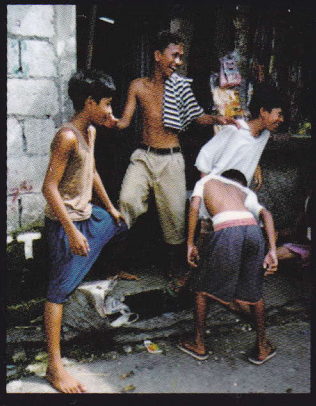
Ours To Protect and Nurture

The Case of Children Needing Special Protection



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FOREWORD

It has been more than ten years since the 1987 UNICEF/NCSD/ DSWD Study on Street Children was conducted. The study pictured the situation of street children in the country, providing important and relevant information on their lives. Through the years, the story of the street children has evolved and changed into what has become a complex and intricate life for highly visible children in the streets.

On behalf on UNICEF, I would like to enjoin all stakeholders to take time to read this document and use it as a guide for programmes and activities for street children. The research, which was conducted in 22 major cities of the country, gives us the background information for policy and programmatic strategies. It focuses on highly visible children in the streets, the group needing utmost attention. It centers not only on programme concerns but also on a detailed profile of children's lives. Who are the street children? How do we characterize these children? What factors determine the extent of their visibility? What programmatic and preventive measures should be adopted? These questions are not easy to answer. But this work is an attempt to probe deeper into the realm of children's life in the streets.

Approaches to adequately address the concerns of street children are imperative in appreciating this document. Preventive approaches remain the most critical especially at the community level. Counseling and nurturing, together with close tracking carried out by both parents and the barangay councils for the protection of children provide solid support networks for children.

I would like to congratulate the Dr. Exaltacion E. Lamberte of the De La Salle University for this comprehensive document, "Ours to Protect and Nurture".

Terrel M. Hill
UNICEF Representative

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This book emerged out of research grants provided by the United Children's Fund-Manila and the National Project on Street Children based at the Department of Social Welfare and Development to the Social Development Research Center, De La Salle University-Manila (DLSU SDRC). Although each chapter presents a separate research, these studies are interrelated in that they all deal with the phenomenon on street children's lives, their well-being as well as the programs and services provided by the government agencies and non-government organizations involved with them.

Throughout the stages of the implementation of these researches, I worked closely with certain people and I am grateful for their assistance. I am thankful to the Street Educators affiliated with the city social welfare and development office of the 22 cities covered in the study and the heads of the non-government organizations involved in the National Project on Street Children, the NPSC National Secretariat and the former Director of Programs and now DSWD Undersecretary Ma. Lourdes Balanon for their support and confidence in me.

Also, these researches could not have been done without the assistance of the DLSU Social Development Research Center project and center staff, Ma. Theresa Millalos, Gwen Borcenas, Aurora Esquejo, Ma. Elena Bautista, Hector Namay, Marilou Olicia, Lyndia Navarro, Marou Eugenio and Reynaldo Porsuelo. Ms. Connie Maraan also patiently did the editing work. Thanks to all of them.

Most of all, I would like to thank Dr. Terrel M. Hill, the UNICEF Country Representative and Mr. Leopoldo M. Moselina, UNICEF Child Protection Project Officer for all their unwavering support. Ms. Mary Ann Q. Maglipon and Ms. Nila Geronimo of UNICEF also efficiently facilitated the production of this material. I am of course solely responsible for the contents and for any remaining errors (if there are). Opinions expressed in this book are mine and that of my colleague, Dr. Jesusa M. Marco and should not be attributed to UNICEF-Manila.

Dr. Tata Lamberte

Exaltacion E. Lamberte
Director, DLSU-SDRC
De La Salle University-Manila

Chapter I

THE HIGHLY VISIBLE CHILDREN "IN" THE STREETS

by
Exaltacion E. Lamberte, Ph.D.

" Care must be taken to avoid succumbing to pressure from media, donors and activists to take public positions that are not well grounded in the proper understanding of complex issues or well-researched information"

(UNICEF Executive Board, 1996 on Lessons Learned in Advocacy).

EXECUTIVE SUMMARY

I. Issues, Research Objectives and Methodology

1. This study intends to shed light on the following policy questions: Who are street children? What distinguishes them from the urban indigent children who play on the streets? How do we characterize the highly visible children on the streets? What factors determine the extent of visibility of children on the streets? Do the presence and knowledge of non-government organizations deter prolonged stay of the children on the streets? What programmatic and preventive measures should be adopted to discourage children to stay long or live on the streets? What policies should be adopted to protect the children?

2. The present research was undertaken with the end-goal of coming up with an estimation of the population of street children in the country and those that are 'highly visible on the streets' otherwise known as the 'targeted priority group' needing utmost attention. While the former is based on the estimation formula developed by the 1987 UNICEF/NCSD/DSWD Study, the latter is based on the empirical estimates arrived at from the enumerated 22 major cities in the country. At the same time, it aimed at providing a more updated situationer on the characteristics and high risk behaviors of the group of street children focused by the present study, the **'highly visible children on the streets.'** It also intended to identify policy and programmatic strategies designed to protect the children from the hazards and burden they are facing while on the streets, and to reduce the number of children staying on the streets for a longer period of time. Its specific objectives were as follows: a) to discuss the conceptual and research issues related to the use of the label 'street children'; b) to develop a more appropriate strategy that will help identify the targeted priority group, that is, the highly visible children on the streets in order to develop a more appropriate

and realistic programs; c) to come up with an estimation on the number of street children in general and the highly visible children on the streets in particular based on the data gathered from the selected 22 cities; d) to provide information on the living arrangements and the family situation of the children and their families; e) to describe the characteristics of the street children covered in the enumeration survey, with special focus on "hardcore" street children; f) to describe and explain the pattern of high risk behaviors of the children; g) to ascertain the factors that explain the extent of visibility of the children in the streets; and h) to map out policy and program recommendations to advance the well-being of street children in general, and the highly visible children in particular, and to institutionalize programs meant to address the rights and concerns of street children at the LGU level.

3. The present research is a component of a bigger project entitled " Establishment of Data Base and Capacity Building of Street Educators in Research and Information System" in which the major aims were: 1) to undertake capacity building among local street educators along research and information system; 2) to come up with an estimate on the population of street children in the cities covered by the project; and 3) establish data base on street children including the inventory of the organizations working recently with street children.

4. Given limited information on the actual estimates of the number of street children in the country and the financial as well as manpower resources, the research adopted a non-traditional approach in attaining its research objectives. First, it made use of the street educators affiliated with the local government and the non-government organizations involved in the program for street children as data enumerators, interviewers and observers. While the recruitment of street educators as interviewers and enumerators addressed the issues and problems anent to

difficulties of interviewing this group of mobile and smart children, the entire data collection period took a longer time, much more than what was planned. On-the-job training and follow-up activities took a longer time than what was planned. Second, it made use of both the objective and subjective approaches in research and in arriving at the estimates of the population of street children.

5. The research covered 22 major cities in the country involving a total of 79 street educators. The cities were as follows: 1) For Metro Manila or National Capital Region- Manila, Makati, Mandaluyong, San Juan, Quezon, Marikina, Kalookan, Pasay, Paranaque, Las Pinas and Muntinlupa; 2) Rest of Luzon- Baguio, Naga and Olongapo; 3) Visayas- Cebu, Lapu-Lapu, Mandaue, Bacolod, Iloilo, and 4) Mindanao- Cagayan de Oro, Davao and General Santos. Two data collection instruments were used to gather the needed data, namely: interview schedule and observation guide. In addition, three series of validation sessions were conducted among the street educators to check on the validity and veracity of the findings gathered from the children and the master lists being developed resulting from the enumeration efforts.

II. Highlights of the Findings

1. Literature survey indicates that there are differing estimates on the number of street children because estimates are made with no clear indication of the types of children being covered and counted. A clear identification of the segment of street children was made prior to the start of the enumeration. Cognizant of the questions and issues raised about the label 'street children,' this study specifically focused on **the 'highly visible children on the streets,'** or otherwise known as the **'target priority group'** of street children needing utmost attention. This group was identified using the criteria set jointly by the street educators

and the researchers. This was done through group discussions that were held among the street educators who were then were assumed to be knowledgeable of the behaviors of and the conditions surrounding the children. These street educators who became the survey enumerators were provided with capacity building training along the area on research, information and program management.

2. The study centered on the **'highly visible children'** on the streets which is deemed imperative not only for advocacy but also for program management and monitoring purposes. This segment refers to children, aged one year and above but less than 18 years of age, who stay most of the time on the streets and in public places and are engaged, while on the streets, in varied types of activities other than engaging in economic activities to earn a living." Operationally, the label refers to children who stay on the streets and in public places at least four hours and above everyday, are engaging in varied types of activities in the streets or public places such as playing with friends as well as peers, sleeping and earning a living. It is assumed that living or , if not, staying most of the time on the streets unsupervised by responsible adults poses some risks and hazards to the lives and well-being of a street child, particularly his or her growth and development. Included in this operational definition are street children housed in temporary shelters, drop-in centers, and processing centers (for Rescue Operations)".

3. What is found critical in the identification of 'street children' in general and highly visible children on the streets in particular is the frequency of contact of the child with the family and whether or not the child lives with family/ relatives or with other people. As in the previous studies, having a family is less important in segregating 'street children' from the other categories of children because almost all of the children enumerated in this

study have living parents or if not, any of the parent. Contrary to observations of previous studies, they are not rootless or do not operate alone and are never alone while on the streets. They are accompanied either by their brothers or sisters, or if not, by their relatives or peers. In fact, results show that 25% of the children covered in this study were with either their parents or one of their parents while on the streets. In addition, the number of hours staying on the streets, location and the activities they engaged in appeared as important differentiating indicators.

4. In the absence of adequate information and manpower as well as financial resources, the present study has adopted the 1987 UNICEF/DSWD/NCSD Study formula. Specifically, the estimated population of the street children in the country is reported to be 3 per cent of the population aging 0-17 years. Adopting this, the current estimate of the population of street children in the country is **246,011**. Street children comprise **5 per cent** of the country's urban poor children which is estimated to be **4,832,000**. Based on this, one could infer that 5 in every 100 indigent urban children are considered as street children. This figure is based on the 1998 NDHS data showing an average of 4 children among the poor families and the 1998 NSO headcount of urban poverty incidence in the country which is indicated to comprise **1,208, 000** families.

5. Out of **246, 011** street children, **20 per cent** are indicated to be **'highly visible on the streets',** a group needing priority action. This segment of street children also comprises 1.61% of the urban young population aging 0-17 years. From the estimates made from the covered **22 cities**, the **national estimates for highly visible children on the streets** in the country ranges from **45 ,000 (downside)** to **50,000 (high side).**

6. Using the criteria constructed by this study, the estimated number of highly visible street children for the 22 major cities covered by this study is 22, 556. Metro Manila recorded the highest, approximately 11,346 children. Manila (3, 266), Quezon City (2,867), Kalookan (1,530) and Pasay (1,420) had the highest number of highly visible children in the streets. For other cities, the estimated number is as follows: Mandaluyong, 281,San Juan, 350, Makati, 320, Marikina, 256, Paranaque, 240, Muntinlupa, 508, Las Pinas, 308.

7. Other cities in Luzon recorded 1,557 and among these, Baguio recorded the highest number (833), followed by Naga (423) and Olongapo (301). For Visayas, Metro Cebu has an estimated total of 3,881 with Cebu City registering the highest (2, 492). Mandaue has 853, while Lapu-Lapu, 536. Other cities in Visayas have an estimated total of 1,994 children. Bacolod registered the highest (1,080) followed by Iloilo (914). Mindanao recorded an estimated number of 3, 778. Davao City recorded the highest (1694) followed closely by General Santos (1014) and Cagayan de Oro (1070).

8. Estimates are significantly and positively correlated with the cities' population of children aging 1 to 17 years of age and population density. The higher the number of younger population in a city, and the higher its density, the higher is the number of street children in the city.

9. Estimates in Metro Manila are significantly and positively correlated with: a) population of children aged 1 to 17 years of age, b) population density, c) proportion of single parents and separated individuals to the total population, d) poverty incidence and e) rate of drop-outs in the area. The findings demonstrate that cities with high number of single parents and separated couples are likely to have more number of children in the streets. As suspected, poverty and dropping out from elementary schooling

also have bearing on the rising number of highly visible children in the streets.

10. Estimates from rest of Luzon, Visayas and Mindanao are related significantly and positively with proportion of population aged 1 to 17 years of age and elementary drop-out rates. Poverty incidence was not included in the analysis because except for NCR, at the time of the survey, data by city levels were not available.

11. Majority of the children covered in the study were located in barangays/areas outside of their place of residence. About 25% are residing in cities outside or different from the city where they were located implying the importance of a Metropolitan approach in addressing the problem on street children. Children stake out in different locations, and the predominant ones were streets (36.5%), market (8%) and worship/recreation areas (12.4%). Location varies according to areas. Children from Metro Manila and Visayas areas have been seen daily on the streets, markets, worship/ recreation areas and business establishments. In Luzon and Mindanao, the children were predominantly seen in markets, streets and terminal stations for buses and jeepneys.

12. Most of the street children engaged in income-generating activities. For those in the National Capital Region, the activities were: a) income-generating such as vending (48.13%), wash and/or watch cars, buses, market stalls (21.49%); b) resting and interacting with peers such as playing with other kids (51.85%), sleeping (18.52%); and c) engaging in high risk behaviors such as sniffing rugby (64.41%) and gambling (22.03%). For Luzon, the children engaged in income-generating activities such as vending (66%), shoe-shining and making deliveries (34.29%). Resting and interacting with other children are also notable and these are in form of playing (48.65%) and telling stories/conversing with other children (21.62%). Children from

Visayas engaged in: a) income-generating activities such as vending (41.09%) and scavenging (49%); b) resting and interacting with other children in the form of playing (58.13%) and eating and drinking together with other children (21.71%); and c) high risk behavior such as sniffing rugby (27 out of 33 children observed). The children in Mindanao engaged in income-generating activities such as vending (44.64%), wash/watch cars, buses and market stalls (39.29%).

13. Children covered in this survey were much older than those in the previous studies with an average age of 14.6 or approximately 15 years. Most are in their middle and adolescent years, aged 6-12 (46.9%) and 13-15 (31.5%). More than a majority of those from Luzon (60%) and Mindanao (56.6%) are in their adolescence stage. Nearly half the children in NCR (49.8%) and Visayas (49.7%) also belonged to this stage of development. Most of the children are males (67.7%), and they were much older than the females.

14. Consistent with the previous studies, children belong to large family size having an average of 5 children, three of whom are males. In terms of ordinal position, 61.8% are in the middle and about 25% are the eldest in the family.

15. About 34.4% of the children are indicated to have not gone to schooling within the past school year. The educational assistance may have helped lessen the drop-out rates among street children since the present figure is much lower than the one recorded in the previous studies (PSSC 1991, 42% and Lamberte 1994, 53%). Less participation in schooling is notable among the children in NCR (34.4%) and in Visayas (36.6%). Consistent with the previous studies, the highest percentage of school drop-outs reached at least the primary and elementary levels. A higher percentage of those who did not participate in schooling live with non-relatives. In addition, those who dropped out from

schooling for a longer period of time also are observed to be living with the non-relatives.

16. Eighty seven percent (87%) of the fathers have gainful work and they are generally in the service sector. Among those who do not have gainful work (13% or 895 cases), 61% as reported by the children, do not actively seek for employment because of illness, being in prison, perceived laziness and inability to find a job. For the mothers, about 63.4% are engaged in gainful work and they are mostly in sales/vending (48.2%) and services (40.8 (1.2%). For those not engaged in gainful work (i.e., 36.6% or 2,827 cases), 80.6%, according to the children, do not actively seek for work because they take care of the household chores (40.7%) and the children (32.9%) at home.

