Child labour and youth employment are closely linked, underscoring the importance of addressing the two issues hand in hand, following a lifecycle approach. The figure below illustrates key components of an integrated response.

Figure 31. An integrated response to child labour and youth employment problems



Communication; Presidential Management Staff; the National Youth Commission; and the Department of Energy.

¹¹⁷ Source: <http://www.gov.ph/2011/04/07/statement-of-the-presidential-spokesperson-on-the-executive-branch%E2%80%99s-internship-programs-april-7-2011>; <http://www.gov.ph/1993/11/28/executive-order-no-139-s-1993/>; Administrative Order No. 436 Series of 2013 Revised Guidelines In The Implementation Of The. "Dole Government Internship Program" as a component of Kabattan and for other purposes http://ro6.dole.gov.ph/fndr/mis/files/AO%20436-13_GIP2014.pdf; <http://www.dole.gov.ph/news/view/2885>

92. A set of child-centred policies are needed to promote schooling as an alternative to child labour, and, following from this, to ensure that children enter adolescence with the basic and life skills needed for further learning and practical living. This foundation is in turn crucial to the success of active labour market policies for promoting improved youth employment outcomes, and to ensuring that youth successfully transition from education into decent work in the labour market. This causal chain can also work in the opposite direction: successful youth labour market outcomes can increase household incentives to invest in children's education earlier in the lifecycle.

8.1 Addressing child labour: children aged 5-14 years

93. Child labour in the Philippines continues to affect almost 876,000 children aged 5-14 years.¹¹⁸ Child labour is a complex phenomenon requiring a policy response that is integrated and cross-sectoral in nature. Evidence from the Philippines and elsewhere point to a set policy pillars that are particularly relevant in this regard – basic education, second chance learning, social protection, public awareness, social mobilisation and inspections and monitoring – building on the foundation provided by adequate political commitment and institutional capacity.

94. More accessible and better quality schools are important because they affect the returns from schooling vis-à-vis child labour, making the former more attractive as an alternative to the latter. “Second chance” learning opportunities are needed to reach the large numbers of out-of-school children with limited or no education. Adequate social protection helps households avoid having to rely on their children's work to make ends meet. Public awareness is important to ensure that families have the information necessary for informed choices concerning their children's time use. Social mobilisation is needed in order to build broad-based consensus for action against child labour. Finally, inspections and monitoring are needed to enforce child labour legislation and follow-up cases of child labour.

95. These policy priorities for addressing child labour are looked at in more detail in the remainder of this section. Before proceeding, however, it is important to emphasise that many of the priorities are already reflected in the Philippines' development agenda.¹¹⁹ The key challenge, therefore, is less the articulation of a policy framework for

¹¹⁸ This figure rises to almost 1.3 million when child labour is measured in accordance with international legal and statistical standards, as discussed in Panel 3.

¹¹⁹ The Philippines Development Plan 2011-2016; The Philippines National Strategic Framework for Plan Development for Children, or 'Child 21'; the Education for All Acceleration Plan 2015; the Basic Education Sector Reform Agenda; the Philippine Programme against Child Labour; the HELP ME convergence programme; and other planning instruments and programmes.

combatting child labour, and more the effective *implementation* of existing frameworks. Ensuring that there are adequate resources and capacity for implementation, particularly in areas that experience high levels of child labour, will be especially important.

96. Successful implementation will also depend fundamentally on improving the coordination and integration of efforts. The Philippines has not historically considered child labour as one holistic issue, instead the response to different types of child labour such as trafficking, sexual exploitation and hazardous labour has been led by different agencies, which have different budgets and are sometimes regulated under different laws. Combined with multiple layers of government through an expansive devolved system of governance, not only is this approach complex, but it means that children in some forms of exploitation are less visible and receive less attention within the systems set up to help them.

97. The National Child Labour Committee (NCLS), the body ostensibly responsible for coordinating national efforts to combat child labour, has been hampered by the lack of a specific budgetary appropriation for its operations and the lack of a clear legislative mandate under R.A. No. 9231. This, in turn, has impacted on the ability of the NCLS to fulfil its role as the central policy and coordinating mechanism for the HELP ME Convergence Programme against Child Labour (2012-2016). As discussed in Chapter 7 of this Report, the HELP ME Programme promotes greater integration in the national response to child labour by bringing together different Government departments, unions and workers' organizations, employers' groups, the ILO and international organizations, NGOs, medical associations, faith-based organizations, and other private sector partners.

98. Both HELP ME and the Philippine Programme against Child Labour (PPACL) are up for renewal in 2015-2016, and it would be beneficial to streamline the two initiatives into a broad forward thinking long term strategy under which sit a number of shorter term efforts to address child labour. This should be based on the independent evaluation of the success of the PPACL and its core programme components.

Education access and quality

99. There is broad consensus that the single most effective way to stem the flow of school-aged children into work is to extend and improve schooling, so that families have the opportunity to invest in their children's education and it is worthwhile for them to do so. School attendance needs to be made an attractive prospect for children and parents both by addressing the costs of school attendance and by ensuring that schooling is inclusive and relevant. Providing schooling as an alternative to child labour is important not only for the individual children concerned, but also for society as a

whole, as children who grow up compromised educationally by child labour are in a poor position to contribute to the country's growth as adults. The empirical results presented in this report indicate that Filipino working children are less likely to be attending school, and that the attendance gap increases as children grow older.

100. These results underscore the need to address the school access and quality issues influencing decisions to enrol and stay in school, within the framework of the existing education policy.¹²⁰

101. Ensuring access to early childhood education (ECD).

Evidence from a range of developing countries suggests that early childhood education programmes can promote learning readiness, increase school enrolment and school survival, and help children keep away from work in their early years. Despite progress, expanding the coverage of ECD programmes remains an important challenge in the Philippines. There is still a significant number of children without access for reasons including remoteness, non-availability of services, non-qualified personnel, and socio-economic and cultural reasons. As of 2011, for instance, there were 4,570 Barangays yet to implement day care centres. The awareness of the importance of ECD also remains low among parents.¹²¹

102. The Government is, however, committed to extending ECD opportunities and has enacted a number of measures towards this goal. The Early Years Act of 2013 (RA 10410)¹²² was passed to institutionalize early years educational development and introduce home-based programmes in addition to centre-based ones. Earlier legislation mandates the Department of Social Welfare and Development alongside Local Government Units to provide day care centres for under-fives in every Barangay.¹²³ Administrative Order 29 (2011) provides guidance on the accreditation of early years services to improve quality and standards. Of particular relevance, the Kindergarten Act of 2012 (RA No. 10157) institutionalizes kindergarten as part of the basic education cycle, making it mandatory for all five-year-olds to attend preschool prior to their entry to Grade 1. Following on this, the Department of Education has

¹²⁰ The Philippines EFA 2015 National Plan of Action (2006-2015), The Education for All (EFA) Acceleration Plan 2015 and The Ten-Point Education Agenda, and the Enhanced Basic Education Act of 2013 (RA No. 10533). The Ten-Point Education Agenda was instigated under President Benigno S. Aquino III, the Agenda lays the foundations for the realization of education reforms during his term as president 2010-2016. The Enhanced Basic Education Act of 2013 (RA No. 10533) mandates free and compulsory basic education from kindergarten to secondary.

¹²¹ UNICEF Philippines Annual Report 2014.

¹²² Amending RA No. 8980 (The ECCD Act).

¹²³ DSWD in conjunction with LGU's are mandated through RA No. 6972 (Barangay-Level Total Development and Protection of Children Act of 1990) and RA No 7610 (Local Government Code, 1991) <http://www.gov.ph/1991/10/10/republic-act-no-7160/>.

provided a number of kindergarten programmes to increase pre-primary coverage.¹²⁴

103. Promoting education access and quality. Continued efforts are needed to remove access barriers to schooling for all children. Increasing school access is a particular challenge at the secondary level. The net enrolment rate at the primary level is over 95% but falls to 65% at the secondary level (2013). Late entry and low completion rates also remain concerns: 28% of all students did not enter schooling at the right age in 2013; at the same time, 26% of pupils entering primary school fail to reach sixth grade and 23% entering secondary school fail to graduate. Foremost among the factors for being out of school are disability and illness, cited by almost all out-of-school children,¹²⁵ suggesting the urgent need for additional measures to accommodate children with special needs. A further one-fifth of out-of-school children cite a lack of interest in studying as the primary motive for being out of school, a response likely driven in important part by perceptions of school quality and relevance. Other access barriers cited include high school costs, school distance and unsupportive teachers.¹²⁶

104. Measures addressing school quality and access feature prominently in reform plans but now need to be operationalised across the education system. In this context, the Department of Education's reform of the K-12 programme, now in its fourth year, involves not only a large increase in infrastructure and manpower, but also a comprehensive curriculum review for all grades and a reform of the assessment system.

105. Strengthening the role of schools in community-based responses to child labour. The school system also needs to play a greater role in efforts targeting vulnerable children, both inside and outside the classroom. Traditionally, the Department of Education (DOE) has not played a large role in bringing out-of-school children back into the classroom or in following up cases of child labour. However, with large numbers of working children not accessing education, efforts such as the Education for All strategy and the HELP ME convergence programme are now demanding that DOE play a more central role in identifying, referring and supporting vulnerable children and youths. As well as promoting more inclusive learning, schools in this context need to strengthen protective elements of

¹²⁴ Regular and volunteer kindergarten programmes, as well as a summer kindergarten programmes, resulting in the increase of kindergarten net enrolment rate from 57% in 2010 to 79% in 2014. (Source: National Economic and Development Authority 2014 Philippine Development Plan 2011-2016 Midterm Update).

¹²⁵ UCW calculations based on Philippines, Survey on Children (SOC), 2011, as discussed in detail in Chapter 6 of this Report.

¹²⁶ UCW calculations based on Philippines, Survey on Children (SOC), 2011, as discussed in detail in Chapter 6 of this Report.

education, including activating school child protection committees and school counsellors, who could in turn play a greater role in monitoring at risk children, those managing work and school jointly and children who drop out suddenly. More broadly, schools need to become an integral part of child labour response working alongside community mechanisms and local government to identify and refer vulnerable children and youths to services which meet their needs.

Social protection

106. The importance of social protection in reducing child labour is well established. Social protection instruments serve to prevent vulnerable households from having to resort to child labour as a buffer against poverty and negative shocks. The Philippines is especially vulnerable to negative shocks that affect household livelihoods such as typhoons and flooding, adding to the importance of social protection instruments.

107. There is no single recipe for expanding social protection programmes to reduce household vulnerability and child labour. Unconditional and conditional cash transfer programmes, including various forms of child support grants, family allowances, needs based social assistance and social pensions, are all relevant to safeguarding household livelihoods and supplementing the incomes of the poor. Public works schemes can serve both the primary goal of providing a source of employment to household breadwinners and the secondary goal of helping to rehabilitate public infrastructure and expand basic services, both being potentially relevant in terms of reducing reliance on child labour. Micro-loan schemes can help ease household budget constraints and mitigate social risk.

108. The Government has prioritized social protection expansion and in 2012 adopted the Social Protection Operational Framework and Strategy to guide efforts in this regard. Beyond the broad social insurance schemes that disproportionately benefit those with jobs in the formal economy,¹²⁷ the Government has launched a number of social protection programmes targeting vulnerable households. Foremost among these is the Pantawid Pamilyang Pilipino Programme (4Ps),¹²⁸ a conditional cash transfer (CCT) programme which provides direct cash transfers to poor families on condition

¹²⁷ These include a scheme for civil servants the Government Service Insurance System (GSIS), a scheme for private sector, Social Security System (SSS) and the Philippine Health Insurance Corporation (PhilHealth).

¹²⁸ Source: <http://www.gov.ph/2013/01/18/pantawid-pamilyang-pilipino-program-adopts-modified-cct-to-help-curb-child-labor/> and MCCT Frequently Asked Questions <http://pantawid.dswd.gov.ph/index.php/component/content/article/1-latest-news/393-mcct-frequently-asked-questions>; Government of Philippines Press release 'CCT conditionalities to include child labour prohibition' January 18th 2013, <http://www.dole.gov.ph/news/view/2002>; and UNICEF Philippines Social Policy Action: http://www.unicef.org/philippines/policy_9244.html#.Vfg18hFVhBc

that their children continue to attend school and that the family makes use of preventive health care and nutrition services. (Other noteworthy efforts are presented in Panel 11). These and other efforts, taken together, provide key protection for vulnerable families but do not yet constitute a complete basic social protection floor, particularly among those in the informal economy. Further investment is needed in evaluating their impact, and, on this basis, extending the most effective approaches to reach all vulnerable households.¹²⁹

109. Greater attention is also needed in ensuring that child labour considerations are effectively “mainstreamed” into social protection plans and programmes. As noted in Chapter 7 of this Report, a study was undertaken with this aim in mind and its resulting recommendations were transmitted to the Assessment Based National Dialogue Core Group to be used in the implementation of the Social Protection Operational Framework and Strategy and in the design of a five-year National Social Protection Plan in the Philippines. The Report recommendations are also directly relevant to, inter alia, the National Child Labour Committee (specifically the Subcommittee on Improving Access to Services) and the HELP ME Convergence Programme against Child Labour. Both these bodies should be made aware of the Report and encouraged to integrate its recommendations into their on-going efforts against child labour.

Strategic communication

110. Strategic communication is needed as part of efforts to build a broad consensus for change. Child labour is a clear example in which both social norms and economic considerations are important, and strategic communication efforts should be designed with this in mind. Households require information concerning the costs or dangers of child labour and benefits of schooling in order to make informed decisions on their children’s time allocation. But factors that influence decisions concerning children’s schooling and child labour can extend well beyond economics or work conditions. Cultural attitudes and perceptions can also direct household decisions concerning children’s schooling and child labour, and therefore should also be targeted in strategic communication efforts.

¹²⁹ The ILO Social Protection Floors Recommendation (No. 202) of 2012 provides a key framework for efforts in this regard. The Recommendation sets out that SPFs should contain basic social security guarantees that ensure that all in need can afford and have access to essential health care and have income security at least at a nationally defined minimum level over the life cycle. See ILO, 2011. Resolution and conclusions concerning the recurrent discussion on social protection (social security), International Labour Conference, 100th Session, Geneva, 2011, in Record of Proceedings (Geneva, 2011), No. 24: Report of the Committee for the Recurrent Discussion on Social Protection.2011b, paras. 4 and 5. Available at: http://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_152819.pdf.

111. Communication efforts are needed at both national and local levels. A mix of conventional (e.g., radio, television and print media) as well as of non-conventional communication channels (e.g., religious leaders, school teachers, health care workers, and children and youth themselves) is important in order to achieving maximum outreach. Social media represents another increasingly important communication tool in the context of both national awareness raising and global campaigns against child labour abuses, especially among adolescents and youth. Baseline information on local knowledge and cultural attitudes towards child labour is needed to tailor communication messages, and to evaluate changes in awareness and attitudes following communication activities. Providing information on national child labour legislation, policies and programmes, presented in terms that are understandable to the populations and communities concerned, is another communication priority. For girls in particular, there is also a need to educate families on what are acceptable domestic chores for children and what are not. While doing light chores around the house can be important for the socialization of children, research shows that children are working very long hours in the home and have little time for rest, study or leisure.

Social mobilisation and advocacy

112. Achieving a sustainable reduction in child labour requires social consensus well beyond the level of the household. Policy responses to child labour are also unlikely to be effective in the absence of the active participation of civil society and of social partners in implementing them. Similarly, laws to protect children from child labour are unlikely to be effective if they are not backed by broad social consensus. Social mobilisation is therefore critical to engaging a broad range of social actors in efforts against child labour. Various social actors, including, for example, NGOs, faith-based organisations, teachers' organizations, the mass media, trade unions, employers' organizations, have important roles to play in a broader societal effort against child labour. The National Child Labour Committee, whose membership now includes 25 agencies, including Government departments and bodies, international organisations and trade union organisations, has a particularly important potential role to play in social mobilization efforts.

Political commitment

113. A political commitment at all levels is also needed to ensure that child labour elimination occupies a prominent place in the national regional development agendas and is accorded adequate budgetary resources. In this context, the Government has enacted the Philippine Programme against Child Labour and the Philippines National

Strategic Framework for Plan Development for Children, or ‘Child 21’. These documents reflect the Government’s commitment to eliminating child labour and provide a framework for national and local efforts towards this goal. The Government has not, however, allocated a separate budget for the implementation of the Philippine Programme against Child Labour or for the implementation and monitoring of Republic Act No. 9231 (2003),¹³⁰ meaning that efforts are dependent on funds from the existing budgets of implementing institutions, or from outside partners. The National Child Labour Committee, the body responsible for coordinating national efforts to combat child labour, has also been hampered by a lack of a specific budgetary appropriation for its operations.

Child labour legislation

114. Achieving sustainable reductions in child labour requires a supportive policy and legislative environment which is in line with international standards and effectively mainstreamed into national development plans and programmes. This has the important effect of signalling national intent to eliminate child labour and providing a framework in which this can be achieved. The Philippines has taken a number of important legal measures against child labour (see discussion in Chapter 7) but the legal framework is not yet complete.

115. There is first of all an inconsistency between the minimum working age (15 years) and the minimum school leaving age (18 years), potentially encouraging children at 15 years to drop out of school and begin work, as it is lawful to do so. ILO Convention No. 138 (Minimum Age), to which the Philippines is a signatory, states that the minimum working age specified *shall not be less than the age of completion of compulsory schooling* (Art. 2.3), meaning that the working age should be raised to 18 years for consistency.

116. A second shortcoming relates to the legislative provision on family work. Act No. 9231 states the children below fifteen years of age shall not be employed except when working directly under the sole responsibility of their parents or guardians below a daily and weekly time threshold. The language in ILO Convention No. 138, however, is more comprehensive – the Convention states that “no one under the specified minimum working age shall be admitted to employment or work *in any occupation*” (Art. 2.1) and makes no exceptions for family work.¹³¹

¹³⁰ Act Providing for the Elimination of the Worst Forms of Child Labour and Affording Stronger Protection for the Working Child.

¹³¹ With the exception of light work among children in the 13-15 years age range (or 12-14 years age range in less developed countries).

117. A third shortcoming relates to hazardous work and other worst forms of child labour. The list of hazardous work for adolescents aged 15-17 years, required by ILO Convention No. 182 (Worst Forms) (Art. 4.1), has not yet been completed, hampering efforts to identify and address child labour in this age group. Similarly, R.A. 7610 and R.A. 923 should be amended to specify the illegal or illicit activities considered worst forms of child labour other than hazardous. R.A. 7610 should be further amended to provide that children engaged in worst forms are victims and should not be prosecuted for such crimes, even if they are at or above the minimum age of criminal responsibility.

118. Also in the context of worst forms of child labour, guidelines or legislation are needed, in consultation with other relevant government agencies, on the definition of forced labour, and what laws fall within the scope of it. This should be done through the updated revised penal code. The penal code should also be revised to reflect that debt bondage involving a household servant or farm labourer is equally exploitative as those performing other types of work (Article 272 & 274), and that debt bondage involving children is equally as exploitative as slavery for adults, and should carry the same penalty (Article 272 & 273). Senate Bill No. 2466 The Protection of Children During Natural Disasters and Calamities,¹³² should be amended to provide for the protection of the large number of children engaged in hazardous labour directly or indirectly associated to emergencies such as debris clearing, recycling of dangerous materials, unprotected migration to cities for forced/hazardous labour etc. Finally, the State position regarding children engaged in armed conflict should categorically state that such children shall not be held criminally liable.¹³³ This can be done through by amending 7610 or ensuring it is included in any new legislation of children in conflict.

119. The critical next step on the legislative front therefore is to ensure that these shortcomings are addressed and that the international legal standards on child labour to which the Philippines is a signatory¹³⁴ are fully domesticated into national legislation.

Inspections and monitoring

120. The effectiveness of legislation in protecting children from child labour also depends on establishing and strengthening mechanisms

¹³² An Act Providing for the Protection of Children During Natural Disasters and Calamities, Amending for This Purpose Republic Act No. 7610 Otherwise Known as Special Protection of Children (November 2014).

¹³³ UN Security Council: Recommendation from the Report of the Secretary-General on children and armed conflict in the Philippines, 12 July 2013.

¹³⁴ Principally, ILO Convention No. 138 (Minimum Age), ILO Convention No. 182 (Worst Forms) and the United Nations Convention on the Rights of the Child.

for monitoring and enforcing laws, including provisions for inspections and for the removal of child labourers to safe places.

121. While there is a formal workplace inspection system in place in the form of the Labour Laws Compliance System (LLCS) of the Department of Labour and Employment (DOLE), the level of identification, investigation and prosecution of child labour and its worst forms, and the consistent and effective enforcement of laws by all Government agencies is worryingly low. Efforts to investigate and prosecute, however well intentioned, are inadequate, under resourced and most likely make very little impact in acting as a deterrent, when only hundreds of cases are prosecuted annually but hundreds of thousands of children are being exploited. There are particularly low rates of prosecuted cases, especially those involving hazardous/forced labour and those cases falling under the DOLE.

122. While labour inspectors have a mandate to monitor informal settings where the vast majority of child labourers are found, their capacity rarely lets them do so effectively. In addition, businesses with less than 10 employees are exempt from inspection (and minimum wage requirements), and family work is also largely outside of the inspection regime. The Department of Social Welfare and Development (DSWD) is mandated to provide a comprehensive programme to protect children against child prostitution, other sexual abuse, child trafficking, and other protection concerns, but again DSWD does not have the capacity to identify, remove and follow-up all affected children.

123. The government needs to adapt and strengthen labour inspection through the LLCS and child labour monitoring in a manner that affords protection to children in extreme forms of child labour, micro businesses, informal settings, agriculture, and that provides stronger legal provisions/stipulations for children working under their parents. Priorities in this context include reducing reliance on self-inspection and self-reporting for businesses prone to child labour and forced labour; clarifying roles, responsibilities and referral pathways; better inter-agency coordination; and stronger guidance for all social workers and labour inspectors. But given the extent of child labour and resource constraints, it will likely continue to be difficult for the formal inspection system alone to be effective in protecting children from workplace violations.

124. This highlights the importance of effective community-based child labour monitoring systems as a mechanism for identifying children involved in or at risk of engaging in child labour, referring them to appropriate social services, and tracking them to ensure positive outcomes. The Rescue the Child Labourers *Sagip Batang Manggagawa* Quick Action Teams initiative, designed to respond to

cases of child labour in extremely abject conditions, offers one model in this regard.¹³⁵ More broadly, perhaps some of the biggest opportunities to increase the identification of child labour cases that can lead to support for children and, where appropriate, prosecution, lie with Local/Barangay Councils for the Protection of Children, PESOs, teachers and DSWD social workers, working in close coordination with formal labour inspectors, provided these local actors receive adequate training and support.

125. The HELP ME convergence programme has a particularly important role to play in terms of monitoring. HELP ME brings together different Government departments, unions and workers' organizations, employers' groups, the ILO and international organizations, NGOs, medical associations, faith-based organizations, and other private sector partners at the local (barangay) level to identify and follow-up on child labour cases.