17. Almost all of the children (96.42%) have living parents or at least a living mother or a father. Of this group, only 76.83% live with their parents or any parent. The rest live with other relatives, non-relatives and others stay in the temporary shelter. When the children were grouped according to those living with family and relatives vis-à-vis those living with non-relatives, data show that only 85.47% live with their families and relatives. About 14.53% live with non-relatives, specifically with other children, adoptive parents and in the shelter. For those children living with their families and relatives, about 58.45% live with their complete parents, 12.21% with their mother, 3.25% with their father and 2.93% with father/mother living with a stepparent and 8.63% with other relatives such as grandparents and siblings. Marital status of parents contributes to the living arrangement of the children. A higher percentage of children living with non-relatives have separated parents and this is more notable in NCR and Mindanao. Being taken care of by single parents also seems to explain why children live with other relatives rather than with their own parents.

18. Most (86.1% or 8 out of 10) of the children established contacts with their families and this particularly occurs for children who live with their families and/or relatives. Contrary to previous studies, children refused to go home not much because of poverty and influence of peers but rather more of the unfavorable family related conditions. Across areas, children did not go home to their families either because of physical abuse experienced at home or mere dislike of their own home environment. Frequency of going home varies according to living arrangement. Those living with family and/or relatives go home everyday while those residing with non-relatives go home infrequently or rarely.

19. Quite a number of the street children indulged in high risk behaviors such as substance abuse (ever use of prohibited drugs, 15.4%, recent use, 56.6%), unprotected sex practice (ever engaged in sex, 8.4%; recent engagement in sex, 89.7%). About 17.9% have been apprehended by the police mainly because of vagrancy (52.5%), substance abuse (20.6%) and indulging in illegal acts (27.5%). The reported incidence of substance abuse and sex practice among the children is lower than those that were reported in the previous studies. This relatively low percent of reported incidence may plausibly be explained by the program interventions and services provided to the children which could have produced positive outcomes among the street children themselves. The incidence of police arrests however is much higher and this may be explained by strict enforcement of the local government of the relevant laws or ordinances in their own localities.

20. Those who are in substance abuse are likely the males; they were in their adolescence years, middle child among the siblings, someone who has been a drop-out not only in the recent year but also for longer period of time and did have parents who are separated. Those who were apprehended by

the police are males and in their adolescence years, middle among the siblings, were school drop-outs, have separated parents and their mothers were engaged in gainful work.

21. About 12.7% of the children are considered 'hardcore. These are likely the children who grew up in the streets and stay for a much longer hours on the streets. Generally, they are males and in their adolescence years; they are typically the middle child among the siblings and do not live with parents or any of the parents; parents were separated and mothers were economically productive; Most of the 'hard core do not go home to their families. Quite a number of the hardcore children indulged in high risk behaviors, 43.3% for substance abuse and 20.3% for sex; about 43.1% got apprehended by the police mainly because of involvement in illegal acts.

22. About 15.4% of the children were ever admitted to the centers; the incidence of institutionalization is higher in NCR possibly because it has the most number of shelters or centers; majority (59.7%) stayed for more than one month and one year but less than 3 years. The underlying reasons for leaving the center pertain to problems related to management of the centers, type of child- service provider interaction taking place in the center. Others left the centers as a result of family re-integration intervention.

23. In terms of visibility on the streets, children stay on the streets for an average of nine (9) hours within a day. The range of hours is from 4 hours to 24 hours; about 8% stay on the streets for the whole day and the greatest number of them are in Metro Manila. Based on the previous studies, one could surmise that the number of children who actually stay and live on the streets have increased at present (from the reported 5% of the previous studies to 8% of the present research). Extent of visibility on the streets is significantly explained by age, gender,

participation in schooling, living arrangement, frequency of going home, assistance extended by street educators/workers and child's knowledge of existence of organizations/ agencies providing assistance. The older the child is, the more likely he stays longer in the streets. Males tend to be highly visible compared to females. Being away from school, children are encouraged more to stay on the streets for a longer period of time. Growing up on the streets and becoming one of the "hardcore" children also make children to stay longer in the streets. Also, living with other people instead of one's family and relatives pushes children to stay longer on the streets. Establishing contacts frequently with family prevents children from staying long on the streets. Presence of individuals assisting children while on the streets serves as a magnetic or pull factor attracting children to stay longer on the streets. Knowledge of the existence of a non-government organizations serving the needs of street children though serves as a deterrent to prolonged stay on the streets.

III. Conclusions, Programmatic and Policy Implications and Recommendations

1. Clear definition of the label 'street children' is deemed important in designing and developing programs for street children. This point is clearly demonstrated and discussed in this study. While accurate estimation is an overwhelming and daunting task, . an initial attempt is made and this was possible by identifying delineating indicators that will help operationally map and locate the priority target group of street children, the highly visible children on the streets. These were: frequency of contact with the families or homes, location, activities engaged in and amount of time the child stay on the streets. Street children who are then the highly visible children on the streets comprise a separate segment within the larger category of children needing special attention. Presence of family ties did not serve as a

critical distinguishing factor for this group of street children because almost all have living parents or at least a mother and a father.

2. Highly visible children in the streets have peculiar personal and family related characteristics. They also carry with them multifarious distresses, among them poverty, responsibility to survive not only for themselves but also for other members of the family, outcomes of family dysfunctions, family related violence, indulging in high risk behaviors as well as illegal acts and police arrests.

3. The extent of visibility on the streets may be explained by personal predisposing characteristics of the children themselves, family related factors and provision of assistance by individuals while on the streets.

4. The findings have resulted in the identification of policy and program interventions that the national and local government , private organizations and agencies concerned and working with the highly visible children on the streets may consider:

   4.1. Results show that children who stay longer in the streets view streets as a refuge and a possible option that they could choose over poverty and frequent subjugation and all forms of abuse within their own house. With this reality in mind, one needs to look at the problem on street children firmly within the context of the existing social structure and organization rather than merely behavioral. In this light, it is important that all policies, programs and interventions be guided by basic tenets and premises to make all efforts child-focused and rights based: respect for dignity of children; to view children as human resource thus all efforts must geared towards developing their own capacities and self – esteem; efforts must be concerned with their own interests and therefore child and culturally sensitive; images and

views on children must be based on the idea that they are not fully defenseless or dependent but rather as creative, resilient and imaginative surviving individuals in the streets. Efforts must be child-focused, particularly in addressing high risk acts indulged by the children. Positive images instead of negative ones must be reinforced and given more emphasis in all discourses about acts of children while on the streets.

4.2. Since the problem is structural and organizational, the program must be systematic, institutional and organized. In this vein, programs and activities must be systematically organized such that assistance of children is readily available and sustainable. Sporadic and seasonal forms of assistance, such as those provided by the national and local government during holiday or religious seasons and political campaign periods, must be systematically discouraged to avoid attracting children to stay in the streets leading to seasonal increase in numbers of children on the streets.

4.3. Assistance and donations need to be well-coordinated, such that they are channeled to organizations and agencies working with street children. Campaigns should be made so that patronage as well as individually driven and/ or charity type of donations or assistance must be lessened to avoid inculcation of dependency attitude and problem on moral hazard on the part of the children.

4.4. Some kind of division of labor based on comparative advantage and expertise of the organizations must be developed and organized to create more impact and to eliminate overlapping functions or roles and unnecessary as well as unhealthy competition among private and non-organizations involved directly with street children. For instance, an organization which has the specialization and expertise for community based preventive approaches may be assigned

to concentrate on the preventive approach. Their efforts would then be concentrated to children who are still living with their families and virtually have close contacts with them. This group of organizations that focused the on preventive approaches will not only provide services to the children and to their families but also will develop programs based on best practices and benchmarks, meant to prevent children to move to the realm where streets are seen not only as a place to play and earn income but also a place to sleep and act freely with other children. In this instance, strengthening of family relationship and culturally sensitive parenting become the foci of intervention.

4.5. Preventive approaches must be enhanced and given attention, particularly at the local community level, knowing that family relationship and contacts are critical to the possible transformation of the child including his views about the streets. Adopting the model developed and discussed in this paper, much of the efforts must be focused on preventing the child to move from the lower threshold to the middle and later to the upper part of the continuum. This implies that poverty, family related factors have to be addressed and close surveillance system will have to be installed at the community or barangay levels.

4.6. As part of the activities of the preventive approach, continuous counseling and nurturing skills on the part of the parents, and on the peers of the street children themselves need to be enhanced, given the results that street children now are in their adolescent stage. Frequency of family contacts needs to be enhanced, too, although the strategy by which this will be carried out at the community level has to be studied well given the competing economic activities that the fathers and mothers are engaged in. This is indeed a dilemma on the part of the service agents as they are

confronted with both pressing problems of similar magnitude, namely, the poverty and survival problem on the one hand, and the family relationship and nurturing situation on the other. Nurture is very important, since highly visible children on the streets are generally adolescents whose developmental stage of life is much focused on self-expression, autonomy and development of self-identity.

4.7. There is a need to review, examine and rethink the strategies adopted by 'street-based' interventions and programs given the findings that individuals extending assistance increases visibility and stay of children on the streets. Since it serves as 'pull' factor, some kind of a rethinking and redirecting of efforts is necessary.

4.8. While rescue operations and protective strategies, such as "Operation Gugma" of Cebu or "Curfew Enforcement" in Davao, General Santos, Olongapo and other cities may help discourage children to stay longer on the streets, particularly at night time, some kind of a review on the strategy has to be done. Attention must be focused on Post-Rescue Phase, particularly in areas where there are no processing centers in that children are placed in jail together with other adult inmates. This is needed to make the experience in jail on the part of the rescued child less common place and natural for him. Post-Care is needed and it needs to be systematically organized involving public and private entities. Taking off the children the children from the streets must not be the only concern of the national and local government during rescue operations, but post-care strategies as well. This is done in order to reduce the in-out center experience and to avoid the street-family-street-center-street-family cycle stages that children usually undergo. Children are 'street wise', and they are creative enough to outsmart the 'games' and strategies that service agents and organizations have.

4.9. This research must be followed by a conduct of an assessment of the centers given the findings that children leave the centers because of problems related to management of the center and the child-service provider interaction. Focus must be made on the quality of services provided to the children, the strengths and the growth edges or limitations of the centers, the benefits and the outcomes of the services provided to the children housed in the centers. The goal of the research must be to help enhance the center in terms of quality service provision. An operations and action-research type of design may be appropriate to carry out as interventions, and are introduced immediately and problem-solving management approach is enhanced. Given numerous constraints, problem solving and culturally sensitive management skills may be a great help to the managers of the centers and the service as well as care providers. This study may also help and improve the development of quality standards set for the centers. These standards and indicators can very well help in the evaluation of the center vis-à-vis accreditation and obtaining of license in the community and in provision of grants and awards. Centers that receive quality awards and accreditation must be given priority in terms of technical and financial support..

4.10. A systematic and well-organized information system must be established to come up with a solid data about children in general. This is necessary for monitoring and tracking purposes notwithstanding benchmarking and program designing. A well-coordinated information system will be necessary. One step to do this is to assign an agency, preferably an independent entity, to coordinate this information system. Children Information Network may be organized, which will be led by the independent entity to be participated in by organizations and agencies with track record on their services, such as DLSU for data and information on street children,

Ateneo University for those in conflict with the law, and University of the Philippines for those victims of sexual abuse and commercial exploitation. The network will greatly facilitate the feedbacking of data and information system to interested agencies when needed.

4.11. An added dimension to the network will be the regional offices of the Department of Social Welfare and Development with ties to the city or municipality level offices. Some kind of capacity building/upgrading, however, will be necessary nothwithstanding the need to standardize the recording and the reporting system in these offices. For ease in reporting and recording system for the needed information, some sort of standardized forms are needed complete with easy to manage instructions and operational indicators of standards. It might prove less helpful to expect the National Statistics Office to undertake a separate survey of the children in general, given the budget constraints and cuts made by the Congress. Unless assured of a continued flow of financial assistance from donor agencies, NSO may not be able to perform this particular task. The fact that our statistical system does not have a specific program or series of surveys covering children gives an indication that more advocacy needs to be done to make the concern for children a mainstream activity of the government.

4.12. Street educators are an appropriate source of manpower for any survey dealing with street children. Given the mobility and the fluidity of the movements of the children in the streets and public places, the knowledge of the street educators about their whereabouts and behaviors becomes all the more helpful and useful.

4.13. Community-based strategies and program outcomes need to be studied closely for purposes of strengthening and appropriate program designing. The results will be greatly useful in identifying benchmarks or best practices and in mapping appropriate and effective strategies. Results demonstrate the importance of strengthening the preventive community-based approach and the involvement of beneficiary families as well as communities in attaining the goals.

4.14. To encourage greater degree of utilization of the findings of this study in policy formulation and program management and design, wider dissemination activities must be organized to be participated in by the DSWD Management Committee, the NPSC Action Committee, the CWC Steering Committee, and the DSWD Regional Directors. Another group could be the City Social Welfare and Development officers and staff and their Child Protection Unit personnel and the street educators themselves. Non-government organizations with strong links with the welfare offices need to be included on the dissemination fora.

I. THE RESEARCH RATIONALE AND ITS OBJECTIVES

A. Rationale of the Study

The recent financial crisis in Asia has produced an impact on the well-being of children and the youth (ADB, 1999; AusAID, 1999). According to the ADB Report, the impact is seen much more in "the increase, since the crisis, in the number of individuals begging, child abuse, child prostitution, in the number of street children and reported instances of child abuse in Thailand, Indonesia and the Philippines" (ADB, 1999, p.43). Increased concerns about child neglect and abuse have also been raised due to evidence of increasing unemployment, which in turn puts pressure on the parents, particularly the mothers, to work longer hours to the detriment of the care of the children and possibly forcing older siblings to take responsibility for the care of the young (AusAID, 1999).

The country report of Reyes, et al. (1999) in the Philippines has pointed out some effects of economic crisis on the welfare of children. Findings from the household study showed children and youth dropping out of school for financial reasons. Results from focus group discussions also showed children being pushed to help in the care of the younger siblings or to become additional earners. Furthermore, concerns were raised by parents regarding children quitting school, as children and youth become vulnerable to the harmful influences of drugs, drinking and petty gambling. Other concerns involve the possibility of early marriage among the youth, or their engaging in prostitution, or working in large cities and thus earning their homes and families (Reyes et al., 1999).

In Thailand and Indonesia, the financial crisis has pushed many children into the streets in the cities, where they run the risk of being lured into drug use, prostitution and criminality. In particular, the Minister of Social Affairs of Indonesia has reported that the

number of street children in Jakarta more than quadrupled, from 3,000 prior to the crisis to 13,000. The youth in Thailand, Korea and the Philippines have also suffered in terms of decrease in employment and an increase in the number of youthful offenders (Knowles, Pernia and Racelis, 1999).

Notable in the ADB report and the Philippine Country Report (Reyes et al., 1999), however, is the lack of hard evidence gathered about street children, and the possible effects of the crisis on their well-being. While data on health, nutrition and education of children in general are provided to support the observations, data peculiar and relevant to the situation of children under difficult circumstances in general are far from being adequate. Inferences fall short of hard empirical data. What were plausibly alluded to are views and observations of the researchers.

The present research fills in the empirical gap as it deals with and provides information on the recent phenomenon of street children in the Philippines. More importantly, it appears imperative and timely to determine the situation of the street children after a two-decade program implementation of the National Project on Street Children, an inter-agency national project based at the Department of Social Welfare and Development that addresses the concerns, rights and needs of the street children. Specifically, with the CPC IV about to end, and anticipating the full implementation of CPC V, a more relevant study on the street children becomes important. The research specifically provides a detailed account of the characteristics of the children that are highly visible on the streets of 22 cities in the country. It also ascertains the determinants of the extent of visibility of the children on the streets.

A survey of literature indicates that the present research is the second type of comprehensive study done on street children in the country. The first comprehensive situationer in 1988 was conducted jointly by the National Council of Social Development (NCSD) and

the Department of Social Welfare and Development under the sponsorship of UNICEF. This "Ten City Study" consolidated the analyses of individual researches done from 1985 to 1987. They were carried out independently within the period of two years in Metro Manila, Angeles City, Baguio City, Cebu City, Davao City, Iloilo City, Naga City, Olongapo City, Pagsanjan, Laguna, and Zamboanga City. It covered a sample of 3,255 children. Given the limitations, it was able to arrive at estimates on the number of street children in the country. The data that the study has generated faced some limitations for several reasons. Each city study was undertaken by a local team who were then commissioned to conduct the study. As a result of this, each team utilized different methodologies, instruments, measures, and indicators. Since there was no uniformity in framework and research methodology, it became difficult to draw out substantial inferences and comparison from the generated data. The estimates were only indicative.