126. Ensuring the effectiveness of HELP ME convergence activities will require clearly defining local roles and responsibilities, mapping existing situation for working children including available services, and agreeing clear, simple and functional referral pathways for children in or at risk of child labour. It will also require building the capacity of local service providers and ensuring that they are adequately resourced. The Department of Social Welfare and Development, for instance, will need to increase significantly the number and capacity of social workers and social development workers it has if it is to play the key role in providing protective services for child labourers.

127. Effective local coordination will also be critical. Agencies at the local level will need to be in regular contact, have open lines of coordination among them, and be able to share and access information easily and confidentially. Individual cases will also need to be prioritised and effectively managed across agencies. This will in turn require a comprehensive multi-agency data collection/tracking system for cases of child labour and its worst forms, replacing the prevailing *ad hoc* and agency-specific system. The Child Labour Knowledge Sharing System website (www.clkss.org.ph) of the Department of Labour and Employment has an important role potential to play in terms of automating child labour case referrals and providing information on child labour programmes and services. The database of the Inter-Agency Council Against Trafficking could also be modified to more easily identify child labour cases and share information.

¹³⁵ Partnering with local representatives of various government agencies, local NGOs, labour unions, and the business community the Quick Action Teams involve a cooperative effort to detect, monitor, and respond to instances of child labour in the formal and informal sectors.

Improving the evidence base

128. Effective and well-targeted responses to child labour demand a strong body of knowledge on the issue, including an understanding of how many child labourers there are, which sectors and geographical areas they work in, the demographic characteristics of the children involved, and the type of work that they carry out. Despite recent progress, national household surveys, data quality and comparability are uneven and significant information gaps remain, affecting understanding of the child labour phenomenon and the ability of policy-makers to address it.

129. Better data is especially needed on programme *impact*, in order to identify good practices from the large number of child labour initiatives undertaken in the country, and, following from this, approaches with the most potential for broader scale implementation. There has been a succession of disparate programmes in the last 20 years and without impact evaluations the government and practitioners are not well-informed in terms of which ones effectively bring children out of exploitative labour, into school and onto pathways for successful careers in their adult lives. More evidence is also needed, *inter alia*, on the worst forms of child labour, recognizing that “the effective elimination of the worst forms of child labour requires immediate and comprehensive action”¹³⁶ and on migration (in-country and cross-border).

8.2 Addressing child labour: adolescents aged 15-17 years

130. Even though young people aged 15-17 years are over the minimum working age they are still considered “child labourers” under ILO Conventions Nos. 138 and 182 and national legislation if the work they do is hazardous. As we saw in Chapter 4 of this Report, child labour in the 15-17 years age group accounts for 58% of the *total* child labour population in the Philippines. At the same time, over 69% of all 15-17 year-olds in employment are in child labour. Adolescents aged 15-17 years are therefore of common interest to programmes addressing child labour and the decent work deficit faced by youth, but they have not to date been accorded priority attention in either. While the policies articulated above for younger children are also largely relevant for combatting child labour in the 15-17 years age group, there is also need for additional policy measures tailored specifically to the unique challenges posed by child labour in this age group.

¹³⁶ Preamble, Convention 182 - Worst Forms of Child Labour Convention, International Labour Organization, 1999.

Removing youth from hazardous work in order that they are protected and afforded second chances for acquiring decent work

131. The updated list of hazardous work for adolescents aged 15-17 years, required by ILO Convention No. 182 (Worst Forms) (Art. 4.1), has not yet been released in the Philippines, hampering efforts to identify and address hazardous work in this age group. A key first step in removing adolescents from hazardous work, therefore, is the finalization of the hazardous work list and amending Department Order No. 4 of 1999 accordingly. Identifying which trades are and are not appropriate for apprenticeships for adolescent workers will be important as part of this process.

132. In instances in which adolescents in the 15-17 years age group are working in sectors or occupations that are designated as hazardous or where there is no scope for improving working conditions, the policy requirement is clear – they must be removed from the hazardous job. In these instances, it is imperative that there is an effective inspection and monitoring system for identifying the adolescents involved and a strategy in place for providing withdrawn adolescents with adequate support services and opportunities for social reintegration. Community-based mechanisms, including the HELP ME programme and the Rescue the Child Labourers *Sagip Batang Manggagawa* Quick Action Teams initiative discussed in the previous section are particularly relevant in this regard.

133. Although the Department of Social Welfare and Development (DSWD) is mandated to lead on child protection cases they are often overstretched, and many DSWD departments lack the experience and skills to work with children and families in child labour. Given limited resources and capacity, a child's entry into social welfare support streams can be slow and delayed. What is more, given that no comprehensive referral pathway exists for children in child labour or its worst forms, responses are often ad hoc and poorly coordinated. This discussion calls for a number of measures aimed at building the capacity of DSWD to respond to child labour, including mainstreaming issues of child labour through existing child protection activities; including child labour in all training packages, work plans and budgets; adapting registration and documentation to accommodate child labour issues; developing screening criteria for identifying 'red flags' (of child labour) and action needed for referral; supporting the creation/allocation of resources/budget for individual case management to cover the costs of incidentals incurred during the social workers daily role of protecting of children.

134. As the compulsory schooling age in the Philippines has been recently increased to 18 years, for withdrawn adolescents aged up this age, social reintegration means, first and foremost, reintegration into the compulsory schooling system. Empirical evidence presented

above on educational attainment and work conditions indicates that school enrolment declines sharply as children enter the 15-17 years age range, and many of those leaving the school system end up in hazardous jobs. Options for reaching disadvantaged, out-of-school children with second chance learning opportunities includes mainstreaming (i.e., providing returning children with special remedial support within the regular classroom) and “bridging” education (i.e., separate intensive courses, delivered within or outside the formal school system, designed to raise academic proficiency prior to returning to the regular classroom). Second chance policies need to take place within the context of a broader effort improve secondary schooling access and quality, in order to make secondary schooling a more viable and attractive alternative to hazardous work. These policies should be seen as part of wider strategy of mobilising schools as an integral part of community response mechanisms to child labour, as discussed in section 8.1 of this chapter.

135. For out-of-school children whose circumstances mean that they are unable to re-enter the formal schooling system, experience in a range of countries suggests that targeted packages of active labour market policies can be effective in terms of providing withdrawn adolescents (and other vulnerable youth) with second chances for securing decent work. Many of the elements discussed in the next section of this chapter are relevant in this context, with the critical difference being that they are tailored to the special needs of this group of particularly vulnerable youth. Not infrequently, adolescents withdrawn from exploitative situations may also need a range of social services: emergency shelter, transitory accommodation, medical care, psychosocial counselling, legal support, family tracing and assessment and post-reintegration follow-up.

Mitigating risk in order to ensure that youth are not exposed to hazards in their workplace

136. Risk mitigation is a strategic option in instances where adolescents are exposed to hazards in sectors or occupations that are *not designated as hazardous in national hazardous work lists* and where scope for changing work conditions exists. Such a strategy involves measures to remove the hazard, to separate the child sufficiently from the hazard so as not to be exposed, or minimise the risk associated with that hazard. Strategies aimed at improving the working conditions of adolescent workers include various types of protective measures: hours of work can be reduced; work at night, or travel to and from work at night, can be prohibited; workplace policies against harassment can be established and enforced; adolescents can be barred from using dangerous substances, tools or equipment; and adequate rest periods can be provided.

137. Especially important in the context of risk mitigation is training and awareness-raising on occupational safety and health for employers and their young workers, including on adequate and consistent supervision. Another priority is the implementation of adequate monitoring mechanisms. Trade unions, business associations, chambers of commerce, community organizations, social protection agencies – when properly trained and linked with the labour inspectorate – can monitor minimum age guidelines, the safety of the workplace and its adolescent workers.¹³⁷ Risk mitigation should be seen as part of a broader effort to ensure that young persons receive equal treatment and are protected from abuse and exposure to hazards.¹³⁸ The enforcement of labour laws and collective agreements should be strengthened, and the participation of young people in employers’ and workers’ organizations and in social dialogue should be enhanced.

8.3 Addressing the decent work deficit: young persons aged 15-24 years

138. The results presented in this Report highlight a number of challenges facing young people entering the labour market in the Philippines. Levels of human capital remain low for many, compromising their future prospects. One-quarter of all youth are not in education, employment or training (NEET) and therefore at risk of social marginalisation. Unemployment is high in urban areas, and underemployment, or “hidden unemployment”, affects a large share of employed youth in rural areas. Youth employment is dominated by low-skill jobs offering fewer chances for upward mobility. These results point to the need for active labour market policies¹³⁹ aimed at improving youth labour market outcomes, building on the knowledge foundation acquired during childhood through improved basic education and preventing child labour.

139. Some of the most important active labour market policies are dealt with in the remainder of this section. But before entering this

¹³⁷ It is important to note that while we are focusing here on children, neither is hazardous work acceptable for adult workers. The ILO Conventions on occupational safety and health (OSH) and on labour inspection offer protection for all workers. In fact, nearly half of all ILO instruments deal directly or indirectly with OSH issues. It has long been recognized in this context that action against child labour can also be action for decent work for adults. In the case of hazardous work, where economic necessity or deeply ingrained tradition blocks attempts to improve conditions for adult workers, it is sometimes the call to stop child labour that can be the entry point to change. Eliminating hazardous work of children can help improve safety and health of all workers – the ultimate goal.

¹³⁸ A recent learning package to support trade unions, employment services, education and training institutions, as well as youth organizations, in their initiatives aimed at raising young people’s awareness of their rights at work, see ILO (2014): *Rights@Work 4 Youth: Decent work for young people: Facilitators’ guide and toolkit* (Geneva).

¹³⁹ Active labour market policies are designed to improve labour market outcomes for young people within existing institutional and macro-economic constraints; the broader structural economic reforms needed to reduce youth unemployment in the long run are beyond the scope of this Report.

discussion, it is important to point out that these policy priorities are not new and indeed are reflected in large part in the Philippine's policies and plans.¹⁴⁰ As with child labour, therefore, the key challenge is less the articulation of a policy framework for youth employment, and more the operationalisation of existing frameworks, and effectively integrating, coordinating and extending current programming efforts.

140. Ensuring political commitment will be essential to operationalization. Neither the Philippine Youth Development Plan (PYDP) 2012-2016 nor the National Action Plan for Youth Employment in this context have been fully adopted by presidential decree or departmental ordinance, calling into question the degree of commitment to their implementation. A new planning cycle for youth begins in 2016 and it will be essential that the new action plans emerging from this process are officially adopted and adequately resourced. Without full transparent commitment to these plans, national efforts are unlikely to succeed in securing decent work for millions of youth.

141. Promoting the active engagement of youth in the policies and programmes affecting them will also be vital to the success of efforts moving forward. Youth councils 'sangguniang kabataan' (SK) have a critical role to play in ensuring youth participation in governance. The councils, currently on hold, should be reconstituted based on legislation ensuring their effectively functioning, transparency and accountability, to provide young persons with a voice in efforts aimed at providing them with smooth transition to adult life and decent work.

Skills development and second chance learning opportunities

142. The Government has placed a major emphasis on improving youth employability through technical and vocational education and training (TVET). A wide variety of TVET programmes and activities are present in the country under the administrative umbrella of the Technical Education and Skills Development Authority and guided by frameworks including the National Technical Education and Skills Development Plan (2011-2016). These efforts have led to substantial progress in terms of both raising access to and the quality of training for young persons.¹⁴¹

¹⁴⁰ The national Labour and Employment Plan (2011-2016), Philippine Youth Development Plan (2012-2016), formerly known as the Medium-Term Youth Development Plan, the 2012 National Action Plan for Youth Employment and Migration, the 2013 Convergent Programme Strategy for Youth Employment and the National Technical Education and Skills Development Plan (2011-2016).