Other local surveys also followed, but these had limited geographical scope (PSSC, 1991; Lamberte, 1994; 1995). The 1991 PSSC Study, which was sponsored by the UNICEF International Child Development Centre, covered six cities in the country and gathered about 298 life histories. This research was part of the Twenty-One Cities Country Studies covering Brazil, India, Italy, Kenya and Philippines. The work of Cristina Szanton Blanc (1994) was based on this larger inter-country study. Similarly, the book written by Amaryllis Torres entitled "Profiles of Disadvantaged Children: Street Children in Six Philippine Cities" was also based on the data generated by the 1991 PSSC Study. Other studies done on street children were either limited in coverage (Lamberte's 1994 study which covered 5 cities in Metro Manila and consisted of a sample of 700, and the 1995 Evaluation Study done in three cities of Metro Manila covering a total of 200 sample street children) or were more focused. Examples of the latter are the studies of Banaag (1997) on the resiliency of street children; Carandang (1994) on the street children who were sexually abused, either through substance abuse or those in conflict

with the law; and Porio (1994), which evaluated the programs implemented by the National Project on Street Children.

The National Statistics Office, with financial support from the International Labor Organization, also conducted a nationwide survey on children in general in 1995, but its end goal was to determine the number of children involved in child labor (NSO, 1998).

B. Objectives of the Research

The present paper discusses the results of the survey done on street children in 22 selected cities in the country. This research was conducted with the participation of street educators who joined the capacity building seminar-workshops on research, information system and program management. Specifically, the paper intends:

1. To discuss the conceptual issues and clarifications on the label 'street children';
2. As a result of the discussion, an operationalas well as useful definition of 'street children';
3. To come up with an estimation on the number of street children in 22 selected cities;
4. To arrive at an estimation on the number of street children in the country based on the estimates of 22 selected cities;
5. To provide information on the living arrangement and the family situation of the children and their families;
6. To describe the characteristics of the street children covered in the enumeration survey, with special focus on "hardcore" street children;
7. To characterize the burden that the children carry;
8. To describe and explain the pattern of high risk behaviors of the children;
9. To ascertain the factors that explain high visibility of the children in the streets; and;
10. To map out policy and program recommendations to advance the well being of street children, and to institutionalize

programs meant to address the rights and concerns of street children.

II. RESEARCH APPROACH, METHODOLOGICAL LIMITATIONS AND OPPORTUNITIES

Given limited information on the actual estimates of the number of street children in the country and the financial as well as manpower resources, this research adopted a non-traditional approach to attain its stated objectives. **First,** it made use of the limited number of street educators as data enumerators and observers. These street educators were, however, provided with capacity-building workshops along the area of a research and information system, and the role of the latter in program planning and management. Recruitment of street educators was meant to address problems related to the conduct of interviews among children, especially street children. Experience and literature indicate difficulties in holding interviews with street children brought about, foremost, by their smartness and fast mobility while on the streets. Needless to say, street children are known for their being wise, elusive and defensive (Blanc, 1994). These behaviors seem understandable given the threats and hazards they face while surviving on the streets. The only way to get good data from them is to involve the individuals whom they know and trust so well. Street educators served this purpose very well. **Second**, the research was part of a bigger project for which the end-goal is to establish a data base on street children. A component of this project is to train street educators on research and information systems, so that they are seen as potential regular data collectors and users at the level of the community. **Third,** to get the needed data and possibly enable the researcher to come up with estimates, it made use of both objective and subjective approaches in research. In addition, it made use of both qualitative and quantitative tools of data gathering and analysis. **Fourth,** throughout the research process, the researchers

worked closely with the local street educators. Regular feedback, assessment and validation procedures were undertaken throughout the research cycle, with the close guidance and facilitation of the core researchers.

To get an overview of the nature of the capacity building sessions provided to street educators who participated in the study, a brief discussion is provided in the proceeding portion.

A. Overview of the Project on Establishment of Data Base and Information System

As discussed in the earlier section of this paper, this research provides information on the research outcomes gathered from the research component of the project called "Establishment of Data Base and Capacity Building of Street Educators in Research and Information System."[4] In general, the project aimed: a) to develop the capacity of the local street educators along research, information system and program management; b) to establish a data base on street children, and c) to come up with an estimate of the population of street children using a reconstructed definition of street children. The Project has the following components: a) capacity building along a research and information system and program management for street educators in selected cities, b) conduct of a research practicum for street educators who underwent the capacity building sessions; c) as part of the practicum, conduct an enumeration survey complemented by observation technique among street children; d) come up with an estimation of the number of street children in the country based on the estimates gathered from the covered cities; and d) an inventory and assessment of the organizations and agencies involved with the street children.

The project is part of an initial attempt at coming up with a mechanism whereby reliable, readily available, and timely information about street children in the country are accessible to concerned

individuals and agencies as well as organizations working for the advancement of the well-being of children. While an information system and information feedback mechanism have been established to monitor the economic and poverty situation in the country, not much effort has been made with regard to the establishment of an effective and systematic information system meant to track the outcomes of the interventions and to monitor the situation of the children in general, and of the children needing special protection in particular.

The research component was conducted with the end-goal of establishing a data base about street children. Given limited manpower and financial resources, particularly at the level of the local government unit and communities, the envisioned establishment of data base anchors on the National Project for Street Children (NPSC) network of city task forces/ clusters nationwide, and the varying local government social welfare and development offices in the country. As such, the effort is part of the initiative to mobilize the existing local street educators affiliated either with the local government social welfare and development office, or with non-government or private organizations. In this vein, capacity building on research and information system has been undertaken among the local street educators.

The street educators that participated in the training were selected and recruited by their respective cluster/task force chairs. Some criteria for the selection were established by the DLSU-SDRC trainors, namely: 1) the person has at least completed secondary level, 2) has been working as street educator in the local area for more than 6 months, and 3) is willing and able to conduct the observations, and hold semi-structured interviews with street children.

The capacity building and, consequently, the enumeration survey as well as observation study were conducted in 22 selected cities. These cities were pre-selected and were chosen by the members

of the NPSC Action Team led by the former Director of Programs as well as NPSC Team Leader, and now DSDWD Assistant Secretary for Programs, Ms. Lourdes Balanon. The listing of these cities and the corresponding number of participating street educators are shown in *Table 1.*

B. Overview on the Capacity Building on Research and Information: Approach and the Research Practicum

The capacity building activities conducted may be divided into three phases:

Phase I: Capacity Building on Basic Research Skills

To train the selected street educators on research and program management, they were gathered together for a seminar-workshop in an accessible area. To be specific, those from the National Capital Region and cities from Luzon were brought together in Manila. Those from Mindanao met in Davao for Phase I, and later in Cagayan de Oro for Phase III, while those from Visayas met in Cebu City.

Table 1
List of Pre-Selected Cities and Corresponding Number of Participating Street Educators

Region	Cities	Number of Street Educators
I. National Capital Region	**Manila Cluster**	
	Manila	9
	Makati City	2
	Mandaluyong City	1
	San Juan City	1
	Metro Manila Cluster	
	Quezon City	8
	Marikina	1
	KAMANAVA Cluster	
	Kalookan City	6
	Metro Manila Cluster	
	Pasay City	2
	Paranaque City	-
	Las Piñas City	3
	Muntinlupa City	3
Sub-total		**36**
II. Luzon	Baguio City	4
	Naga	4
	Olongapo	4
Sub-total		**12**
III. Visayas	**Metro Cebu Cluster**	
	Cebu	4
	Lapu-Lapu	3
	Mandaue	3
	Bacolod	3
	Iloilo	3
Sub-total		**16**
IV. Mindanao	Cagayan de Oro	5
	Davao	5
	General Santos	5
Sub-total		**15**
Grandtotal		**79**

The first capacity building activity was geared at developing the basic research skills of the street educators with particular focus on locating possible respondents, common data collection techniques with emphasis on indigenous research, observation method, semi-structured interviewing process, and use of documents and records/ reports available in the community. A situationer on the street children in the Philippines based on the findings of the previous studies conducted locally within the period 1980 to 1998 was also discussed. Phase I of the capacity building activity has two-fold aims: 1) to sensitize the participants to the issues involved in the study of street children; 2) to provide opportunities for the participants to know the principles of research and acquire skills in basic data gathering techniques; and 3) to appreciate the importance of research and good data collection in program management, monitoring and evaluation.

Immediately after the Phase I Capacity Building Workshop, the street educators were fielded to their respective areas. They were organized into teams and were also instructed to hold assessment and briefing meetings once a week or as needed. The team is led by an Area Team Leader, someone freely chosen by the group itself. Field staff from the De La Salle University –Social Development Research Center took care of the monitoring and the facilitation of the problem-solving processes while street educators were on field.

Phase II: Capacity Building on Organization of Data, Tracking and Review of Outputs and Field Experiences

This phase intends to sensitize the participants to the necessity of regularly assessing the amount and quality of their fieldwork outputs. The modules covered in this phase are: 1) techniques of spot mapping; 2) norms and principles of masterlisting in the enumeration; and 3) locating and tracking possible targets for the enumeration.

Phase III: Capacity Building for Data Analysis and Interpretation, Visual Presentation of Research Results, and Use of Data for Program Review and Planning

This three-day capacity building workshop purports to: 1) provide the participants with knowledge on the quantitative and qualitative tools for data analysis; 2) provide opportunities for the participants to gain skills in interpreting the data; and 3) equip the participants with the fundamental skills of presenting data using simple visual forms of presentation, such as tables, graphs and others. The modules covered in this training are: 1) common statistical tools used in data analysis; 2) qualitative techniques of data analysis; 3) presentation of data in visual forms; 4) interpreting data; and 5) requirements of a useful and meaningful data. To provide opportunities for immediate application of knowledge and skills learned, the participants were given the tabulated results of the enumeration survey and were asked to interpret the data being gathered. In addition, they were also asked to validate the results obtained from the survey and the observation studies

C. Stages and Steps Involved in the Capacity Building-Cum-Research Practicum

To obtain an adequate understanding on the procedures undertaken within the research activity, this part of the paper maps out the stages and specific activities involved.

1. Stage I: Conduct of Training to Street Educators as Enumerators

This training focused on the research processes itself, indigenous research methods, commonly used data collection techniques such as observation, semi-structured interview, and the use of secondary data and documents. To sensitize the participants to the characteristics of the target respondents and to the issues involved

in the study of street children, a situationer of street children was also provided as part of the training module. Issues related to street children were also discussed.

2. Stage II: Actual Data Gathering Period

This stage consisted of several activities, namely:

2.1. Preliminary ocular survey and observation of the areas where street children generally congregate;
2.2. Spot mapping of the areas and possible location centers;
2.3. Conduct of enumeration count and holding of individual face-to-face interviews with children 7 years old and above;
2.4. Listing of children below 7 years old
2.5. Establishment of master list of street children and collective review of the master list by area enumerators/street educators; and
2.6. Review and cross-checking of master list among area enumerators.

For those coming from the National Capital Region, the following additional activities were done:

2.7. Coming up with a headcount on children affected by Ahon Rescue Operations;
2.8. Establishment of master list of children covered by the Ahon Rescue Operation within the period February 1999 to June 1999; and
2.9. Review of the master lists drawn from the enumeration survey and those made from the listing of Ahon Rescue Operations coming from NPSC Office, DSWD-NCR Unit and LGUs to control double counting.

3. Stage III: Data Organization, Processing and Analysis

All the data gathered from the survey and observation studies were processed and analyzed at the DLSU-SDRCusing statistical software, namely Statistical Package for Social Sciences.

4. Stage IV: Data Interpretation and Validation Sessions

As soon as the data were processed and analyzed, these were presented in a summarized form using tables, graphs and other form of visual presentation of data. With the facilitation of the key researchers, the street educators were provided an opportunity and skills to interpret the data. The interpretation process also facilitated the process of validating the findings of the study by the street educators themselves.

5. Stage V: Report Writing and Research Dissemination

While the results of the study were produced into a written report, some dissemination activities were also simultaneously held.

III. CONCEPTUAL CLARIFICATIONS ON THE LABEL 'STREET CHILDREN' AND EMPIRICAL REFERENTS

As discussed in the earlier section of this paper, one of the major tasks of the project is to come up with a current estimate of the street children population in the country. To be able to do this, one needs to come up with a workable definition of the label 'street children'. This is the first conceptual problem that this study has to face.

The need to clarify and examine the label 'street children' rests on the problem of determining what is implied in and what lies behind the use of the label, and where, as well as who or what groups initiated the use of the label "street children." Certain

questions need to be addressed: To whom does the term 'street children' refer ? Who is a street child? When can we consider a child who is staying and roaming in the streets a street child? In what way can we distinguish an indigent child playing on the streets because there is no room for him/her to play inside the house, from someone considered as a street child? When is a child working or, earning a living in the street considered a street child? Are all children working and earning a living in the streets considered street children? These issues are also important concerns of research.

Clarifying concepts and labels have been a major concern in social science research. This is particularly true among those interested in the idea that generally, constructs and labels in research works emanate not from the concerned actors themselves, but rather from the dominant others who later determine their own lives (Prout and James, 1997). For instance, despite the advocacy of a "child-centered" society, in which the 'street child' and 'his interests' are given a prominent place in efforts addressing their needs and concerns, most of the institutional efforts and decisions addressing issues affecting street children have generally been made by adults, oftentimes with no consultation with the children. As early as the 1990's, street children, in a Congress held in Davao through their representatives, already questioned the use of the label "street children" in reference to themselves. The use of the term connotes perceived images of the society at large of these children as "deviants," "young criminals," "trouble makers," or "petty thieves." These images consequently led to a creation of some kind of social stigma among those not familiar with their conditions and bleak plight.

A. Evolution of the Use of the Label ' Street Children'

The label 'street children' originated from Latin American countries, specifically Brazil. The term has been used loosely to refer to children found in the streets, some of them living on the streets, others earning a living in order to survive. Its use started with a problem that emerged in the mid-80's wherein numerous children were observed to be roaming about the streets, some living and sleeping on the streets. After addressing the Child-Survival Problem, the concerned agencies were then faced with the problem of having many children found in the streets, un-cared for and neglected by responsible adults (Glauser, 1997).

UNICEF defined "street children" as:

> *"minors whose home ties are so weakened that they essentially live on the streets, relying on their efforts to meet virtually all their basic needs" (Espert and Myers, 1988).*

This definition, however, has been reviewed owing to the available empirical findings showing street children being connected with their families, although frequency of home contacts remain a variable. Some go home regularly, while others go home only on certain occasions (UNICEF, 1996). In addition, children found in the streets carry different types of burdens or difficult circumstances. There are other groups of children who also need care and protection who may not necessarily be found only in the streets. Similar to street children, they also carry with them burdens or difficult circumstances.

To capture the social reality referring to the problematic circumstance faced by the children, UNICEF has classified and listed down different categories of children, namely: a) working children, b)

street children, c) children who have been sexually abused, d) neglected or abandoned children, d) children in armed conflict, e) children who are victims of natural disasters, f) children in indigenous communities, g) disabled children, and h) youthful offenders.

In the UNICEF's Fifth Country Program, categories for classification were put forward to give emphasis to the importance of providing protection to Children in Need of Special Protection (CNSP). These are: a) exploitative and hazardous child labor, b) sexual abuse and commercial sexual exploitation, c) armed conflict and other organized forms of violence, d) disability, e) temporary or permanent loss of family, f) weak law enforcement, child-insensitive judicial procedures and slow administration of juvenile justice, g) substance abuse, victims of STDs and HIV/AIDS, h) other forms of child abuse and neglect, including physical and mental violence and maltreatment, and i) exposure to environmental hazards and natural disasters. UNICEF has thus expanded the coverage of its focus and paid more attention to different categories of children needing protection as they face especially difficult circumstances. The application of these categories seem difficult in that categories do overlap. For instance, a street child may also be a victim of sexual abuse; s/he may also be a victim of family exploitation.