¹⁴¹ The number of TVET enrollees and graduates grew by 13% from 2011 to 2012, and by 7% from 2012 to 2013. A steady rise has likewise been noted among those assessed (19% increase from 2012 to 2013) and among those certified (21% increase from 2012 to 2013). The employment rate amongst TVET

143. Ensuring training opportunities extend to vulnerable youth with limited levels of formal education, however, remains a major challenge facing the TVET system. Formal centre-based training offered through the Technical Education and Skills Development Authority, for example, is only available for high school graduates. At the same time, the Alternative Learning System and TVET have limited reach and coverage, particularly in rural areas, which leads to inconsistent access often not based on need.

144. This discussion points to the importance of continued investment in providing “second chance” opportunities to former working children and other categories of vulnerable youth for acquiring the skills and training needed for work and life. Empirical evidence presented above on educational attainment indicates that such policies are particularly relevant in the Philippines context: many students leave the system prior to the end of the primary education cycle and many of those out of school lack the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. Some 30% of total out-of-school children in 12-14 years age group, for instance, suffer what UNESCO terms “education poverty”, i.e., possess less than four years of education. What is more, it is likely that the education poverty indicator actually underestimates second chance learning needs as basic literacy skills alone are a less and less adequate “skills floor” for successful entry into the Filipino labour market.

145. The Philippines EFA 2015 National Plan of Action (2006-2015) points to an “urgent need to respond to the learning needs of youth and adults who have never been to school, have dropped out, reverted to illiteracy, or need basic or advanced skills to find jobs.” There is already a number of second chance learning initiatives active in the country, offering useful models for expanded efforts in this regard moving forward¹⁴². Effectively coordinating these wide-

graduates is also improving, indicating improvements in quality, up from 49% in 2005 to 61% in 2011 and 65% in 2013.

¹⁴² The list of such initiatives includes Community-based lifelong learning for Out of School Children and Out of School Youth through the Alternative Learning System, Instructional Management by Parents, Communities, and Teachers (IMPACT), Modified In-School Off-School Approach, the Open High School Programme, and Abot Alam ‘No child left behind’.

The **Community-based lifelong learning for Out of School Children and Out of School Youth through the Alternative Learning System** designed to capture learners who have been through difficult circumstances, regardless of their gender or age, in delivering basic literacy; functional literacy non-formal education for elementary and secondary out-of-school learners; and functional literacy informal education for all.

Instructional Management by Parents, Communities, and Teachers (IMPACT) is taught in the community and based on the national curriculum, using mixed pedagogical strategies involving older students, programmed instruction, peer learning, self-instruction and individualized tutorial. It reached 4,932 students in 2012-2013.

The **Modified In-School Off-School Approach (MISOSA)** combines formal and non-formal activities in class and in the community. It reached 84,754 students in 2012-2013.

ranging efforts, and successfully extending them based on needs-based criteria to ensure they reach all unserved groups of vulnerable youth, however, remain key priorities. Additional investment is also needed in evaluating the impact of existing efforts and in tracing labour market outcomes of participants, in order to identify the approaches with most potential for expansion.

Job search support

146. The high levels of skills mismatch among Filipino youth (see discussion in Chapter 6) is suggestive of a need for further investment in job search skills and in formal mechanisms linking young job seekers with appropriate job openings. It will again be especially important to ensure that at-risk youth are able to access these employment services programmes. This can be difficult because most at-risk youth live in marginal urban or rural areas, while most employment services are offered in locations that are more central. One criticism of employment services programmes elsewhere has been that those who benefit from the programmes are typically more qualified and connected to begin with and therefore more likely to become employed. This points to the importance of targeting job search support to disadvantaged young people most in need.

147. There are a number of different-sized activities already underway in the Philippines providing job search support to youth, offering useful models for expanded efforts in this regard moving forward. JobStart Philippines, for instance, is a full-cycle employment facilitation service first piloted in 2014 supporting young Filipinos to improve their career development through career guidance, coaching and other activities.¹⁴³ One-Stop Resource Centres target returning youth migrants, young members of families left behind by overseas Filipino workers, and other financially challenged and disadvantaged youth with employment and migration information, capacity building and training support.¹⁴⁴ My First Job is another pilot initiative aimed at providing youth with a full package of enhanced employment facilitation services.¹⁴⁵ The Career Guidance Advocacy Plan (2013-

Abot Alam 'No child left behind' is the national strategy to unify efforts to bring functional literacy and skill development to all 3 million out of school youths within 3 years (2014-2016), to help improve productive livelihoods and levels of employment.

¹⁴³ Since its inception DOLE reports that of a total 4,473 registrants 3,407 of whom were selected; 1,520 were placed for life-skills training; and 462 were referred for internships. The programme will be rolled out during 2015 to target an additional 3,200 beneficiaries across Bohol, Cebu, Davao, Tagum and Palawan.

¹⁴⁴ At least 2,500 clients have been able to access the information and services provided by the Resource Centres across the four pilot provinces. Local ordinances are signed to support the centres include a budget allocation to ensure sustainability.

¹⁴⁵ With funding from the Asian Development Bank and the Canadian Government of and CIDA funding \$5.6 million from 2013 to 2016, the My First Job component will be piloted for at least 1,600 youths in the initial phase.

2016), developed by the Department of Labour and Employment, the Department of Education and other Government bodies, also contains a number of activities aimed at providing career guidance and job search information to youth, albeit primarily within the formal education system.¹⁴⁶

148. Public Employment Service Offices (PESOs) hold particular potential as local clearinghouses for labour market information and for facilitating the matching of jobs with available skills, including through Phil-JobNet, the computer-based job information system.¹⁴⁷ Local PESO officers, Alternative Learning System coordinators and youth organization members have an important role to play in identifying and reaching out to vulnerable youth in need of job search support and making them aware of the services available.

Public works programmes

149. The high percentage of youth who are not in education, employment or training (NEET) and who are in the labour market but unable to find jobs (see discussion in Chapter 6) points to the need for demand-side measures aimed at improving employment opportunities for young people. Labour-intensive public works programmes targeting young persons represent one important policy option in this context. Such programmes can provide both qualified and unqualified young people with an entry point into the labour market within broader efforts to reduce poverty and develop rural services infrastructure.

150. There are a range of public works programmes already in place in the Philippines, including the Kapit-bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Service¹⁴⁸ and the Community Based Employment Programme.¹⁴⁹ However, these

¹⁴⁶ The Plan contains six joint projects and activities: Career Guidance Week (CGW) (to provide relevant LMI and career guidance to secondary students, their parents, and guardians); Capacity-building for Registered Guidance Counsellors and Career Advocates (to improve and develop competency to assist youth with their career decisions); Career Guidance through Social Networks (to share LMI through a more accessible medium); Career Ambassadors (to promote specific careers/professions); National/Regional Career Advocacy Congress (annual event to present current trends in employment and the labour market); and Regionalized Career Information Blitz (to ensure quality higher education is accessible to all through information dissemination about priority courses and opportunities for scholarships).

¹⁴⁷ There is now a Public Employment Service Offices (PESOs) starter kit (i.e., *Guide to understanding the Public Employment Service Office*), developed with the Bureau of Local Employment, to assist local government units operationalize and institutionalize PESOs across the country.

¹⁴⁸ Kapit-bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS) is a program for providing poor rural municipalities the resources to implement community-driven development pursued through small-scale projects decided by local plans, priorities, and processes. The projects include the development of essential public services - building low-cost, productive infrastructure like roads, water systems, clinics and schools.

¹⁴⁹ Implemented for more than two decades, the Community Based Employment Programme is a large-scale jobs creation programme involving infrastructure, non-infrastructure and emergency employment projects. From 2011 to 2013 alone the project has provided jobs to 5.551 million individuals. In 2013, the CBEP has provided 1,987,337 jobs.

programmes do not explicitly target youth. With some exceptions, e.g., the Government Internship Programme, the Special Programme of Education for Students (under the President's Youth Work Programme) and the Weekend Youth Brigade¹⁵⁰ (undertaken as part of Kabataan 2000),¹⁵¹ specific opportunities for youth participation in employment creation programmes are limited. This discussion underscores the need to effectively “mainstream” vulnerable youth into public works programmes as part of broader strategy promoting youth employment. Experience from public works programmes targeting youth outside the Philippines indicate that adding mandatory technical, behavioural skills, financial literacy, or job search training to the public works initiatives can further increase their impact in terms of improving youth employment outcomes.

Youth entrepreneurship

151. Promoting youth entrepreneurship represents another important demand-side strategy for expanding youth employment opportunities and improving employment outcomes for the large proportion of Filipino youth currently unemployed or otherwise outside of employment and education. Entrepreneurship is a priority policy area for the Government and two Republic Acts were passed in the last two years to strengthen legislative support for entrepreneurship: the Youth Entrepreneurship Act of 2014 (Republic Act No. 10679)¹⁵² and the Go Negosyo Act of 2015 (Republic Act No. 10644).¹⁵³ Whilst R.A. No. 10679 has a clear focus on youth, to capitalise on all available resources to address the growing problem of youth unemployment, youth issues should be equally mainstreamed through Negosyo centres and activities under R.A. No. 10644. Similarly, policies to improve basic education must focus on the core skills needed for entrepreneurship such a literacy and

¹⁵⁰ <http://www.youth-employment-inventory.org/inventory/view/191/>

¹⁵¹ Kabataan 2000 was initiated in 1994 as part of the "Philippines Medium Term Youth Development Program". It aimed to encourage young people (students and out of school youth) to engage in constructive and productive activities for the entire year through the President's Youth Work Program (PYWP), which includes programmes such the Government Internship Programme (GIP) and Special Programme of Education for Students (SPES); and the Weekend Youth Brigade (WYB).

¹⁵² Section 2 (Declaration of Policy) of the Act reads as follows: It is hereby declared the policy of the State to promote the sustained development of young Filipinos whose aptitude and skill in the field of finance and entrepreneurship shall be encouraged and honed through education and specialized training programs. Towards this end, the State shall establish, maintain, and support a complete, adequate, and integrated system of education and training to encourage the entrepreneurial spirit among our youth as well as support and promote the growth of young entrepreneurs nationwide.

¹⁵³ Section 2 (Declaration of Policy) of the Act reads as follows: It is hereby declared the policy of the State to foster national development, promote inclusive growth, and reduce poverty by encouraging the establishment of micro, small and medium enterprises (MSMEs) that facilitate local job creation, production and trade in the country. MSMEs increase income for poor households and build both business equity and personal assets over a period of time. To this end, the State shall develop plans and initiate means to ease the constraints on the establishment of MSMEs in order to rationalize the existing bureaucratic regulations, providing greater incentives and benefits to MSMEs, and strengthening the Micro, Small and Medium Enterprise Development (MSMED) Council.

numeracy if policy support to ‘entrepreneurship’ as a means to generating jobs is going to be successful.

152. The two Acts provide a framework for a range of policy measures needed to expand entrepreneurial opportunities for young people in the Philippines, although their effectiveness will require close coordination among the Government agencies responsible for their implementation. Priorities include supporting an entrepreneurial culture by including entrepreneurship education and training in school. Easing access to finance, including by guaranteeing loans and supporting micro-credit initiatives, is also critical, as a major obstacle for young entrepreneurs is the lack of access to credit and seed funding. Expanding access to effective business advisory and support services, and the capacity to deliver them, is another key element in promoting youth entrepreneurship, as isolation and lack of support prevent many potential young entrepreneurs experience from gaining a foothold in the business world. The formation of self-help groups, including cooperatives, by young people would also allow for better access to supplies, credit and market information.