In this categorization, the children were grouped according to normative categories, specifically based on the problematic circumstances they are facing. Hence, children are identified on the basis of a single circumstance. The use of these categories, according to Blanc (1994), poses a danger particularly if the problem is not actually assessed. Oftentimes, these categories actually overlap. Consequently, estimation and headcount also become difficult and problematic.

Many issues have been raised with respect to the use of the term, not only in the Philippines but also in other countries (Glauser, 1997). Because of its being generic in nature, the term is being used in reference to the streets, such that all children found in or

on the streets doing some activities are labeled street children. This brings about not only conceptual and methodological, but also programmatic, problems as well. Recalling his experiences in Uruguay, Glauser noted that children make use of the streets in a variety of ways and this they do without loosening their ties with their families. In addition, children in the streets who have families share much of the life of those considered to be children of the streets, meaning those considered to be abandoned or homeless. All of them together are labeled street children.

The lack of a clear and operational definition also creates problems in providing estimates of the population of street children. While large estimates may prove useful for advocacy purposes, it can make the task on child-care and protection overwhelming so that program implementors are discouraged.

Against this backdrop, this section clarifies and examines the meaning of the label 'street children' within the context of the Philippine setting. It examines the definition of the concept and later develops the meaning of the label based on the outcomes of critical discussions and discourse between and among the researchers of the study on one hand, and the street educators on the other. In lieu of the children themselves, the discourse was carried out with the street educators who then are assumed to be knowledgeable about the behaviors and the conditions surrounding the street children. Since the street educators work closely with the street children, they are assumed to be familiar with the phenomenon being examined.

The clarification of the concept has a two-pronged goal, namely: 1) the examination and the uncovering of the issues involved in the use and meaning of the label 'street children'; and 2) the reconstruction of the label's meaning by coming up with some agreed-upon definition and collectively-mapped out operational indicators for the said label.

To attain these goals, this portion of the paper intends:

a. To uncover the issues involved in the use of the label 'street children', bearing in mind the various findings gathered about the street children in the country;

b. To come up with a reconstructed conceptual and operational definition of the label 'street children';

c. To provide estimates on the number of street children in 22 selected cities and in the country; and

d. To generate methodological implications involved in future efforts related to population estimation of street children.

B. Issues and Problems in the Use of the Label in the Philippine Setting

As a generic term, the label 'street children' has been found to be conceptually problematic in Philippine research and program implementation (Lamberte, 1994, 1997a, 1997b; Esquillo-Ignacio, 1994, 1996; Porio et al., 1994). This difficulty brings about problems in target setting and in designing programs meant to address their concerns. Thus, while the use of the term may become effective in advocating support for the programs and in gaining attention, the urgency of responding to the problems and concerns of street children to the society at large seems quite problematic. The use of the term, particularly if it is based on the normative categories of circumstance, carries with it difficulties in mapping out programs and activities meant to address the concerns of the street children, and also in monitoring the outcomes of these programs to the lives of the street children.

Researches conducted about street children gave varied definitions, and this indicates looseness in the use of the label itself (refer to

Table 2). This variety of definitions seems to show problematic issues. **First,** while it appears simple to classify children into categories, empirical analysis and program designing show otherwise. Results of previous researches indicate that these categories overlap, and within a short span of time children easily shift from one category to another (Lamberte, 1994; Blanc 1991; Esquillo-Ignacio, 1994; 1996; Porio 1994; Torres, 1996). **Second,** it appears difficult to distinctly segregate children who are oftentimes in the street from those who could be called 'street children'. For while the presence or absence of the families became a focal point in the definition, still research would show that street children do have families of their own and that they still maintain their family ties (CHILDHOPE 1992; Lamberte, 1994; 1997a; 1997b). One can not simply imply that children who stay in the streets most of the time are children who live alone, or have no family ties at all, as simply street children. Furthermore, labeling the children who are oftentimes seen playing and working in the streets as 'street children' becomes all the more problematic.

Third, using the label becomes extremely difficult when one segregates for purposes of program design: 'working children' who may be victims of child labor, from those 'street children working in the street.'

The 1993 Situational Analysis of Women and Children provided an added dimension to the meaning of the label. Thus, aside from the factor of family in the attribution of street children, the study included in its definition the indicator of 'time' being in the streets (see *Table 1*). The operationalization of "significant amount of time" remains rather unclear.

Aside from lack of precision in the use of the label, the application of it also creates difficulties in Philippine research. Unlike other developed Western countries of the world, where streets are merely seen as thoroughfares or roads where vehicles pass, the

streets in local communities are not viewed as such. Owing to the problem among urban poor families of space in many homes and lack of some area in which to relax, streets become a place where children play freely, sleep, earn a living to survive, and dry their palay and sometimes other agricultural products. The latter is more often observed particularly in rural areas. In fact, one could not only see children sleeping and staying on the streets, but adults as well. Being on the street is a taken-for-granted reality, so much so that people seldom see the situation as socially and culturally problematic.

The difficulties in coming up with a precise meaning for the label have repercussions and consequences in the manner people view the street children phenomenon. For one, the use of the term is sometimes made in reference to the totality of street children, even if it only accounts for who are considered as 'abandoned children.' Sometimes, it is also used to refer to all urban poor or indigent children found on the streets, resulting in a misleading image of the reality of street children. Given this situation one would not be surprised to note the sometimes an over-estimated and large number of street children is reported by some agencies.

Table 2
Definition of 'Street Children' in the Philippines: Some Variants

Researches	Year Study Conducted	Definition of 'Street Children'
Situational Analysis of Street Children (NCSD/ DSWD/ UNICEF)	1988	Children who adopted the street as their abode or source of livelihood or both
National Council on Social Development	1989	Attempted to distinguish the different categories of street children in the Philippines, patterned after the experiences of other countries: **Children on the streets (75%)**: those who spend most of their waking hours working on the streets but still go back to their homes; **Children of the streets(20%)**, those who practically live on the streets and who may be alone, with friends or family members; **Completely abandoned children (5%)** ; consists of the abused, traumatized and abandoned children who have been engaged in illegal activities.
PSSC	1991	Street children are defined as those urban poor children who are actually living alone, away from their parents and street-based working children--children on the street who regularly live with their families.
Children of the Runaway Cities Maggie Black	1991	The roofless, rootless children who live alone or with children like themselves on the streets.
Situational Analysis of Women and Children UNICEF	1993	Consist of those who spend significant amount of time out in the streets beyond supervision of a parent or responsible adult

The other consequence has something to do with estimates of the number of what could be considered as street children. Estimates are given with no clear indication of the types of children being covered and counted. Thus, in most cases, estimates vary extremely, and in some cases, become the source of tension between and among organizations as well as agencies working with street children.

In a different aspect, the lack of clarity in the use of the label also brings about methodological problems with regard to arriving at estimates in the number of street children in the country in general, and in the cities and/or municipalities in particular. This is rather disturbing, particularly when monitoring and assessing the results and outcomes of programs addressing the rights, concerns and problems of street children. This need for a reliable data was succinctly posited by the UNICEF Executive Director when she said:

> *"In the absence of clear concepts and appropriate methods to establish reliable baseline data, quantifiable goals in the area of CEDC have not been determined" (UNICEF Executive Board, 1996 on Lessons Learned in Monitoring and Evaluation).*

As of 1996, the exact actual population of street children in the country is non-existent. Coming up with a headcount, or perhaps even a close estimate, remains a major problem. Several reasons underlie these difficulties. **One**, agencies serving the street children do not have records of the exact number of street children roaming in their communities. One could, however, get figures showing the number of beneficiaries and the children they have served. However, the recorded number of street children being served still has to be verified, since in most cases, the agencies record and report only

the number of children being served according to specific services received and/or the programs being participated in. The likelihood of double counting is therefore not remote. In addition, since some of the programs have been integrated with the Basic Urban Services Programme, it is likely that the record of children being served may also include those urban poor children who were served but may not necessarily be considered street children at all. The basis for the targets is also not made explicit. **Second**, the mobility of the children also complicates the enumeration process. Because of their wandering, locating and counting them become rather difficult. Street children oftentimes go from one place to another at any period of the day. **Third**, the seasons, the period or the time of the year could also influence the complete enumeration of the children. For instance, the number may decrease if the police go on a raiding spree. This is particularly true in cases where there are international affairs held in any area within Metro Manila, or when rescue operations take place. **Lastly**, consistent documentation among the agencies is another problem. To be able to come up with the exact number of street children, or children under difficult circumstances in the country, a systematic data base and information system needs to be established. To date, there is no government agency undertaking this particular task.

Documents culled from the NPSC secretariat and other agencies have shown various estimates of street children. The number, however, differs significantly. In 1986, the number of street children in the country was estimated to be 100,000. This number was based on the assumption that about 2 to 3 percent of the child and youth population in a city constitute the street children population. The 2 to 3 percent range was arrived at based on the situational studies conducted in 10 major cities in the Philippines in 1986. In Metro Manila alone the estimate was 50,000 to 75,000. Other cities like Iloilo recorded 2,500 to 3,000; Olongapo, 2,406; and Baguio, 800 to 1,500 (Moselina, 1991)

In 1995, the estimate was 220,000 in 65 major cities of the country (UNICEF, September, 1997; Draft on Child Protection Strategy for CPC V, 1999-2003). A significant decrease in number is notable in this estimate inasmuch as in 1986, the figure was recorded to be 1.5 million (UNICEF/NCSD/DSWD, 1988).

In 1998, the DSWD 'Ahon sa Lansangan' (Rescue Operation/ Program of DSWD) document reported an estimate of 222,417 street children in 65 major cities in the country, of which 111,208 are found in Metro Manila.

Senator Herrera, in his advocacy for House Bill 620 establishing a PhP100 million Children's Welfare Fund, gave an indication that the number of street children rose from 223,000 to 1.5 million from 1991 to 1999 (Manila Bulletin, 25 July, 1999).

In 1996, UNICEF provided an estimate of 87,000 street children in Metro Manila (Minutes of the NPSC Workshops, October 24-28 1996). On the other hand, the DSWD-National Capital Region (NCR) estimated the number of street children to be only 5,131. This number was based on a series of surveys and outreach activities done by DSWD-NCR in cooperation with DILG, MMDA and LGUs between April 12 to June 15,1996. This estimate is rather low, noting the 5,000 target estimates made by the Inter-City Committee on Street Education (ICCSE) in 1994 that covered only the cities of Pasay, Manila, Quezon City and Mandaluyong-Pasig areas (Lamberte, 1996), and the recorded number of 5,206 street children served by the Program on Street Education led by ChildHope Asia-Philippines (as of May 1995). This program has been implemented in partnership with 6 community-based non-government organizations located in the cities of Manila, Pasay and Quezon City. In this headcount, a thorough examination of the records was done to control possible double counting in the number of children being served (Lamberte and Nosenas, 1996)

The variations in the estimated number of street children in the local areas are not only observable in Metro Manila, but in other cities as well. One can very well note this in the lack of consistency in the recording system of local government social welfare and development offices. Some LGUs make use of the term 'indigents,' some 'street children,' some 'disadvantaged children,' and others use the phrase 'children needing special protection.' As a result, the figures provided in the report varied in different years and in different localities.

To sum, several issues were raised with regard to the precise meaning and application of the label 'street children.' The most significant impact of this problem is seen in terms of the varying numbers being given on the estimates of the population of street children in the country and in the cities as well.

Specifically, the presence or absence of family and the corresponding ties seems to be less critical in the definition of the label. What is considered an issue is this: What amount of time and under what conditions would children roaming around and staying or living in the streets be considered 'street children.' What makes street children distinct from those who may be considered victims of child labor is also an interesting issue to examine.

C. Clarification of the Label and Its Reconstructed Definition

Realizing the practical difficulties involved in coming up with a precise definition and application of the label, clarification and discussion processes were undertaken. This implies addressing these nagging questions: What does the label refer to? How was this generated and applied? What problems emerge when we use the label? What interests surface whenever the label is used? To clarify and examine the issues and problems involved in the use of

the concept, the researcher engaged in critical discussions with street educators during the Phase I Capacity Building Seminar-Workshop. At the outset, the street educators were provided information and the state of knowledge about research on street children in the country. Issues were brought to the table for discussions. A lively exchange of ideas and experiences took place, leading to the acquisition of adequate understanding of the issues at hand.

An open discussion emerged in the process of clarifying the use of the concepts, and the researchers as well as the street educators arrived at the following definition:

> *" Street children refer to children, aged one year and above but less than 18 years of age, who stay most of the time on the streets and in public places and are engaged, while in the streets, in varied types of activities other than engaging in economic activities to earn a living."*

Operationally, the label refers to children who stay in the streets and public places at least four hours and above everyday, are engaging in varied types of activities on the streets or public places such as playing with friends as well as peers, sleeping and earning a living. This definition assumes that living, if not staying most of the time, on the streets unsupervised by responsible adults poses some risks and hazards to the lives and well-being of a street child, particularly his or her growth and development. Thus, continued stay in the streets becomes an urgent concern and problem of the society in general and the community in particular. In addition, included in this operational definition are street children housed in temporary shelters, drop-in centers, and processing centers (for Rescue Operations)."

Excluded from this operational definition and estimation of population are:

a. Children, who may be generally poor, indigent or economically disadvantaged who stay on the streets for a shorter period of time (i.e., less than 4 hours in a day, or only on particular days of the week such as Saturdays and Sundays to earn a living);

b. Child laborers who usually engage in only one type of gainful work/economic activity, and who work for someone else or for an organization informally or formally for wage ; and

c. Street children who, at the time of the enumeration, resided in rehabilitation centers or institutions providing care to street children for a relatively longer period. These children were excluded from the count and estimation because they are assumed to be children who have already been sheltered, hence regularly receiving protection and care from the institutions/centers and/or its service agents. They are viewed as children who have been taken off or been drawn away from the streets, so that they could now be called 'institutionalized children.'

D. Empirical Referents: Correspondence Between the Conceptual and Empirical Definition of the Label

The next task of the research is to determine the correspondence between the conceptual meaning of the label and the image of the empirical reality. The focus of the discussion is the family connections of the children, since the previous definition of the concept tended to delineate its meaning on the basis of existence of family. Findings on the number of hours that children spend on streets are also provided to substantiate how critical the indicator 'time' is in

the meaning of the label. In a related vein, results connected to location of children are also described.

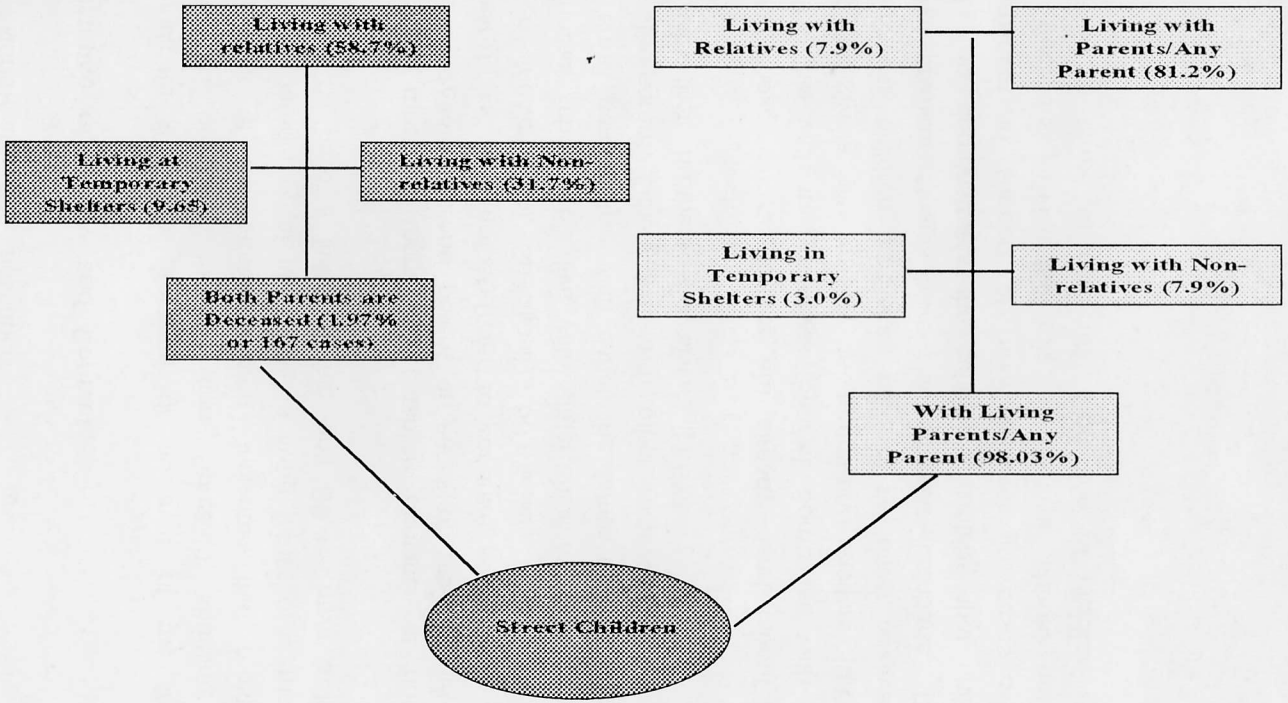
D.1. Existence of Family and Contact

Results indicate that the presence or absence of the family seems to be less critical in the definition. *Figure 1*, showing the living arrangement of the street children, indicates that most of them have living parents or at least have a living father or a mother (98%). About 94.2% have a living mother and 86.4% have a living father.

Most of those with a living parent or either of the parents live with both their father and mother (*refer to separate section on living arrangement of the children*). Specifically, 68.4% live with both their father and mother; about 18% live with either their mother or father only; and a small percent live with either the father or mother who live with a step-parent. Others live with other relatives (8.6%), and a few live with their brothers and sisters (1.6%).

Majority of those whose parents are already dead (about 167 cases or 1.9%) live with their relatives (58.7%). Some live with non-relatives (31.7%), while others stay in temporary shelters (9.65%). That the parentless children are taken care of by other relatives is something that previous studies have also affirmed (Lamberte, 1994; PSSC 1991). This demonstrates the cultural advantage that children have with respect to support of other relatives in cases where parents are deceased. Thus, the role of relatives should not be under estimated in terms of care and protection of children.

Living Arrangement of Street Children



In general, about 10% of the children live with other people not in any way related to them. More than a majority of these live with other children (72.2%), and this is observable particularly in the National Capital Region, Luzon and Mindanao (*Table 17*). More than one-fourth (27.2%) stay in a shelter. It is also important to note that a small percentage (11%) of those with living parents or any parent live with people other than their own family or relatives. This particular group of children joined those with no families at all in living in the streets or staying in a shelter.

Home ties seemed to be maintained by children with families of their own, since most of them still establish contacts at home. About 91% were reported to have gone home within the past three months and most do this everyday (90.1%). Only a small percent, 9.9 %, failed to visit their homes and/or families (see detailed discussion in *Part VI*).

Observation results also show that children staying in the streets are not alone by themselves. Interestingly, about 25% of those who roam the streets are accompanied by their own families, a finding that was not shown in previous studies conducted about street children. Some were seen with their brothers and sisters (18.8%), and the others with other children (54%). This finding seems to validate the observations reported by the ADB Report indicating families being seen on the streets in recent times.

D.2. Number of Hours the Children Stay on the Streets and Activities

Another way of characterizing street children is to determine the amount of time they stay on the streets. Findings show that although a greater percentage of the children stay in the streets between four to six hours, quite a number are also found to stay on the streets for more than eight hours a day. Interestingly, nearly 8% of the street children stay on the streets for the whole day till

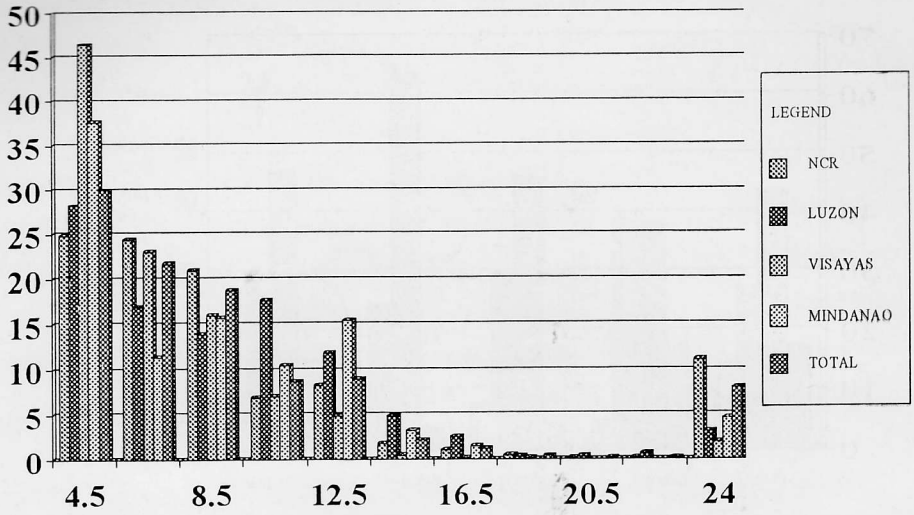
night time (see *Figure 2*). As indicated in the previous discussions, the number of hours appear to be important in distinguishing street children from those who may be found in the streets within a short span of time.

Table 3
Observed Activities of Street Children
(In Percent)

Activities	NCR	Luzon	Visayas	Mindanao
1. *Income-Generating*			41.09	44.64
Vending	48.13	66.0		39.29
Wash/watch cars, buses, market stalls	21.49			
Shoe-shine, making deliveries		34.29		
Scavenging			49.0	
2. *Resting/Interacting*				
Playing	51.85	48.65	58.13	
Sleeping	18.52			
Telling stories/ conversing with other children		21.62		
Eating and drinking			21.71	
3. *High Risk Behavior*				
Sniffing Rugby	64.41		27 out of 33	
Gambling	22.03			

As posited, what makes street children distinct from the rest of the other children is the fact that they are engaged in varied types of activities while on the streets. Generally, most of the street children engage in income-generating activities, and this is predominant for those coming from the National Capital Region and Mindanao (*Figure 3*). For those in the National Capital Region, the predominant activities engaged in were: a) income-generating activities, such as vending (48.13%), washing and/or watching cars, buses and market stalls (21.49%); b) resting and interacting with peers, e.g, as playing with other children (51.85%), or sleeping (18.52%); and c) engaging

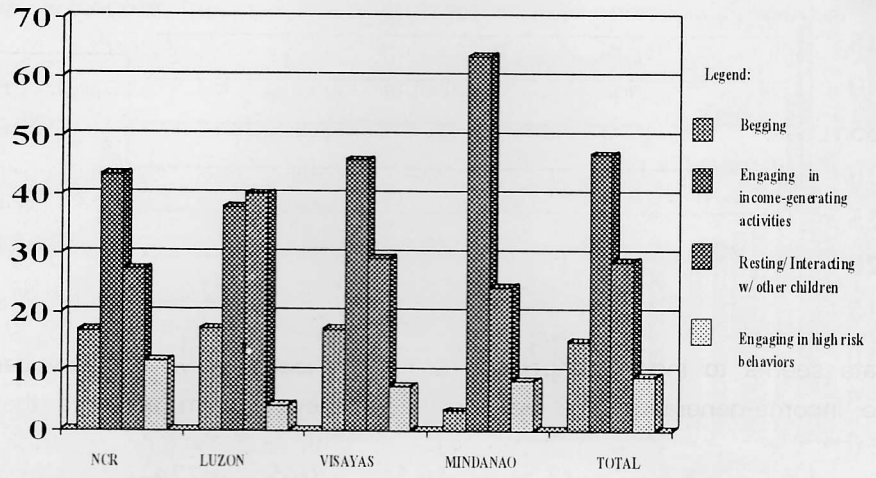
NUMBER OF HOURS THE CHILD IS OBSERVED TO BE ON THE STREETS *(In percent)*



in high risk behaviors such as sniffing rugby (64.41%), and gambling (22.03%). For Luzon, the children engaged in income-generating activities such as vending (66%), shoe-shining and making deliveries (34.29%). Resting and interacting with other children in the streets are also predominantly observed among children from Luzon in the form of playing (48.65%) and telling stories/conversing with other children (21.62%).

Similar to the National Capital Region, children from the Visayas also predominantly engaged in: a) income-generating activities such as vending (41.09%) and scavenging (49%); b) resting and interacting with other children in the form of playing (58.13%), eating and drinking together with other children (21.71%); and c) high risk behavior such as sniffing rugby (27 out of 33 children observed). The children in Mindanao are observed to be predominantly engaged in income-generating activities, such as vending (44.64%), washing/ watching cars, buses and market stalls (39.29%).

Observed Activities Undertaken by Children by Area



Indeed, street children perform other types of activities while on the streets and this observation seems to differentiate them from victims of child labor and the indigent who are merely playing and resting on the streets. The street children earning a living in the streets need not have a formal employee. More importantly, their earnings initially go straight to their own pockets. One could not infer, however, whether the earnings remain in the children's pocket or is afterwards given to someone else including their parents or street adults who take care of them.

In short, what makes street children distinct from those in child labor is that those in the latter earn a regular income, or at least have a regular share in the income, while the former have irregular earnings and are oftentimes self-employed although working with other children. In addition, among street children, earning a living is just one of the activities they do on the streets, while those in child labor or even the regular working children earning a living is the sole activity done within a day or night.

D.3. Location and Places Where Children Stay

Another task being carried out in identifying and producing an enumeration count of the street children is to determine their "tambayan" or location and "hang-outs." During the conduct of the interviews, a higher percentage of the children are located on the streets (36.5%), market (18%) and worship/recreation or leisure areas (12.4%). Other places where they were seen to have assembled daily are terminal stations of buses and jeepneys (5.3%), public buildings (3.6%), business establishments (8.7%), neighborhood (3.5%), and landfills or dumpsites (3%). Close examination of the data seems to indicate that they stake out locations where they can do income-generating activities or where they perform activities they desire to do while in the streets. This observation supports previous researches very well (Lamberte, 1996; 1997; Blanc, 1994).

It is interesting to observe that the location of children varies according to island groupings of the cities (*Table 4*). For instance, in Metro Manila, the highest percentage of the children was located on the streets (43.2%). Other places where they were also located are the market (12.3%), worship and recreation or leisure areas (11.6%,) and business establishments (11%). In other cities of Luzon, the children were generally located in the market (40.4%), on the streets (27.1%), and in worship and recreation or leisure areas (18.8%).

In the Visayas, the highest percentage is located in the streets (40.4%). Other notable places are those of worship and recreation or leisure areas (11.6%), business establishments (9.1%), and markets (8.8%). Mindanao follows a pattern similar to that of the other cities in Luzon where a greater number of the children are located in the market (32.1%) and streets (20.3%). Other places reported are places of worship and recreation/leisure areas (12.5%), and terminal stations of buses and jeepneys (12.3%). During the day, the children usually stay daily in the streets (25.5%), market (19%),

neighborhood (18%), worship/recreation/leisure areas (13.1%), and business establishments (10%). Interestingly, Metro Manila and Visayas have similar patterns of observations (*Table*). A greater percentage of the children stay on the streets during daytime (33.4% for NCR and 28.3% for Visayas). On the other hand, other cities in Luzon and Mindanao have similar results, since the highest percentage of the children in these areas stay in the market during the daytime (40.7% for Luzon and 23.7% for Mindanao).

Each day, the children stay in a different place at night and during the day (*Table 4*). They usually stay in the neighborhood (39.4%), and this is observable in all the regions. Children from the Luzon and Mindanao areas mostly stay in the neighborhood during the night (Luzon, 65.8%; Mindanao 42.6%). In Metro Manila and in the Visayas, an almost equal percentage of children stay during the night in the neighborhood (NCR, 33%; Visayas, 37.3%) and streets (NCR, 26.8%; Visayas, 24.5%).

In summary, street children can generally be located in the streets and they stay for a longer period of time during the day and night. They are engaged in various types of activities, and are located mostly in public places. The types of activities they are engaged in are mostly connected to the types of places they usually stay and settle in for the day or night.

Table 4
Location of Street Children During Interview
National, 1999
(in Percent)

LOCATION	Region				TOTAL
	NCR	Luzon	Visayas	Mindanao	
Market	12.3	40.4	18.8	32.1	18.0
Streets	43.2	27.1	40.4	20.3	36.5
Terminal/transportation stations	40.0	2.6	3.5	12.3	5.3
Worship/recreation/leisure areas	11.6	18.8	11.6	12.5	12.4
Public buildings	5.1	1.1	2.4	3.0	3.6
Business establishments	11.0	1.8	9.1	6.0	8.7
Vacant house/buildings/ abandoned buildings	0.1	0.5	1.2	0.6	0.5
Drop-in center/processing center	9.3	1.8	6.8	8.3	8.0
Neighborhood	2.3	1.6	6.1	4.1	3.5
Creeks/river banks/sea wall	1.0			0.7	0.6
Dumpsite/landfill		4.4	10.1		3.0
TOTAL	100.00	100.00	100.00	100.00	100.00
N	4126	882	2160	1716	8884

E. Implications of the Conceptual Clarification and the Constructed Model for Program Strategy

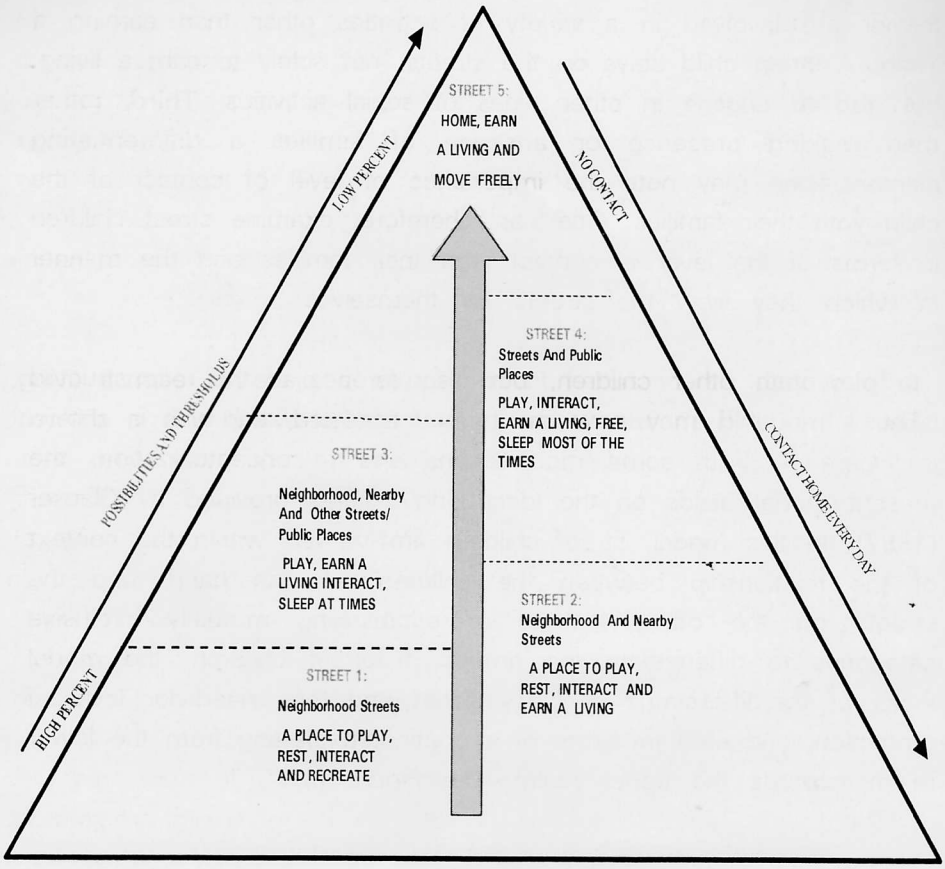
In the years of continued involvement with street children, what seemed to be a generic term that is simply used oftentimes by social researchers, development and welfare practitioners and advocates has become problematic and less clear. Difficulties emerge as an empirical reality is uncovered by research. The label 'street children' has been used as a generic term in reference to the relationship of the children to the street. Nonetheless, the categories—namely, "children on the streets," "children of the streets and abandoned children," — which were used to differentiate the children in reference to the relationship that exists between the 'child' and the 'streets' as well as between the 'child' and his/her family, overlap. This differentiation uncovers some hidden assumptions that empirical findings did not support. For example, the findings referring to street children as having weak ties or no families at all, or street children losing contact with their families, were not empirically supported by the present study. Noting empirical findings gathered by past studies, street children in general do not fit these categories when family ties are used as a differentiating element.