8.4 Concluding observations: building capacity for convergence

153. With the HELP ME convergence programme now in place in theory and the framework for coordinated efforts to address child labour outlined, it must now be effectively operationalized at the local level. Guidance is needed to help local government units, local councils for the protection of children, and core government departments, translate the demands of the policy to the local context. The diversity of the Philippines extends to how governance and service provision are implemented. No two places are the same, have the same issues to contend with, or services and capacities available to implement HELP ME convergence, so the focus should be on defining local roles and responsibilities, mapping existing situation for working children including available services, and agreeing clear, simple and functional referral pathways for children in or at risk of child labour.

154. Agencies at the local level will need to be in regular contact, have open lines of coordination with each other, and be able to share and access information easily and confidentially. Successful coordination that leads to effective referral pathways are resource intensive and must be also resourced appropriately. There are clearly not enough resources to be manage all cases, so local efforts will need to be imaginative to share the workload in the most appropriate way that meets the needs of children but does not overburden one or two agencies in an area.

155. Although ownership is placed upon local coordinated bodies, the convergence policy also has important implications for other

government departments. For instance, DSWD will need to increase significantly the number and capacity of social workers and social development workers it has if it is to play the key role in providing protective services for child labourers; the Department of Education will need to take a more active role in community efforts against child labour; and DOLE will need to reach greater numbers with its employment programmes and labour inspections.

156. If DOLE and the National Youth Commission are to be the mandated government agencies that are responsible for coordination and ultimately implementation of government plans to eradicate child labour and improve youth employment outcomes, they will need to be given a much stronger mandate in legislation and allocated central resources to take on their role as coordinators. This includes dedicated but separate positions for child labour and youth employment at the regional, and provincial levels who are able to provide technical assistance, training and mentoring to a variety of services who make up the referral pathway for vulnerable children and youths.

157. Better linkages are also needed between programmes that address child labour and those that address youth employment. Children who have not finished school, and from a young age work, are more than likely going to end up in their adults lives in work that is low paid, exploitative, and does not meet decent work criteria, ultimately leading to decisions about unsafe migration or employing their own children to work. Programmes should fundamentally aim to remove children from harmful work, ensure they receive a solid basic education, which leads on to further education in the shape of TVET or higher education qualifications.

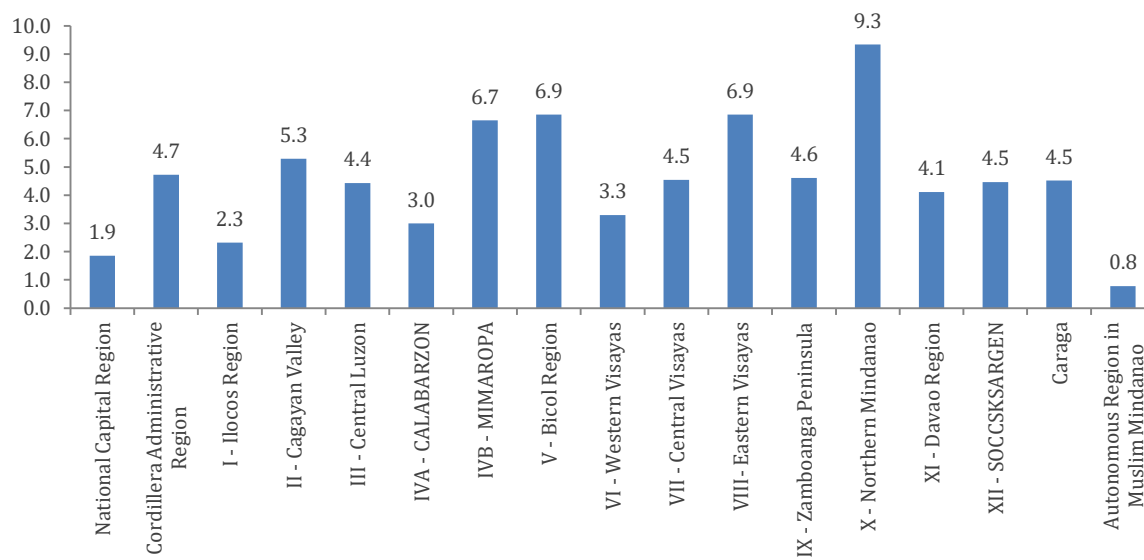
158. Notwithstanding a large number of programmes implemented in the Philippines, these programs have been rarely evaluated.¹⁵⁴ More evidence is needed on particular components to support existing evaluations such as those under the MDG project 'Alternatives to migration decent jobs for Filipino youth'. But for many government initiatives and strategies, and those implemented by national or local NGOs, there have been no evaluation, let alone evaluation that is independent and objective. This must be given urgent attention if new convergence programmes are to succeed and replicated.

¹⁵⁴ some evidence does exist such as that generated from the multi-agency ABK programme (Education for the Children's Future), now in its third cycle.

APPENDIX 1. ADDITIONAL STATISTICS

Children aged 5-14 years

Figure A1. Child labour, children aged 5-14, by region



Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A1. Summary descriptive statistics (unweighted averages)

Variable	Mean	Std. Dev.	Min	Max
Employment	0.08	0.271	0	1
Schooling	0.94	0.244	0	1
Age	9.70	2.824	5	14
Age ²	101.99	54.586	25	196
Male	0.49	0.500	0	1
Immigrant	0.03	0.160	0	1
Male sex of household head	0.87	0.337	0	1
Education of household head: no education	0.25	0.433	0	1
Education of household head: Primary	0.32	0.467	0	1
Education of household head: Secondary	0.23	0.420	0	1
Education of household head: Higher	0.20	0.400	0	1
Household size	6.26	2.156	1	21
Number of children aged 0-5	0.76	0.916	0	6
Number of adults aged 65+	0.13	0.403	0	3
Number of adults aged 18-64	2.66	1.275	0	12
Expenditure 1	0.31	0.461	0	1
Expenditure 2	0.30	0.458	0	1
Expenditure 3	0.21	0.411	0	1
Expenditure 4	0.08	0.272	0	1
Expenditure 5	0.10	0.299	0	1
Piped water	0.37	0.483	0	1
Electricity	0.82	0.385	0	1
Illness/death/abandonment of household head	0.16	0.366	0	1
Loss of employment	0.20	0.398	0	1
Bankruptcy	0.03	0.180	0	1
Loss support	0.05	0.225	0	1
Loss harvest	0.17	0.378	0	1
Loss animals	0.03	0.180	0	1
Fall price	0.08	0.279	0	1
Urban	0.35	0.477	0	1

Obs.: 45854

Notes: Household expenditure expressed in category: i) expenditure 1 : <Php5,000; ii) expenditure 2: Php5,000 - Php7,999; iii) expenditure 3: Php8,000 - Php14,999; iv) expenditure 4: Php15,000 - Php29,999; v) expenditure 5: Php30,000 and over

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A2. Determinants of children's employment and schooling, marginal effect after biprobit estimations, children aged 5-14 years

Explanatory variables		Only employment		Only schooling		Both activities		Neither activity	
		dy/dx	z	dy/dx	z	dy/dx	z	dy/dx	z
Child characteristics	Age	-0.013***	-16.7	0.060***	12.6	0.058***	15.2	-0.105***	-40.3
	Age ²	0.001***	18.1	-0.004***	-17.7	-0.002***	-10.4	0.005***	39.2
	Male	-0.007***	-14.6	0.053***	18.0	-0.025***	-11.7	-0.021***	-11.3
	Immigrant	0.001	0.7	-0.006	-0.6	0.002	0.3	0.003	0.5
Sex and education of household head	Male sex of household head	-0.000	-0.5	0.001	0.3	0.003	0.8	-0.004	-1.2
	Education of household head: Primary	-0.005***	-9.5	0.036***	9.8	-0.013***	-5.0	-0.018***	-7.9
	Education of household head: Secondary	-0.008***	-11.5	0.056***	12.2	-0.019***	-5.6	-0.030***	-10.4
	Education of household head: Higher	-0.011***	-13.0	0.079***	14.6	-0.029***	-7.2	-0.039***	-11.3
Household characteristics	Household size	0.001***	6.2	-0.006***	-5.3	-0.000	-0.1	0.005***	7.5
	Number of children aged 0-5	0.001***	3.8	-0.008***	-3.9	0.004**	2.5	0.003**	2.4
	Number of adults aged 18-64	-0.001***	-5.3	0.009***	5.4	-0.004***	-3.2	-0.004***	-3.7
	Number of adults aged 65+	-0.004***	-6.1	0.025***	5.9	-0.007**	-2.3	-0.015***	-5.5
	Expenditure 2	-0.001	-1.2	0.002	0.5	0.005**	2.0	-0.007***	-2.9
	Expenditure 3	-0.003***	-4.1	0.014***	3.1	0.005	1.5	-0.017***	-5.9
	Expenditure 4	-0.003***	-3.5	0.018***	2.7	0.007	1.4	-0.022***	-5.0
	Expenditure 5	-0.005***	-5.5	0.036***	5.1	-0.007	-1.3	-0.024***	-5.2
Access to basic services	Piped water	-0.003***	-5.6	0.019***	5.1	-0.002	-0.8	-0.014***	-5.8
	Electricity	-0.006***	-11.5	0.048***	12.6	-0.021***	-7.7	-0.020***	-8.9
Shock	Illness/death/abandonment of household head	0.003***	5.5	-0.024***	-5.9	0.013***	4.6	0.007***	2.9
	Loss of employment	0.001	1.5	-0.004	-1.0	-0.003	-1.1	0.006**	2.5
	Bankruptcy	0.003***	3.1	-0.035***	-4.4	0.039***	7.2	-0.007	-1.4
	Loss support	0.002***	2.8	-0.013**	-2.1	-0.003	-0.7	0.015***	4.0
	Loss harvest	0.003***	5.4	-0.029***	-7.4	0.031***	11.0	-0.004*	-1.8
	Loss animals	0.004***	3.7	-0.035***	-4.9	0.035***	7.1	-0.003	-0.7
Residence	Fall price	0.001	1.6	-0.015***	-3.1	0.024***	7.0	-0.010***	-3.0
	Urban	0.001***	2.8	-0.005	-1.3	-0.012***	-4.1	0.015***	6.4

Notes: Regions among the controls (not shown). Household expenditure expressed in category: i) expenditure 1 : <Php5,000; ii) expenditure 2: Php5,000 - Php7,999; iii) expenditure 3: Php8,000 - Php14,999; iv) expenditure 4: Php15,000 - Php29,999; v) expenditure 5: Php30,000 and over.