In the light of the findings of the enumeration survey, street children may be conceptualized in terms of three important factors, namely: the amount of time they spend on the streets, the variety of activities they engage in while on the streets, and the frequency of their contacts at home. Several points may be raised in relation to the reconstructed definition of the label. **First,** children who are already taken care of by shelters or centers should not be labeled street children. Like any other children in orphanages or welfare centers, they may now be labeled 'institutionalized children.' The status of the children changes, given the fact that they are taken away from the streets and are taken care of by either public or private agencies and their respective service agents. The label must now be used always in reference to the relationship that exists

between the children and the streets. **Second,** street children seem to differ from urban poor working children in general, in that the former are involved in a variety of activities other than earning a living. A street child stays on the streets, not solely to earn a living, but also to engage in other types of social activities. **Third**, rather than making presence or absence of families a differentiating element, one may note the importance of level of contact of the child with their families. One can, therefore, examine street children in terms of the level of contact with their families and the manner in which they view the streets for themselves.

To capture the organized frame of reference of the reconstructed label, a model has consequently been formulated, and this is shown in *Figure 4*. With some modifications and re-conceptualization, the present model builds on the ideas and insights provided by Glauser (1997). In this model, street children are viewed within the context of the relationship between the children on one hand, and the streets on the other. Instead of establishing mutually exclusive categories to differentiate the groups of street children, the model looks at the life status of the children and their need for level of protection, and care in terms of a continuum starting from the lower realm towards the upper realm (see *Figure 4*).

CONTINUUM OF STATUS



The broken line, which is the imaginary threshold line, indicates the slow graduation or change in the status of the child, and the manner by which he/she views the streets. The children in the lower realm have a close relationship with their families. At this level, the children view the streets as just a playground located in front or near their homes. The street may be seen as part of their own homes. Proximity to their families is still felt by the children, and thus the street is merely seen as a playground and a place to establish social life with other children. Most of the indigent urban poor children seen in the streets may fall into this lower realm. Some of the children may slowly see the street not only as a place to play with other children, but also as a place to earn a living. Thus, the child may now move into another level with a different view of what the street is. Not only does he spend his time in the neighborhood, but he also expands further by going to nearby public places. Some would continue playing and earning a living on the streets, not only in the immediate neighborhood, but also in other public places. Perhaps because of convenience and influence by peers, the children learn and start to sleep on the streets. An added activity is now seen, and the street is seen as a place to spend the night. In the absence of supervision and attention of responsible parents or adults in the family, the child may now stay longer on the streets, and later realize the joy of having freedom of movements while on the streets. Feeling free in terms of movements while on the streets, the children start and learn to follow the activities of his peers in the streets. Slowly, he socializes himself on the streets with fellow street children and finally assimilates the ways of the other children who stay on the streets most of the times. This experience gradually moves to a higher realm making the streets not only a place to earn a living or play and interact with others, but also a home itself. In the end the child loses regular contacts with his/her family in spite of having a natal family. In the last two realms, the socialization occurs away from the family and, in most cases, the children are neglected or unprotected while on the streets.

Looking at the phenomenon of street children using this model provides an effective and easier way of benchmarking and designing programs for street children. The program may range from a preventive approach, which may start with the children at the lower realm (mostly indigent ones), to the rehabilitative and institutional approaches in addressing the concerns of the children at the upper realm. What is implied here is that concerned families and welfare service agents need to be pro-active in intervening into the continuum, preventing children from the lower realms to go to the upper realm. Street level service agents need to become alert in order to arrest the tendency of the children to gradually like 'street life.' A more organized and comprehensive strategy must be developed so that children moving from one threshold to another may be protected and cared for.

IV. ESTIMATES ON THE NUMBER OF CHILDREN, AND FACTORS RELATED TO ESTIMATES

Having clarified the meaning of the label 'street children', one can now come up with a count and estimate. However, before proceeding with the estimate, some methodological clarifications are necessary in order to obtain adequate understanding on how the estimates were arrived at in this study.

Coming up with an estimate is a daunting endeavor. Certain problems exist in coming up with a headcount, and these were thoroughly discussed in the previous section of this paper. Given limited information about the population of street children in the country and manpower, as well as financial resources, the present study adopted a non-traditional approach in arriving at estimates. While objective criteria and indicators have been used as bases for the estimates, these have been complemented by the use of subjective judgment on the part of the participating street educators.

A. Estimates for 22 Selected Cities and Factors Related to Adjusted Estimates

Certain steps were undertaken to arrive at the estimates for 22 selected cities and these were as follows:

Step 1: Conducted of an enumeration count and survey in areas/places mapped out by the street educators. This was done in two ways: a) a masterlisting of the children interviewed, that is, children 7 years and above found in the streets, and b) a masterlisting of the names and recording of a few relevant characteristics of the children aged less than 7 years old.

Step 2: Establishment of a master list of all children covered in the enumeration survey and came up with a headcount. This list is now called the 'DLSU-based Master List.'

Step 3: Establishment master list and headcount drawn from records of Ahon Rescue Operation Coverage. In this stage, the core researchers with the assistance of the street educators obtained the list of children monitored by the Ahon Rescue Operation from February to June 1999, from various sources like the NPSC, the DSWD-NCR Unit, and LGUs. This is particularly true for the Metro Manila area.

Step 4: Establishment of a master list and headcount of Street Children Served by ChildHope-Philippines in Metro Manila area.

Step 5: Cross-checking and editing of all the master lists and headcount records for control of possible double-counting.

Step 6: Establishment of the draft of master list and actual enumeration headcount;

Step 7: Validation of the master list and enumeration headcount with street educators;

Step 8: Application of the analyst triangulation approach. Here, the street educators were instructed to come up with a collective judgment, similar to an inter-rater reliability judgment, based on their existing knowledge and information, about the estimated percent of street children in their area who remained uncovered by the enumeration count and survey for reasons of distance, time at which the children stay and roam on the streets (e.g. late night or early morning) and time availability of the street educators themselves and manpower constraints.

Step 9: Establishment of the Adjusted Estimates (see *Technical Note in the Appendix for discussion of the method*)

Step 10: Establishment of predictability of the adjusted estimates by correlating some relevant variables with the adjusted estimates. Given of small number of cities covered by this study, correlation measures were applied instead of regression analysis.

One could note several processes and stages that the present study underwent before the headcount and estimates for the covered cities were arrived at. Several research validation activities were also conducted to ensure adequacy and reliability of the estimates. While a rigorous statistical tool (e.g. regression analysis) could have been used to arrive at the estimation, this was not possible due to the limited number of cities covered in the study.

Results show that there are about 22,556 estimated street children in the 22 cities covered by this study (*Table 5*). Metro Manila recorded the highest number, which is approximately 11,346 children. Manila (3,266), Quezon City (2,867), Kalookan (1,530) and Pasay (1,420) had the highest number of highly visible children in the streets.

Other cities in Luzon recorded 1,557 and among these, Baguio recorded the highest number (833), followed by Naga (423) and Olongapo (301).

Metro Cebu has an estimated total of 3,881 with Cebu City registering the highest (2,492). Other cities in Visayas have an estimated total of 1,994 children. Bacolod registered the highest (1,080) followed by Iloilo (914).

Mindanao recorded an estimated number of 3,778. Davao City recorded the highest (1,694) followed closely by General Santos (1,014) and Cagayan de Oro (1,070).

To determine the predictability of the adjusted estimates, a correlational statistical analysis was done. Results show that taken together, adjusted estimates are significantly and positively correlated with the cities' population of children aging 1 to 18 years of age and density (*Table 6*). The higher the number of younger population in a city, and the higher its density, the higher is the number of street children in the city.

Analyzed separately, data from the National Capital Region shows that adjusted estimates are significantly related to some important factors. Findings show that the number of street children in the cities of Metro Manila is much more influenced by three major factors, namely: 1) population of younger people and density, 2) family-related variables such as having the high number of single parents and separated couples, and 3) poverty incidence and drop-out from elementary schooling (*Table 6*). The findings seem to demonstrate that cities with high number of single parents and separated couples are likely to have more number of children in the streets. As suspected, poverty and dropping out from elementary schooling also contribute to rising number of highly visible children in the streets.

Table 5
Estimated Number of Street Children in Selected Major Cities in the Philippines
DLSU-SDRC/ UNICEF/ NPSC STUDY, 2000

Region	Cluster Cities/Cities	Survey Headcount	Adjusted Estimate of Street Children
A. National Capital Region	**A.1. Manila Cluster**		
	1. Manila	1273	3266
	2. Mandaluyong City	125	281
	3. San Juan City	167	350
	4. Makati City	41	320
	Sub-Total	**1,606**	**4,217**
	A.2. Metro Quezon		
	5. Quezon City	947	2867
	6. Marikina	75	256
	Sub-Total	**1,022**	**3,123**
	A.3. Metro South		
	7. Pasay City	147	1420
	8. Paranaque City	40	240
	9. Muntinlupa City	233	508
	10. Las Pinas City	210	308
	Sub- Total	**630**	**2,476**
	A.4. KAMANAVA		
	11. Kalookan City	997	1530
	Sub-Total	997	1530
	Regional Total	**4,255**	**11,346**
B. Luzon	12. Baguio City	358	833
	13. Naga	338	423
	14. Olongapo	241	301
	Regional Total	**937**	**1,557**
C. Visayas	**C.1. Metro Cebu**		
	15. Cebu	623	2492
	16. Lapu-lapu	375	536
	17. Mandaue	512	853
	Sub-Total	**1,510**	**3,881**
	C.2. Other Cities		
	18. Bacolod	216	1080
	19. Iloilo	457	914
	Sub-Total	673	1,994
	Regional Total	**2,183**	**5,875**
D. Mindanao	20. Cagayan de Oro	428	1070
	21. Davao	593	1694
	22. General Santos	710	1014
	Regional Total	**1,731**	**3,778**
	Grand Total	**9,106**	**22,556**

Table 6
Spearman Rank Correlation Coefficients:
Adjusted Estimates vs. Some Selected Variables

Selected Independent Variables	Correlation Coefficients	Level of Significance
A. Analysis for All Cities		
1. Population aged 1 to 18 years of age	0.858	0.01
2. Elementary drop-out rate, 1997	0.287	-
3. Secondary drop-out rate, 1997	0.206	-
4. Population density	0.540	0.05
5. Population growth rate	0.028	-
6. Percent of single parents	0.096	-
7. Percent of separated individuals	0.207	-
N= 22		
B. Analysis for National Capital Region		
1. Population aged 1 to 18 years of age	0.700	0.01
2. Poverty incidence, 1997	0.579	0.05
3. Secondary drop-out rate, 1997	0.079	-
4. Elementary drop-out rate, 1997	0.479	0.05
5. Population density	0.661	0.05
6. Percent of single parents	0.564	0.05
7. Population growth rate	0.212	-
8. Percent of separated individuals	0.636	0.05
9. Percent of individuals living in common-law marital arrangement-	0.355	-
N=11		
C. Analysis for Other Cities in Luzon, Visayas and Mindanao		
1. Population aged 1 to 18 years	0.855	0.01
2. Elementary drop-out rate	0.758	0.01
3. Secondary drop-out rate	0.325	-
4. Population density	0.050	-
5. Percent of single parents	0.119	-
6. Population growth rate	0.351	-
7. Percent of separated individuals	0.268	-
8. Percent of individuals with common-law marital arrangement	0.234	-
N=11		

In other cities of Luzon, Visayas and Mindanao, what appeared as contributory factors are the cities' population of younger population and rate of elementary drop-out. It must be noted that correlations with poverty incidence were not done for these cities because city level data was not available during the conduct of this study. What was made available to the public were those of the cities in the National Capital Region.

B. Cluster Analysis Results and National Estimates

To arrive at the estimates for the entire country, certain steps were also undertaken. These are as follows:

Step 1: Based on the correlation results, all cities in the country were subjected to cluster analysis using the variables that were significantly related with adjusted estimates, namely, population of younger population aged 1 to 18 years old and population density. The application of the cluster analysis is meant to group the cities homogeneously according to these variables. Cluster analysis results facilitate groupings of the cities into:

Cluster 1: Classified as cities with high population density and with high number of younger population aged 1 to 18 years;

Cluster 2: This group of cities consists of cities with moderate population density and moderate number of younger population aged 1 to 18 years;

Cluster 3: This group comprises cities with relatively low population density and with less number of younger population aged 1 to 18 years;

Step 2: Determining of the proportion of the adjusted estimates of street children to the population of younger population aged 1 to 18 years for each of the selected 22 cities;

Step 3: Grouping of the 22 selected cities according to clusters based on cluster analysis outcome;

Step 4: Computation of the average proportion of the adjusted estimates to population of younger population per cluster with classified cities serving as representatives of each of the clusters (see *Table 5*);

Step 5: Computation of the total population of younger population aged 1 to 18 years per cluster;

Step 6: Computation of the total estimates of the three clusters to come up with the national estimates. This is done by multiplying the weighted average proportion of the adjusted estimates by the total population of children aged 1 to 18 years.

The results of the national estimates are shown in *Table 7*. It must be pointed out that the estimates are limited only to cities that have available 1995 National Statistics Office data on population density and the population of younger population aged 1 to 18 years. Thus, out of the recently reported total number of 83 cities in the country, only 75 were included in the analysis. The cities that were not included in the estimates may include those cities that were just recently established by the local government units. Although covered in the 1995 Census on Population and Housing, these areas may not have been reported as cities during the conduct of the 1995 Census but rather as municipalities.

Table 7
National Estimates of Street Children, 2000
(DLSU-SDRC/UNICEF/NPSC Study, 2000)

Clusters	Population of Individuals Aged 1 to 17 years	Representing Cities	Average Proportion of Adjusted Estimates to Population Aged 1 to 17 years	Average Estimate of Number of Street Children	Total Estimates Per Cluster of Cities
Cluster 1: Cities with high population density and high number of population aged 1 to 18 years	2, 220, 975 (4 cities)	Manila Kalookan Quezon City Davao	0.0042	**9,328**	**9,328**
Cluster 2: Cities with moderate population density and moderate number of population aged 1 to 18 years	804,036 (17 cities)	Las Pinas Makati Marikina Muntinlupa Paranaque Pasay Iloilo Bacolod Cebu Cagayan de Oro General Santos	0.0051	**4,101**	**14,173**
Cluster 3: Cities with low population density and less number of population aged 1 to 18 years	1,947,632 (54 cities)	San Juan Baguio Olongapo Naga Lapu-Lapu Mandaue	007	**13,633**	**20,934**
Grand Total					**44,435**

If one were to compare the aforementioned national estimate of street children in the country, one could proceed by arriving at the estimates of the population of street children in the country based on the count on the reported number of poor families in urban areas of the country and on the weighted proportion of the adjusted estimates of street children to total estimated number of children aged 1 to 17 years of age.

Based on the 1998 head count of poverty incidence in the country, which is about 1,208,000 families, there are about 4,832,000 urban indigent children in the country. Out of this segment about 36,240 (downside estimate) to 50,736 (high side estimate) may be considered as street children, or children who are highly visible in the streets, or about 20% of the total number of street children in the country. This count is based on the previous literature showing an average number of 4 children among the urban poor families. From this figure, one can arrive at an estimate of 50,736 street children population based on the weighted mean of the proportion of adjusted estimates of children to population of children aged 1 to 17 years of age which is 0.0054. If one were to compare the two population estimates of street children one would realize that the estimates do not differ significantly.

V. SOCIO-DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS OF STREET CHILDREN AND THEIR FAMILIES

This portion presents the socio-demographic and economic characteristics of the street children and their families. It aims to describe the relevant socio-economic profile of their families with the end view of understanding the situational context on which the children live.