The reference categories are the following: Education of household head: Less than primary/No schooling.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A3. Summary descriptive statistics, children aged 15-17 (unweighted averages)

Variable	Mean	Std. Dev.	Min	Max
Child Labour	20.62	40.457	0	100
Age	15.96	0.812	15	17
Age ²	255.45	25.986	225	289
Male	0.47	0.499	0	1
Immigrant	0.02	0.137	0	1
Male sex of household head	0.85	0.360	0	1
Education of household head: less than primary/no education	0.25	0.432	0	1
Education of household head: Primary	0.31	0.462	0	1
Education of household head: Secondary	0.22	0.417	0	1
Education of household head: Higher	0.22	0.413	0	1
Household size	6.26	2.215	1	21
Number of children aged 0-5	0.47	0.760	0	6
Number of adults aged 65+	2.99	1.412	0	12
Number of adults aged 18-64	0.14	0.407	0	3
Expenditure 1	0.25	0.435	0	1
Expenditure 2	0.28	0.450	0	1
Expenditure 3	0.24	0.428	0	1
Expenditure 4	0.10	0.296	0	1
Expenditure 5	0.13	0.332	0	1
Piped water	0.41	0.492	0	1
Electricity	0.84	0.363	0	1
Illness/death/abandonment of household head	0.16	0.367	0	1
Loss of employment	0.20	0.397	0	1
Bankruptcy	0.04	0.193	0	1
Loss support	0.05	0.221	0	1
Loss harvest	0.17	0.378	0	1
Loss animals	0.03	0.174	0	1
Fall price	0.09	0.286	0	1
Residence/urban	0.38	0.485	0	1

Obs.: 13,571

Notes: Household expenditure expressed in category: i) expenditure 1 : <Php5,000; ii) expenditure 2: Php5,000 - Php7,999; iii) expenditure 3: Php8,000 - Php14,999; iv) expenditure 4: Php15,000 - Php29,999; v) expenditure 5: Php30,000 and over.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A4. Determinants of child labour, marginal effect after biprobit estimations, children aged 15-17 years

Explanatory variables		Child Labour	
		dy/dx	z
Child characteristics	Age	1.278	1.5
	Age ²	-0.033	-1.2
	Male	-0.490***	-18.3
	Immigrant	-0.009	-0.1
Sex and education of household head	Male sex of household head	0.028	0.7
	Education of household head: Primary	-0.187***	-5.6
	Education of household head: Secondary	-0.328***	-8.1
	Education of household head: Higher	-0.470***	-10.2
Household characteristics	Household size	0.019*	1.9
	Number of children aged 0-5	0.065***	3.0
	Number of adults aged 18-64	-0.045***	-3.4
	Number of adults aged 65+	-0.090***	-2.6
	Expenditure 2	0.019	0.6
	Expenditure 3	-0.032	-0.8
	Expenditure 4	-0.073	-1.3
Access to basic services	Expenditure 5	0.009	0.2
	Piped water	-0.161***	-5.2
	Electricity	-0.241***	-6.7
Shock	Illness/death/abandonment of household head	0.096***	2.7
	Loss of employment	0.014	0.4
	Bankruptcy	0.088	1.3
	Loss support	-0.053	-0.9
	Loss harvest	0.328***	9.5
	Loss animals	0.159**	2.4
Residence	Fall price	0.224***	5.2
	Urban	-0.134***	-4.0

Notes: Regions among the controls (not shown). Household expenditure expressed in category: i) expenditure 1: <Php5,000; ii) expenditure 2: Php5,000 - Php7,999; iii) expenditure 3: Php8,000 - Php14,999; iv) expenditure 4: Php15,000 - Php29,999; v) expenditure 5: Php30,000 and over. The reference categories are the following: Education of household head: Less than primary/No schooling.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A5. Average weekly working hours, children aged 5-14 years, by sex, residence and schooling status

		Schooling status		Total ^(a)
		In child labour exclusively	Child labour and schooling	
Sex	Male	23.3	8.2	11.8
	Female	29.3	8.4	10.9
Residence	Urban	24.8	8.9	12.1
	Rural	24.5	8.1	11.3
Total		24.6	8.3	11.5

Notes: (a) Refers to all those in employment, regardless of schooling status.

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Table A6. Type of activity by sex and residence, age 5-14 years

<i>(a) Percentage</i>											
Characteristics		Activity						(a)&(c) Total in employment (of which in child labour) ^(c)	(b)&(c) Total in school	(a)&(d) Total out-of-school	
		(a) Only in employment (of which in child labour) ^(a)	(b) In school exclusively	(c) In employment and school (of which in child labour)		(d) Neither in employment nor in school					
Sex	Male	1.6	(81.5)	85.1	7.4	(56.0)	6.0	9.0	(60.5)	92.4	7.6
	Female	0.5	(72.4)	89.6	5.5	(48.2)	4.4	6.0	(50.2)	95.1	4.9
Residence	Urban	0.7	(80.5)	89.2	4.7	(48.1)	5.5	5.3	(52.3)	93.9	6.2
	Rural	1.3	(79.0)	86.1	7.6	(54.5)	5.1	8.9	(58.1)	93.6	6.4
Total 5-14		1.1	(79.4)	87.3	6.4	(52.7)	5.2	7.5	(56.5)	93.7	6.3
<i>(b) Number (in thousand)</i>											
Characteristics		Activity						(a)&(c) Total in employment (of which in child labour) ^(c)	(b)&(c) Total in school	(a)&(d) Total out-of-school	
		(a) Only in employment (of which in child labour) ^(a)	(b) In school exclusively	(c) In employment and school (of which in child labour)		(d) Neither in employment nor in school					
Sex	Male	169	(137)	8976	775	(434)	633	944	(571)	9751	802
	Female	51	(37)	9066	555	(267)	446	606	(304)	9621	497
Residence	Urban	55	(44)	7191	375	(180)	441	430	(225)	7,566	496
	Rural	165	(130)	10851	955	(521)	638	1120	(651)	11,806	802
Total 5-14		220	(174)	18,042	1330	(701)	1,079	1550	(876)	19,372	1,298

Table A7. Type of activity by sex and residence, age 15-17 years

(a) Percentage

Characteristics		Activity				(a)&(c) Total in employment (of which in child labour) ^(c)	(b)&(c) Total in school	(a)&(d) Total out-of- school
		(a) Only in employment (of which in child labour) ^(b)	(b) In school exclusively	(c) In employment and school (of which in child labour)	(d) Neither in employment nor in school			
Sex	Male	21.4 (80.3)	52.3	15.8 (61.1)	10.5	37.2 (72.2)	68.1	31.9
	Female	10.2 (78.5)	64.8	11.1 (50.8)	13.9	21.3 (64.0)	76.0	24.0
Residence	Urban	10.4 (79.5)	66.1	10.0 (50.9)	13.5	20.4 (65.5)	76.1	23.9
	Rural	19.6 (79.9)	53.3	15.9 (59.4)	11.3	35.4 (70.7)	69.2	30.8
Total 15-17		15.9 (79.8)	58.4	13.5 (57.0)	12.2	29.4 (69.3)	71.9	28.1

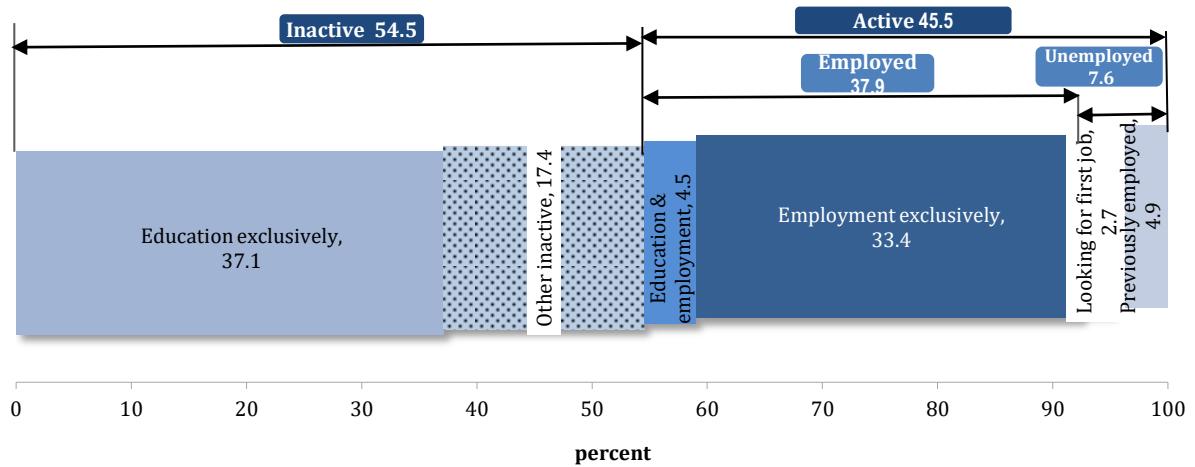
(b) Number (thousands)

Characteristics		Activity				(a)&(c) Total in employment (of which in child labour)	(b)&(c) Total in school	(a)&(d) Total out-of- school
		(a) Only in employment (of which in child labour) ^(b)	(b) In school exclusively	(c) In employment and school (of which in child labour)	(d) Neither in employment nor in school			
Sex	Male	655 (526)	1,601	483 (295)	322	1,138 (821)	2,083	978
	Female	298 (234)	1,898	326 (166)	406	624 (400)	2,224	704
Residence	Urban	249 (198)	1,579	238 (121)	323	486 (319)	1,817	571
	Rural	704 (563)	1,920	571 (340)	405	1,276 (902)	2,491	1,110
Total 15-17		953 (760)	3,499	809 (461)	728	1,762 (1,221)	4,308	1,681

Source: UCW calculations based on Philippines, Survey on Children (SOC), 2011

Young persons aged 15-24 years

Figure A2. Percentage distribution of youth population by activity status, 15-24 years age group



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Table A8. Decomposition of population, persons aged 15-24 years, by residence, sex, age group and region

Population category		Decomposition of labour force (% population)						Total
		Inactive		Active				
		Student	Other inactive	Employed		Unemployed ^(a)		
Student	Not student			In search for first job	Previously employed			
Residence	Urban	40.0	16.6	3.2	30.9	3.5	5.8	100
	Rural	34.3	18.2	5.7	35.8	2.0	4.0	100
Sex	Male	34.4	9.8	5.1	42.0	3.0	5.7	100
	Female	39.9	25.3	3.8	24.6	2.5	3.9	100
Age group	15-19	55.8	13.6	6.3	19.7	2.0	2.7	100
	20-24	13.0	22.4	2.2	51.0	3.7	7.7	100
Region	National Capital Region	41.4	14.9	1.6	31.2	4.6	6.2	100
	Cordillera Administrative Region	39.8	13.7	6.2	34.9	2.4	3.1	100
	I - Ilocos Region	37.1	19.4	2.4	32.4	3.7	5.0	100
	II - Cagayan Valley	37.3	16.5	4.5	37.5	1.6	2.6	100
	III - Central Luzon	36.2	18.0	2.2	33.5	3.4	6.8	100
	IVA - CALABARZON	36.5	16.3	2.6	33.8	3.4	7.4	100
	IVB - MIMAROPA	38.7	16.5	7.0	33.4	1.3	3.0	100
	V - Bicol Region	37.7	16.8	7.0	31.8	2.1	4.5	100
	VI - Western Visayas	40.0	16.3	4.8	32.1	2.0	4.9	100
	VII - Central Visayas	37.3	17.4	4.2	34.0	2.1	4.9	100
	VIII - Eastern Visayas	35.7	16.8	8.2	34.0	1.5	3.8	100
	IX - Zamboanga Peninsula	34.9	18.8	7.6	35.0	1.6	2.1	100
	X - Northern Mindanao	32.1	17.0	8.1	37.0	2.5	3.3	100
	XI - Davao Region	34.0	19.3	4.5	34.5	3.2	4.5	100
	XII - SOCCSKSARGEN	34.1	19.0	6.1	36.0	1.3	3.3	100
Caraga	30.5	20.3	7.8	34.5	2.2	4.7	100	
Autonomous Region in Muslim Mindanao	42.1	24.0	2.5	27.0	3.1	1.2	100	
Total		37.1	17.4	4.5	33.4	2.7	4.9	100

Note: a) Unemployed persons include all those who have no job/business and are actively looking for work and available for work. Also considered as unemployed are persons without a job or business who are available for work but are reported not looking for work because of their belief that no work was available or because of temporary illness/disability, bad weather, pending job application or waiting for job interview.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Table A9. Summary descriptive statistics of the variables included in the econometric analysis, youth aged 15-24 years not in education