A. Location and Residence

The mobile nature of the children is very much seen in terms of looking at the place where they were born or possibly reside and the area where they were located (*Table 8*). Results show that majority of the children were located in areas/barangays different from their place of residence (50.6%). This is observable particularly among those coming from Metro Manila (52.1%) and Luzon (53%). Nearly half of those from Visayas and Mindanao also recorded the same pattern of observation (Visayas, 49.6%; Mindanao, 47.2%). Data further indicates that one-fifth of the children are residing in a city different from where they were located (25.4%). This is seen more in Mindanao (32.4%), Metro Manila (26.1%) and other cities in Luzon (27.2%).

B. Age and Gender

It is important to note that while the survey initially aimed to cover only children aged 1 to 17 years of age, it was decided to include those beyond 17 years of age or the youth because during the conduct of the interviews, street educators noted the presence of this category of children on the streets. It is also important to note that highly visible children enumerated have an age range as wide as from 2 to 25 years. Children below 7 are also noted, even those as young as 2 years old. Some of them were known by the street educators to be children who already grew up on the streets. They are viewed as long-time beneficiaries of the services provided by the street educators. About 4.6% of the respondents may be considered as youth aged 19-25 years (*Table 9*).

Children covered in this study are generally in their early adolescence with an average age of 14.62 or approximately 15 years. The children covered in the present research seem to be much older than those included in the studies of PSSC (1991) and

Table 8
Place of Birth in Relation to Location By Area
(in Percent)

Place of Birth	Area				TOTAL
	NCR	Luzon	Visayas	Mindanao	
Same barangay	6.5	7.4	18.4	16.2	11.3
Different barangay, same city	52.1	53.0	49.6	47.2	50.6
Different city, but same province/ metropolitan area	15.3	12.4	15.0	4.2	12.7
Different city/metropolitan area	26.2	27.2	17.0	32.4	25.44
N of Cases	**3,822**	**874**	**1,913**	**1,675**	**8,284**

Lamberte (1994;1997).The PSSC study reported an average age of 12 years while that of the Lamberte study was 13.1 years.

Most of those covered are in their middle and adolescent years, aged 6-12 (46.9%) and 13-15 (31.5%). Among the children in the National Capital Region, the highest percentage of children fall within the age range 6-12 years (49.3%) and this is immediately followed by those within the age range 13-15 years (29%). Notably, in both NCR and Visayas, nearly half the children are in their adolescence stage, 49.8% for NCR and 49.7% Visayas. In Luzon and Mindanao, more than half are adolescents — that is, for Luzon, 60%, and Mindanao, 56.8%. The highest percentage of youth staying on the streets is found in the National Capital Region (6%) and Luzon (6.2%).

Table 9
Age Distribution of the Children Covered by Areas
(In Percent)

	Areas				
Age (Years)	**NCR**	**Luzon**	**Visayas**	**Mindanao**	**Total**
2-5	0.9	0.2	1.6	0.2	0.8
6-12	49.3	39.8	48.6	43.0	46.9
13-15	29.0	33.1	31.2	36.9	31.5
16-18	14.8	20.7	16.8	16.1	16.1
19-25	6.0	6.2	1.7	3.8	4.6
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
N	**3,986**	**885**	**1,929**	**1,713**	**8,513**

Consistent with the findings of the previous studies, the highly visible children on the streets are mostly males, 67.7% compared to females, 32.2%. Males are generally much older than females (*Table 10*). Among the males, those in late adolescence and youth years comprise 22.3% while among the females it is 17.4%.

Table 10
Age Distribution by Gender
(In Percent)

Age (Years)	Male	Female	Total
1-5	0.7	1.1	0.8
6-12	43.4	54.3	46.9
13-15	33.5	27.3	31.5
16-18	17.7	12.8	16.1
19-25	4.6	4.6	4.6
Total	**100.0**	**100.0**	**100.0**
N	**5,761**	**2,751**	**8,512**

Females in their middle years constitute 54.3% while those males institute 43.4%. There are more males who are in their adolescence years for ages 13-15 years, 33.5%, than among the females, 27.3%.

Children generally belong to a large family size in that they usually have an average of 5 living brothers and sisters. Larger family size is notable in Mindanao and Luzon (*Table 11*). Majority (51.5%) have siblings ranging from 5 to 9. About 30% have 3 to 4 brothers and sisters and almost 31% have 5 to 6. These findings are observable in all of the regions. The average number of living sisters is 2.4 and of during brothers is approximately 3. Almost half have 1 to 2 living sisters and 2 to 3 living brothers. The findings of this study follow a similar pattern as that of the studies of 1988 NCSD/UNICEF/DSWD, the 1991 PSSC and Lamberte 1994 and 1997.

Table 11
Number of Living Siblings by Areas
(In Percent)

Categories	Areas				Total
	NCR	Luzon	Visayas	Mindanao	
none	2.4	0.6	0.7	0.8	1.5
1-2	14.1	8.7	10.2	8.0	11.4
3-4	32.4	24.5	31.7	26.4	30.2
5-6	29.4	29.8	31.9	33.0	30.8
7-9	18.1	28.1	20.3	23.7	20.7
10 and more	3.5	8.4	5.3	8.2	5.3
Mean	**4.8**	**5.8**	**5.2**	**5.6**	**5.3**
N of case	**4,000**	**866**	**1,937**	**1,699**	**8,502**

In terms of birth order, more than half (61.8%) are middle children and about one-fourth (25%) are eldest. This observation is true particularly true for Luzon (70.1%), Mindanao (71.1%) and Visayas (65.1%). Although majority of the children in Metro Manila may be considered as middle child (54.3%), more than one-fourth (28.4%) are the eldest in the family (*Table 12*).

Table 12
Ordinal Position of the Child in the Family

Position in the Family	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Youngest Child	17.3	11.2	10.7	7.8	13.2
Middle Child	54.3	70.1	65.1	71.1	61.8
Eldest Child	28.4	18.7	24.2	21.1	25.0
N of Cases	**3,929**	**866**	**1,921**	**1,688**	**8,404**

Ordinal position of the child in the family significantly varies according to living arrangement of the child. It can be gleaned from *Table 13* that although more than half of those living with non-relatives are middle children (55.7%), a considerable number (29%) of children are considered eldest among the siblings. Compared to

those living with family/relatives, nearly two-thirds (64.4%) are middle children. Eldest children comprise nearly one-fourth (24.3%).

Table 13
Ordinal Position of the Child in the Family According to Living Arrangement

Ordinal Position	Living Arrangement		
	Living with family/relatives	Living with non-relatives	Total
Eldest	24.3	29.0	24.8
Middle	64.4	55.7	63.4
Youngest	11.3	15.3	11.7
Total	100.0	100.0	100.0
N of Cases	**7,313**	**949**	**8,262**

More than one-fourth of the children (34.4%) have not gone to school for the past school year. The situation is much more problematic in the Visayas (36.6%) and the National Capital Region (34.4%). Other cities in Luzon and Mindanao recorded nearly equal percentage of children not attending school, 33.4% for Luzon and 32.1% for Mindanao. The educational assistance that the agencies and the LGUs provide to street children may have been positively affecting the school attendance of the children. Comparison between the present data and those of the previous studies indicates that anent percent of drop-outs, the present figure is much lower than those studies done by PSSC (42%) and Lamberte, (53%).

The highest percentage of those who dropped out of school have reached primary level (40.4%) and this observation is consistent with the findings of PSSC and Lamberte. This pattern is notable in all the regions except Luzon. In this particular region, the highest percentage of drop-outs reached at least intermediate level (43.4%). In this area, too, more than three-fourths (73%) have reached intermediate and high school levels. More than half in NCR (57.2%), Visayas (50.8%) and Mindanao (56.2%) have attained intermediate and high school levels before dropping-out from school. As a

whole, about 57.8% have at least reached intermediate and high school levels.

Since it was observed that children are also engaged in many types of activities while in the streets, one could likely infer that street children are not fully concentrated on schooling. Many more activities, aside from being in the streets, compete with school participation, possibly dividing their attention. Some children have not been able to continue schooling. Data show that among those who enrolled within the 1998-1999 school year period, nearly 10% dropped-out in the middle of the school year.

During the conduct of the study, most of the children who pursued their schooling were in the primary and intermediate levels (*Table 14*). About 42.2% are in intermediate while 36.3% were in the primary level. Children from Luzon and Mindanao reached a relatively higher level. More than two-thirds are in the intermediate and high school levels (68.4%% for Luzon and 64.8% for Mindanao).

Table 14
Educational Sttaus of Children By Area
(in Percent)

Characteristics	Area				TOTAL
	NCR	Luzon	Visayas	Mindanao	
1. Percent in school during past 12 months	65.6	66.6	63.4	67.9	65.6
N of cases	**4,046**	**883**	**1,953**	**1,714**	**8,596**
2. Percent still in school	93.4	76.4	91.0	91.1	90.6
3. Present Grade in School					
Pre-School	1.7	31.1	0.5	0.5	1.0
Primary	34.9	44.7	43.1	34.6	36.3
Intermediate	42.9	23.7	39.0	42.9	42.2
High School	20.0		17.2	21.9	20.1
Vocational	0.04		0.1		0.04
College	0.6	0.4	0.1	0.2	0.4
N of cases	**2,461**	**447**	**1,123**	**1,056**	**5,087**
4. Grade When Stopped School					
Pre-School	2.0	1.0	0.6	0.5	1.3
Primary	39.8	25.7	48.3	43.1	40.4
Intermediate	37.2	43.4	38.0	39.3	38.6
High School	20.0	29.6	12.8	17.2	19.2
College	1.0	0.2	0.3		0.5
N of Cases	**1,320**	**401**	**648**	**606**	**2,975**

Surprisingly, parents of street children are engaged in economically gainful activities. Eighty-seven percent of the fathers have gainful work (87%). A higher percentage are in the service sector (44.5%). Nearly one-third (29.4%) are engaged in skilled type of work while the rest are in sales (16.4%) and agriculture/fishery (6.7%). Those involved in begging and scavenging constitute a small percent (2.3%).

Among the fathers not engaged in gainful work (13% or 895 cases), only 39% are reported to be actively seeking for work. The rest do not seek work because (a) he is ill (49.1%), (b) he is in prison (13%), (c) he is perceived to be lazy (12.7%), and (d) he cannot find a job (12.1%).

More than two-thirds (63.4%) of the mothers are also engaged in gainful work. They are mostly engaged in sales/vending (48.2%) and services (40.8%). The rest are engaged in a skilled type of work (6.1%), scavenging and begging (3.2%) and agriculture (1.2%).

For those mothers not engaged in gainful work (i.e., 36.6% or 2,827 cases), only about 19.4% are reported to have actively sought for work. These mothers no longer look for work because they are doing household work (40.7%) and they also take care of the children (32.9%) at home. Other reasons given are: (a) she is perceived by the child to be lazy (11.9%), (b) she is ill, and (c) she cannot find a job/no qualifications (3.2%) at all.

VI. FAMILY RELATIONSHIP AND SITUATION

A. Living Arrangement

Living arrangement has been found to be a critical variable in understanding the situation and the behaviors of the children in the streets (Blanc,1994 and Lamberte, 1994). This section therefore discusses the results pertaining to the living arrangement of the children.

As shown in the earlier discussion, almost all of the children (98%) have living parents or at least a living mother or father. Of this group of children, however, only 81.2% live with their parents or any parent. The rest live with other relatives (7.9%), with non-relatives (7.9%) or in the temporary shelter (3%).

In general, however (that is, irrespective of whether the child has living parents or any parent or none at all), data shows that only 88.5% of the children live with their families and relatives. About 11.5% live with non-relatives, specifically with other children, adoptive parents or in a shelter.

For those children living with their families and relatives, only about 68.4% live with their father and mother (*Table 17*). Others live with either the father or mother only (18%), other relatives such as the grandparents (8.6%), or brothers or sisters (1.6%). About 3.4% live with "blended" families, that is, the father or the mother living with a step-mother or a step-father.

Table 17
Family Relationship and Environment of Children by Area
(In Percent)

Characteristics	Area				TOTAL
	NCR	Luzon	Visayas	Mindanao	
1. Percent of Children Whose Mother is Alive	93.9	95.0	94.4	94.5	94.2
N of cases	**4,025**	**883**	**1,945**	**1,705**	**8,558**
2. Percent Children Whose Father is Alive	86.6	85.1	85.6	87.5	86.4
N of Cases	**3,994**	**879**	**1,930**	**1,708**	**8,511**
3. Living with Relatives					
Father & Mother	68.2	68.9	68.1	68.7	68.4
Father/Mother only	18.26	16.4	19.8	15.8	18.0
Father/Mother & Spouse	3.7	3.8	2.5	3.8	3.4
Brother/Sister	1.2	1.7	1.8	2.3	1.6
Other Children	8.4	9.2	7.9	9.4	8.6
N of cases	**3,407**	**818**	**1,741**	**1,539**	**7,505**
4. Living with Non-Relatives					
Other Children	74.2	92.0	50.6	82.9	72.2
Adoptive Parents	0.3	6.0			0.5
Shelter	25.5	2.0	49.4	17.1	27.2
N of Cases	**605**	**50**	**178**	**158**	**991**

Family Relationship and...(Continuation)

Characteristics	Area				TOTAL
	NCR	Luzon	Visayas	Mindanao	
5. Status of Parents Living Together	66.4	69.4	67.4	68.7	67.4
One Parent is Away at Work	0.4	3.0	0.6	1.2	0.9
Widowed	15.4	17.0	17.6	14.1	15.8
Separated	17.7	10.6	14.4	16.0	15.9
N of cases	**3,919**	**867**	**1,917**	**1,671**	**8,374**
6. Percent Children Who is Went Home During Past 3 Months	88.6	94.7	93.6	91.9	91.0
N of Cases	**4,022**	**880**	**1,945**	**1,694**	**8,541**
7. Frequency Going Home					
Every Day	85.0	91.5	86.3	85.4	86.1
Every other day	1.6	1.7	1.6	3.6	2.0
Once a month	3.2	3.1	2.2	3.2	3.0
Once a week	3.1	0.5	1.6	0.8	2.0
Very seldom	7.0	3.1	8.3	7.0	6.9
N of cases	**3,537**	**827**	**1,808**	**1,556**	**7,728**
8. Reason for Not Going Home					
Physically Abused	12.9	17.1	18.2	38.2	18.8
Does not like staying at home	24.9	20.0	14.5	16.3	21.3
Prefers staying in the street/center	4.8	11.4	30.0	4.1	9.2
Earns money	1.8	5.7	4.5	8.9	3.8
Abandoned	33.1	25.7	16.3	22.8	28.0
House is far	9.1	11.4	6.4	3.2	7.7
Chaotic environment at home	10.2		7.3	6.5	8.5
Others	3.1	8.6	2.7		2.7
N of cases	**393**	**35**	**110**	**123**	**661**

To provide some understanding about the living arrangement of the children, this study explored the association between living arrangement and selected variables. The results of the coefficients are shown in *Table 18*.

Table 18
Living Arrangement vis-a-vis Selected Variables

Variables	Chi-Square Values	Level of Significance
1. Age	326.46	0.000
2. Gender	28.98	0.000
3. Marital status of parents	483.75	0.000
4. Employment status of mother	0.063	0.418
5. Employment status of father	0.016	0.470

Results show that living arrangement significantly varies with the age of the child. Specifically, adolescents and youth tend to live with non-relatives.

Table 19
Living Arrangement and Age

Age	Living Arrangement		
	Living with family/ relatives	Living with non-relatives	Total
2-5	0.8	0.4	0.8
6-12	49.1	26.1	46.4
13-15	31.8	32.1	31.8
16-18	14.8	28.0	16.3
19-25	3.5	13.4	4.7
Total	**100.0**	**100.0**	**100.0**
N	**7376**	**971**	**8347**

Living arrangement also significantly differs according to gender. Findings specifically show a much higher percentage of male children living with non-relatives compared to those living with family and relatives.