Variable	Obs	Mean	Std. Dev.	Min	Max
Inactive	69609	0.296	0.456	0	1
Employment only	69609	0.584	0.493	0	1
Unemployed	69609	0.121	0.326	0	1
Age	69609	20.331	2.547	15	24
Female	69609	0.454	0.498	0	1
Married	69538	0.225	0.418	0	1
Less than elementary	69609	0.136	0.343	0	1
Elementary completed	69609	0.265	0.441	0	1
High school completed	69609	0.343	0.475	0	1
Higher education	69609	0.256	0.436	0	1
Vocational course	69609	0.051	0.219	0	1
Household size	69609	6.201	2.510	1	23
N. of siblings age 0-4	69609	0.553	0.805	0	7
N. of siblings age 5-14	69609	1.006	1.213	0	11
N. of elderly (older than 65 yrs)	69609	0.138	0.401	0	4
Urban	69609	0.451	0.498	0	1
Share of employed to prime age pop.	69609	0.733	0.038	0.637	0.836
Share of youth to prime age pop.	69609	0.550	0.068	0.408	0.722

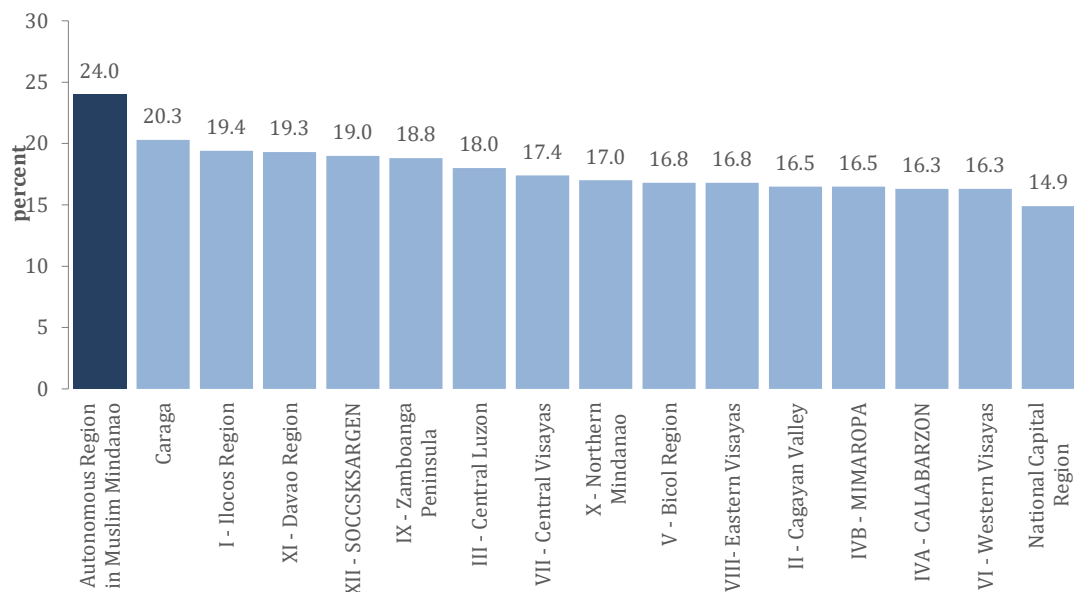
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Table A10. Probability of being inactive, employed and unemployed, multinomial logit, youth aged 15-24 not in education, by sex

Explanatory variables		Inactive		Employment		Unemployment	
		coef	se	coef	se	coef	se
Youth characteristics	age=16	-0.045***	0.009	0.024*	0.013	0.022*	0.012
	age=17	-0.091***	0.009	0.047***	0.012	0.044***	0.011
	age=18	-0.163***	0.009	0.096***	0.012	0.067***	0.010
	age=19	-0.186***	0.009	0.113***	0.012	0.073***	0.010
	age=20	-0.202***	0.009	0.138***	0.011	0.064***	0.010
	age=21	-0.237***	0.009	0.170***	0.012	0.066***	0.010
	age=22	-0.253***	0.009	0.202***	0.012	0.051***	0.010
	age=23	-0.271***	0.009	0.225***	0.012	0.045***	0.010
	age=24	-0.288***	0.009	0.256***	0.012	0.032***	0.011
	Female	0.150***	0.003	-0.129***	0.004	-0.021***	0.003
	Married	-0.177***	0.011	0.228***	0.010	-0.052***	0.006
	Married*Female	0.461***	0.011	-0.416***	0.011	-0.045***	0.008
	Elementary completed ^(a)	-0.002	0.005	-0.045***	0.006	0.047***	0.005
	High school completed ^(a)	-0.003	0.005	-0.074***	0.006	0.076***	0.005
	Higher education ^(a)	-0.001	0.006	-0.109***	0.007	0.110***	0.005
Vocational course	-0.040***	0.008	0.001	0.008	0.039***	0.005	
Household characteristics	Household size	-0.003***	0.001	-0.001	0.001	0.004***	0.001
	N. of siblings age 0-4	0.029***	0.002	-0.022***	0.003	-0.007***	0.002
	N. of siblings age 5-14	-0.010***	0.002	0.014***	0.002	-0.005***	0.001
Residence	Urban	-0.011***	0.004	-0.018***	0.004	0.029***	0.003
Labour market supply and demand	Share of employed to prime age pop.	-0.853***	0.046	1.055***	0.053	-0.202***	0.040
	Share of youth to prime age pop.	0.296***	0.026	-0.087***	0.029	-0.209***	0.020

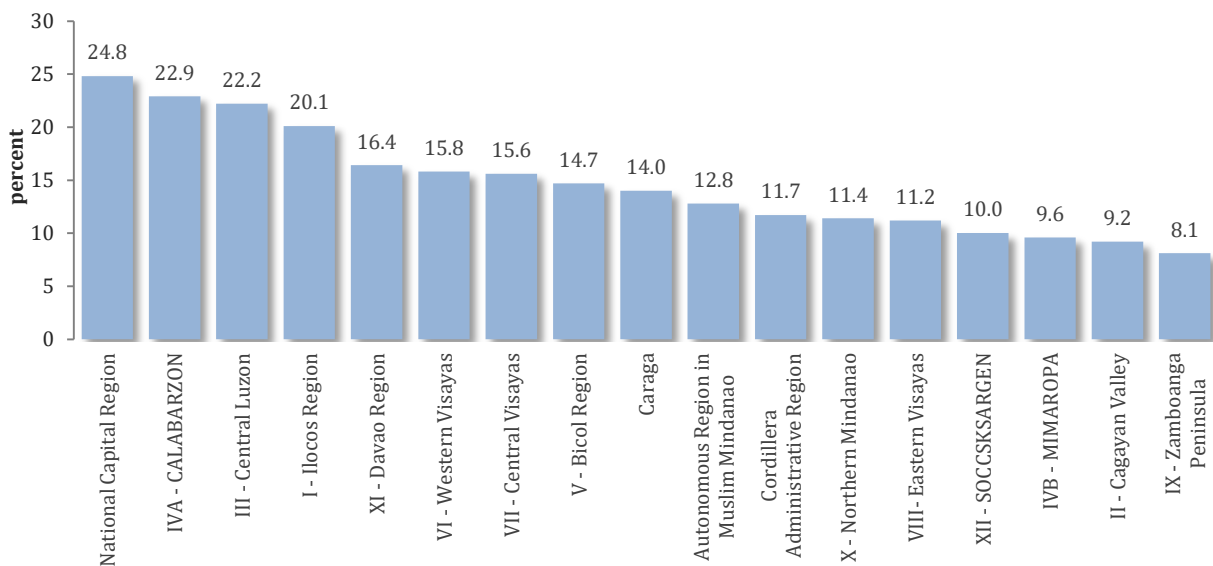
Note: (a) Less than elementary is the reference group; (b) *** p<0.01, ** p<0.05, * p<0.1
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A3. Percentage of young people who are inactive and out of education, by region



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

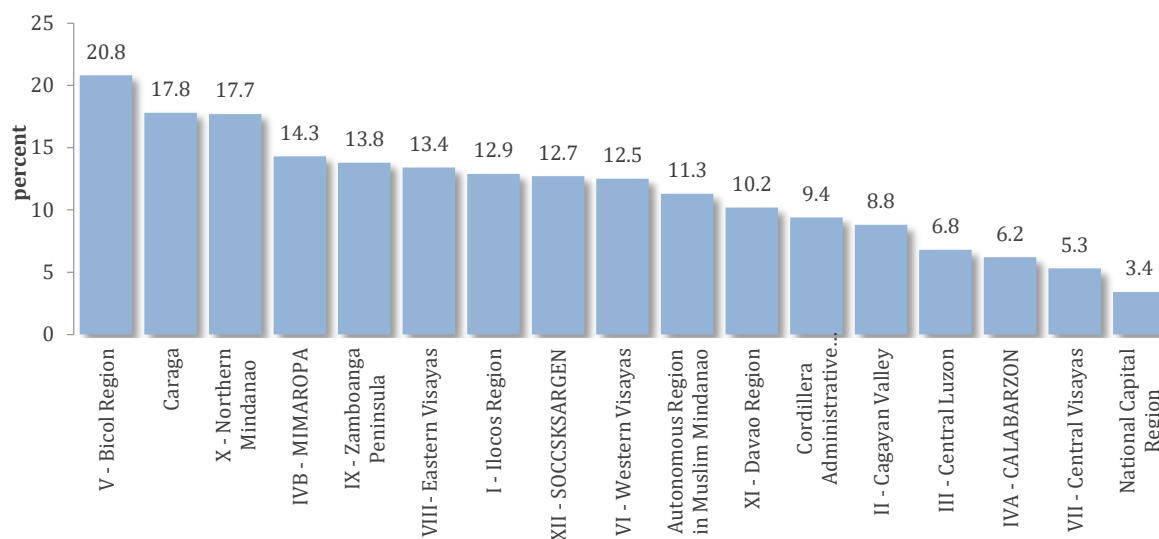
Figure A4. Unemployed^(a) youth as a percentage of the active youth population, by region



Note: (a) Unemployed persons include all those who have no job/business and are actively looking for work and available for work. Also considered as unemployed are persons without a job or business who are available for work but are reported not looking for work because of their belief that no work was available or because of temporary illness/disability, bad weather, pending job application or waiting for job interview.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

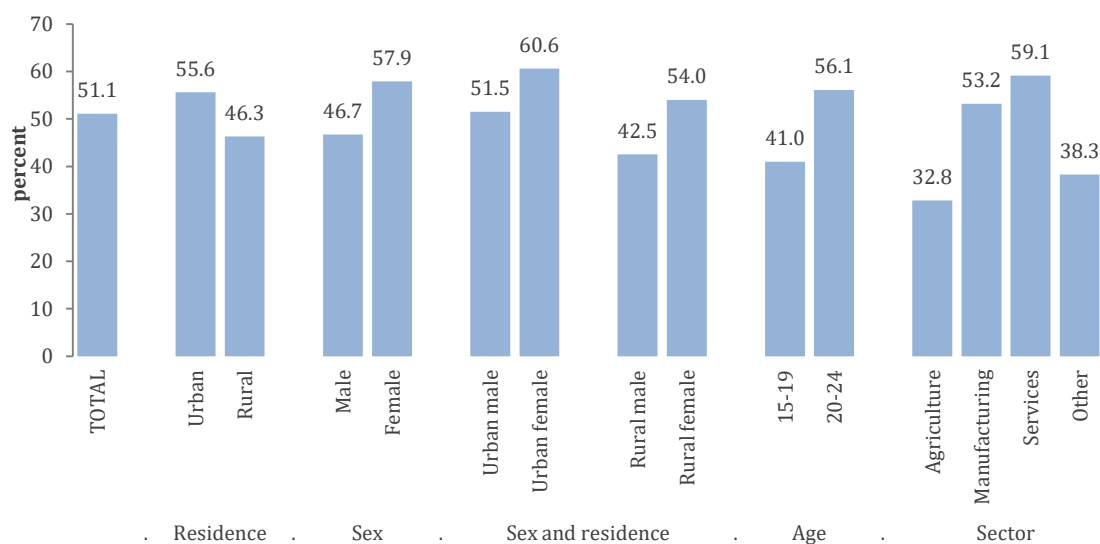
Figure A5. Underemployment rate^(a) (percentage of employed population aged 15-24 years), by region



Note: (a) The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment if he/she works less than 40 hours a week and would like to work for more hours.

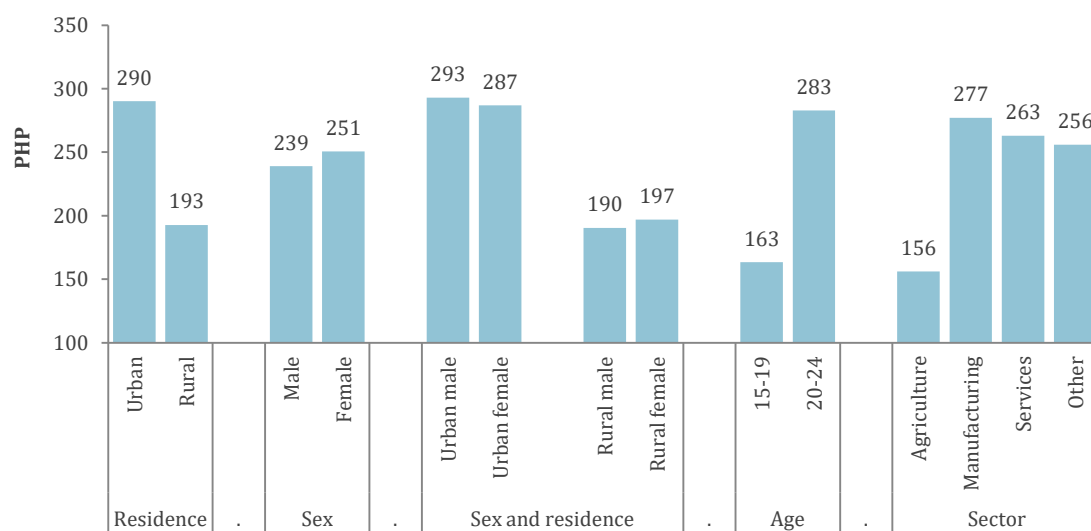
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A6. Percentage of paid workers aged 15-24 years in permanent jobs



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A7. Average daily wage (Philippine Peso PHP)^(a) of paid youth workers



Notes: (a) Average wage is calculated for all paid youth workers with non-zero wage.
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

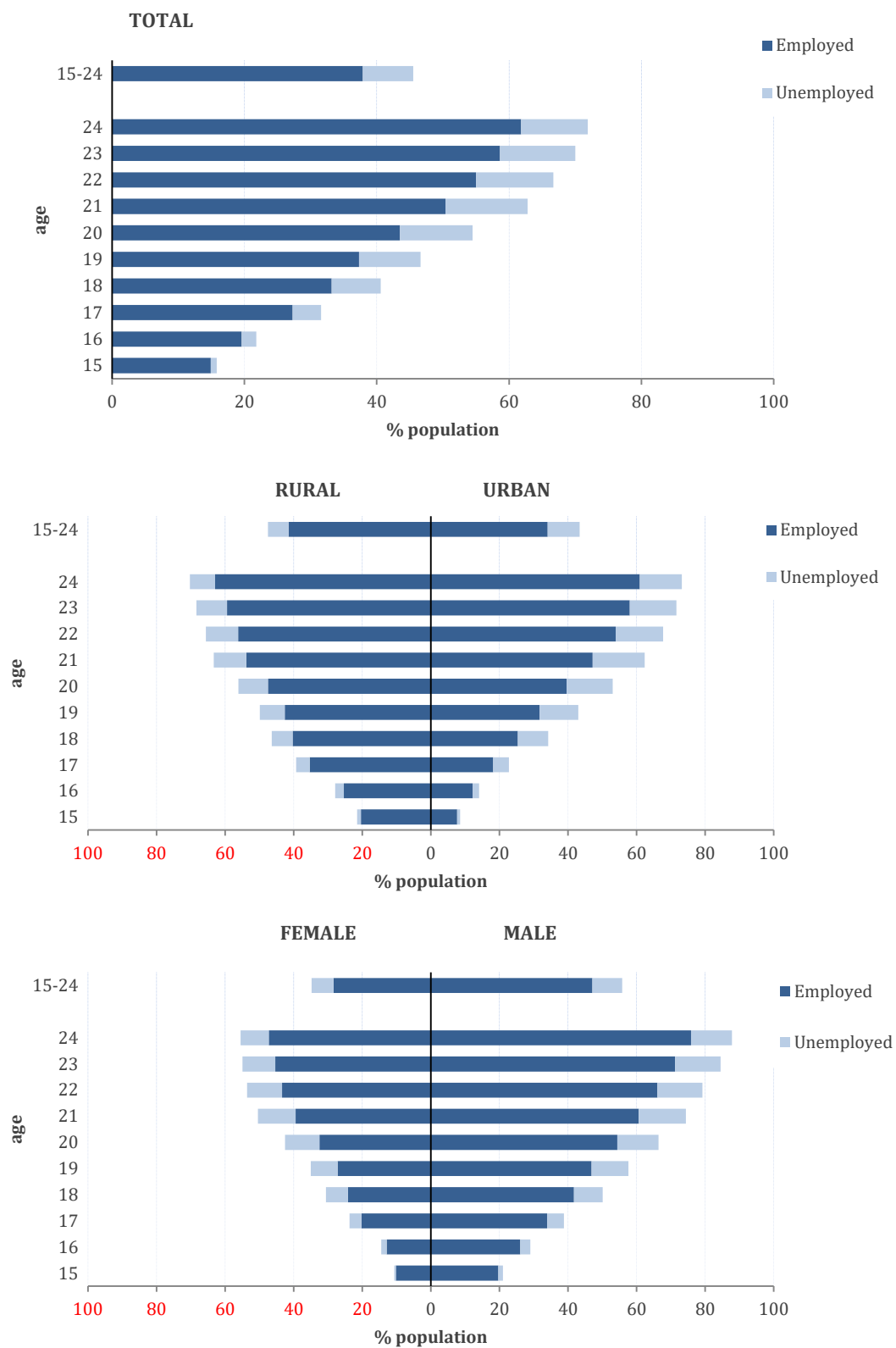
Table A11. Determinants of earnings^(a), results of OLS estimation with robust standard errors, paid working pop. aged 15-24 years

Variables		Logarithm of earnings ^(b)	Standard errors
Age, gender, marital status and level of education attained ^(c)	Age	0.0583***	0.0197
	Age squared	-0.0002	0.0005
	Married	0.0451***	0.0083
	Male	0.2786***	0.0248
	Elementary completed	0.0208	0.0255
	High school	0.2176***	0.0243
	Higher education	0.7922***	0.0249
	Male elementary completed	0.0151	0.0277
	Male high school	-0.0634**	0.0265
	Male higher education	-0.2873***	0.0274
Household characteristics	Household size	-0.0057***	0.0012
Sector of employment ^(d) and working hours	Working hours	-0.0037***	0.0003
	Permanent job	0.0637***	0.0064
	Manufacturing	0.1313***	0.0127
	Services	-0.0342***	0.0104
	Other	0.2541***	0.0099
Residence	Urban	0.0689***	0.0075
Region ^(e)	National Capital Region	0.4182***	0.0152
	Cordillera Administrative Region	0.0907***	0.0200
	I - Ilocos Region	-0.0525***	0.0175
	II - Cagayan Valley	-0.0593***	0.0171
	III - Central Luzon	0.1798***	0.0153
	IVA - CALABARZON	0.2516***	0.0149
	IVB - MIMAROPA	-0.0740***	0.0206
	V - Bicol Region	-0.0802***	0.0182
	VI - Western Visayas	-0.1742***	0.0170
	VIII- Eastern Visayas	-0.1959***	0.0188
	IX - Zamboanga Peninsula	-0.2019***	0.0199
	X - Northern Mindanao	-0.0937***	0.0182
	XI - Davao Region	-0.0519***	0.0171
	XII - SOCCSKSARGEN	-0.1912***	0.0188
Caraga	-0.0442	0.0208	
Autonomous Region in Muslim Mindanao	-0.1007***	0.0331	
Constant		3.7801	0.1955

Notes: (a) Dependent variable is logarithm of earnings; (b) significance level *** p<0.01, ** p<0.05, * p<0.1; (c) Reference category: Elementary or less; (d) Reference category: Agriculture; and (e) Reference category: Central Visayas

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A8. Youth labour force, by age, sex and residence



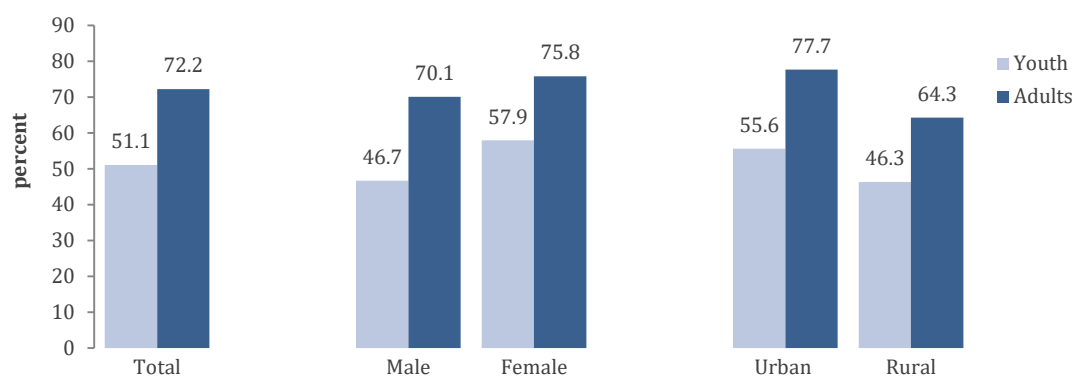
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A9. Unemployment rate, youth and adult workers



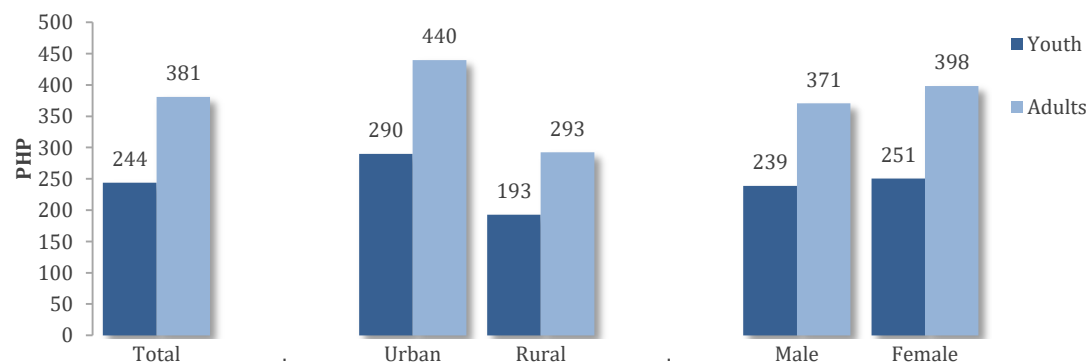
Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A10. Job security (% of workers in paid employment with permanent jobs), youth and adult workers



Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013

Figure A11. Differences in daily average wages^(a) (Philippine Pesos PHP), youth and adult paid workers



Notes: (a) Average labour income is calculated for employed population of youth and adults with non-zero wage.

Source: UCW calculations based on Philippines, Labour Force Survey (LFS) 2013