Table 20
Living Arrangement and Gender

Living Arrangement	Gender		
	Male	Female	Total
Living with family/relatives	67.1	75.6	68.1
Living with non-relatives	32.9	24.4	31.9
Total	**100.0**	**100.0**	**100.0**
N	**7504**	**991**	**8495**

Marital status of parents seems to contribute also to the children's living arrangement. Findings in *Table 21* indicate that a higher percentage of those living with non-relatives have separated parents. Among those living with family/relatives, a much higher percentage of the parents live together.

Table 21
Living Arrangement by Marital of Parents

Status of parents	Living Arrangement		
	Living with family	Living with other relatives	Total
Separated/Single Parents	28.8	65.5	32.8
Complete Parents	71.2	34.5	67.2
Total	**100.0**	**100.0**	**100.0**
N	**7390**	**889**	**8279**

In general, results indicate that more than one-third (32.8%) of the children are taken care of by single parents, either when the parent is separated or widowed. The distribution of the civil status of the parents is shown in *Table 22*.

Table 22
Civil Status of Parents

Civil Status of Parents	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Living together	66.4	69.4	167.4	68.7	67.4
Widowed	15.4	17.0	17.6	14.1	15.8
Separated	18.2	13.6	15.0	17.2	16.8
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
N of Cases	**3,919**	**867**	**1,917**	**1,671**	**8,374**

B. Contact With Homes

To ascertain existence of ties with their homes, the children were asked whether they have gone home within the past 3 months. This reference period was used to facilitate ease in recalling the time they went home. Results show that most of them have gone home (86.1%) within the past 3 months. This is true for all the regions, NCR, 88.6%; Luzon, 94.7%; Visayas, 93.6% and Mindanao, 91.9%. The lowest percent of those who have not gone home comes from Luzon while the highest from NCR.

Living arrangement seems to provide better understanding on whether the child goes home or not. Results shown in *Table 23* indicates that while most (97.5%) of those living with their families/ relatives have gone home, more than a majority (57.9%) of those living with non-relatives did otherwise. This finding implies the importance of living arrangement in motivating the children to maintain contacts and ties with their families and relatives.

Table 23
Gone Home Within the Past Three Months

Whether Have Gone Home	Living Arrangement		
	Living with family/relatives	Living with non-relatives	Total
Yes	97.5	42.1	91.0
No	2.5	57.9	9.0
Total	**100.0**	**100.0**	**100.0**
N	**7457**	**982**	**8439**

Phi-Coefficient=0.622 *Level of Significance=0.01*

Several reasons were given by children who have not gone home. The predominant reasons point to familial conditions surrounding the child (*Table 24*). Children do not like to go home either because they do not like their own homes (21%) or they are physically or verbally abused by their parents or older siblings (21.4%). Some other reasons given were they are abandoned by their parents (14.7%), they have no house to go home to (13.3%), being a stow-away child (8.3%) and accessibility to or distance from the home (7.4%). These results echo the results obtained by the PSSC Study, 1988 DSWD/UNICEF/NCSD Situationer and Lamberte (1994; 1997). These observations indicate that while other forms of assistance became effective in drawing the children off the streets, family-related problems remain a persistent factor and a magnetic force attracting children to stay and live in the streets.

Reasons vary according to regions. Those coming from NCR pointed out family situation as a major reasons, specifically dislike of the home (23.7%) and physical/verbal abuse from parents or older siblings in the family (18.4%). Other reasons reported by a relatively good number of children are: a) being abandoned (13.7%), b) no house (11.7%), and c) accessibility and distance of the home from location (11.1%). Children coming from Luzon reported dislike of the home as the predominant reason for not going home (33.3%). Other reasons given were no house (11.7%), physical/verbal abuse of the parents (9.5%), being abandoned (9.5%) and desire to be with friends and peers (9.5%).

The responses of children from the Visayas follow a pattern similar to that of the NCR where family situation became major a reason for not going home. Dislike of home (18.3%) and physical and verbal abuse (20.2%) were cited by a number of children. Being abandoned (11.5%) and the absence of a house (27.9%) were also given. The situation in Mindanao is different. Children do not go home because of physical and verbal abuse (34.8%) and abandonment (22.3%). Other reasons reported by a good number of children are dislike of the home (11.6%) and being a stow-away child (8%).

Table 24
Reasons Given for Not Going Home Within the Reference Period
(In Percent)

Reasons	Area				
	NCR	Luzon	Visayas	Mindanao	Total
1. Earn money	2.0	2.4	4.8	5.4	3.2
2. Does not like home/ chaotic home/afraid of parents	23.7	33.3	18.3	11.6	21.0
3. physical/Verbal abuse from parents/siblings	18.4	9.5	20.2	34.8	21.4
4. Separated parent/ with step-parent	6.4	4.8	6.7	4.5	5.9
5. Accessibility to distance from home	11.1	4.8	1.9	3.6	7.4
6. Abandoned/do not know where parents are	13.7	9.5	11.5	22.3	14.7
7. Poor conditions/ basic needs not provided	2.3	4.8	1.9	1.8	2.1
8. Like to be with friends/peers	1.3	9.5	1.9	4.5	2.7
9. Stow away	9.4	7.1	4.8	8.0	8.3
10. No house/prefer stay in the center	11.7	14.3	27.9	3.6	13.3
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
N of responses	**299**	**42**	**104**	**1112**	**557**

Multiple responses are allowed

Further examination of the data also indicates that reasons for not going home vary according to the living arrangement of the child (*Table 25*). A higher percentage of children living with their family and relatives cited physical and verbal abuse (31.4%) and abandonment as reasons for got going home. Other reasons that were reported by a number of children are dislike of the home (11.5%) and separated parents (9.4%). For those living with non-relatives, the predominant reasons being given are dislike of the

home (26.09%), no house (19.2%), being a stow away child (11.7%), physical and verbal abuse (16.1%). Other reasons cited were accessibility/distance of the house (9%) and abandonment (7.9%).

Table 25
Reasons For Not Going Home by Living Arrangement

Reasons	Living Arrangement		
	Living with family/relatives	Living with non-relatives	Total
Earn money	4.7	2.5	3.2
Dislike of the home	11.5	26.09	21.0
Physical/verbal abuse by parents/siblings	31.4	16.1	21.4
Separated parents	9.4	4.1	5.9
Accessibility	4.2	9.0	7.4
Abandonment/do not know where parents are	27.7	7.9	14.7
Poor conditions/basic needs not met		1.9	2.1
Like to be with peers/ friends	2.6	1.6	2.7
Stow away	4.7	11.7	8.3
No house/ prefers to stay at center	1.6	19.2	13.3
Total	2.2	**100.0**	**100.0**
N of cases	**100.0**	**366**	**557**
	191		

C. Frequency of Going Home

With respect to frequency of going home, results show that most of those who have gone home (86.1%) within the past 3 months go home everyday (*Table 26*). The rest go home either once or twice a week (5%) while others very seldom or once a year (8.9%). The latter is observable in NCR, Visayas and Mindanao. A uch higher percentage of children in Luzon go home every day (91.5%).

Table 26
Frequency of Going Home by Area

Frequency of going home	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Every day	85.0	91.5	86.3	85.4	86.1
Once or thrice a week	4.8	4.8	3.8	6.8	5.0
Once a month	3.1	0.5	1.6	0.8	2.0
Very seldom	7.0	3.1	8.3	7.0	6.9
Total	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**
N of Cases	**3,537**	**827**	**1,808**	**1,556**	**7,728**

Results also indicate that the frequency by which the children go home differs significantly according to their living arrangement. Specifically, most of those (71.2%) who live with non-relatives seldom go home while almost all (90%) of those who live with families and relatives go home every day.

Table 27
Frequency of Going Home by Living Arrangement

Age	Living Arrangement		
	Living with family/ relatives	Living with non-relatives	Total
Every day	90.0	15.4	86.1
Once or thrice a week	4.5	13.4	4.9
Very seldom	5.6	71.2	9.0
Total	**100.0**	**100.0**	**100.0**
N	**7161**	**403**	**7564**

Cramer's V=0.634 *Level of Significance=0.01*

Many variations are also notable when the analysis focused only on those children living with their parents and those living with other relatives. Findings generally show how important parents are to the children in maintaining ties and contacts. Almost all (91.6%) children living with their parents go home everyday. For those living with other relatives, more than one-fourth go home only on certain days of the week or very seldom.

Table 28
Frequency of Going Home by Living Arrangement with Family and Other Relatives

Frequency	Living Arrangement		
	Living with parents	Living with other relatives	Total
Every day	91.6	73.0	90.0
Once or thrice a week	3.8	11.7	4.4
seldom	4.6	15.3	5.6
Total	**100.0**	**100.0**	**100.0**
N of cases	**6491**	**581**	**7072**

VII. HIGH RISK BEHAVIORS OF STREET CHILDREN

This section discusses the high risk behaviors engaged in by the street children while in the streets. It is divided into three sections, namely: a) use of prohibited drugs, b) engagement in sex, and c) incidence of police arrests. Some attempts are made to provide possible explanation on the behaviors and this is done by exploring variables that are associated with the behaviors.

A. Use of Prohibited Drugs

To determine the pattern of use of prohibited drugs, the children were asked whether or not they have experienced using prohibited drugs within the past 6 months. For those who used it within the past six months, they were also asked whether they are still using the drugs at present. In both types of questions, the children were asked about the types of drugs they have been using.

Results indicate that about 15.4% of the children have used prohibited drugs within the past six months (*Table 29*). The percent of children who are into substance abuse seems lower than that yielded in the previous study (Lamberte, 1994). The use of prohibited drugs is notable among the children in NCR (17%) and Visayas (16.6%). Luzon and Mindanao have an almost equal number of children using the prohibited drugs.

Table 29
Use of Prohibited Drugs For the Past 6 Months by Area

Use of Drugs	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Percent of children who used drugs for past 6 months	17.0	10.7	16.6	12.8	15.4
N of cases	**4029**	**861**	**1944**	**1700**	**8534**
Types of drugs used*					
1. Rugby	81.2	80.9	84.2	81.2	81.9
2. Shabu	26.8	12.4	16.1	3.6	19.7
3. Syrup	2.0	2.2	4.4	1.0	2.4
4. Marijuana	7.5	47.2	22.5	32.8	17.8
N of Cases	**671**	**89**	**298**	**192**	**1250**

* *Multiple responses are allowed*

Among those who used the prohibited drugs within the past 6 months, majority (56.6%) admitted continued use (*Table 30*). This time, the greater number come from NCR (63.8%) and Mindanao (51.7%). In Visayas, nearly half (49.7%) still use the drugs while those from Luzon account for 38.2%.

Table 30
Continued Use of Prohibited Drugs and Type of Drugs Used by Area

Use of Drugs	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Percent of children who use prohibited drugs at present	63.8	38.2	49.7	51.7	56.6
N of cases	**4029**	**861**	**1944**	**1700**	**8534**
Types of drugs used*					
1. Rugby	85.9	80.6	92.1	80.6	86.2
2. Shabu	22.2	9.7	7.2	9.7	17.0
3. Syrup	0.5	-	-	-	0.3
4. Marijuana	1.6	38.7	25.2	38.7	13.0
N of Cases	**427**	**31**	**139**	**93**	**690**

The popularly used drugs are rugby (86.2%) and this is true for those from NCR (92.1%) and Visayas (85.9%). Shabu seems popular also in NCR while marijuana is highly used in Luzon, Visayas and Mindanao (*Table 30*).

Certain factors seem to characterize those children who admitted to have gone into substance abuse (*Table 31*). A look at these characteristics will help us understand the behavior of the children.

Table 31
Predominant Characteristics of Those Who Engage in Substance Abuse

Characteristics	Percent	N of Cases
1. Age		1315
13-15	34.9	
16-18	35.8	
2. Gender		
Male	83.3	
3. Ordinal position		1269
Middle	58.0	
Eldest	28.1	
4. Attendance in school		1314
No	69.0	
5. No. of years dropped out of school		663
2 years	22.6	
3-4 years	31.4	
5 years or more	22.8	
6. Marital status of parents		1231
Separated	53.0	
7. Living arrangement		1303
Living with family/relatives	61.9	
Living with non-relatives	38.1	

Children who engage in substance abuse are likely in their teens and in their adolescent stage. They are predominantly males and are likely either the middle or the eldest among the siblings. Being away from school, particularly for a longer period of time, provides them ample time, or if not encourages them, to go into substance abuse. Separation of parents also tends to account for their behavior, particularly when they live with non-relatives, although a good number of them are also living with their family and relatives.

B. Engagement in Sexual Activity

The children aged 12 years and above were also asked whether they experience having sex (i.e. not only kissing or necking but also coital as well as sexual intercourse) with someone while on the streets within the past six months. About 8.4% admitted having sex with someone (*Table 32*). The highest percentage is reported among children in Mindanao (9.5%) and NCR (8.8%). Among those who have had sex, most have reported to engaging sex recently (89.7%). This time, the highest percentage is noted among children in NCR (92.3%) and Visayas (92.7%).

Those children who engaged in sex recently have had sex either with their boyfriend or girlfriend (37.2%), or with their usual friend and acquaintance whom they know personally (32.9%). Notably, nearly one fifth had sex with either a client or an unknown person who may also be a client at the same time (19.5%).

It is also disheartening to note that while on the streets children are also exposed to dangers of having to engage in sex by force. Results show that a small percent (3.5% or 290 cases) have experienced being forced to have sex with someone and the highest percent is noted in Mindanao (4.8%). The children identified friends and acquaintances (32.8%). Others reported that they do not know the person who forced them to engage in sex (39.7%) with them. Metro Manila children are better off in terms of sex than those in other areas in that majority of them usually engage in sex with someone they know, either a boyfriend/girlfriend or an acquaintance.

Adolescent girls alone on the streets are generally exposed to sexual exploitation. Some girls in Mindanao exemplify this situation in that they often use prostitution initially as a survival strategy and later on for money. Girls of this type are referred to by several names depending on their localities. In General Santos they are

called "Tun-og", meaning early dawn, because they roam the streets during this time and cater to fishermen passing time while waiting in their boats. In Davao, they are called "Buntog", and they usually cater to taxi drivers and other men working on the streets at night. Accounts reveal that in certain cases, girls of this type just cater to men in exchange for food and meals. In Cagayan de Oro, they are also called "Shine boys/girls." Anecdotes of street educators indicate that sexual molestation and rape are not infrequent on the streets, and this occurs not only in Mindanao but also in the Visayas and Metro Manila as well.

Table 32
Engagement in Sex by Region

Use of Drugs	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Percent of children who had sex within past 6 months	8.8	8.1	6.7	9.5	8.4
N of cases	**4021**	**875**	**1871**	**1703**	8470
Percent of children who had sex within the past 3 months	92.3	84.1	92.7	84.3	89.7
Person children had sex with recently*					
Family member/relative	0.3	6.0	1.0	0.7	1.0
Boyfriend/girlfriend	41.4	50.0	21.9	33.6	37.2
Live-in partner	16.7	20.0	15.6	1.5	13.4
Friend/acquaintance	27.9	16.0	38.5	47.0	32.9
Client	15.7	2.0	-	3.7	9.3
Police	0.9	-	-	-	0.5
Unknown person	1.6	8.0	25.0	18.6	9.7
N of cases	**319**	**50**	**96**	**134**	**599**
Percent of children forced to have sex with someone	3.0	3.5	3.5	4.8	3.5
N of cases	**3986**	**863**	**1871**	**1559**	**8279**
Person who forced child to have sex					
Family member/ relative	10.6	4	3.6	5.8	8.4
Boyfriend/girlfriend	29.2	3	7.1	7.1	56.4
Friend/acquaintance	34.6	5	32.7	34.8	32.8
Unknown person/client	28.4	13	58.2	52.2	43.2
N of cases	**113**	**25**	**55**	**69**	**262**

**Multiple responses are allowed*

To obtain some understanding into the characteristics of the children that engaged in sex, this study closely examine their characteristics. *Table 33* shows the typical characteristics of the children engaging in sex.

Table 33
Predominant Characteristics of the Children Who Engaged in Sex

Characteristics	Percent	N of Cases
1. Age		8322
13-15	20.9	
16-18	43.6	
19-25	29.2	
2. Gender		710
Male	65.4	
Female	34.6	
3. Ordinal Position		681
Middle	26.7	
Eldest	58.6	
4. Participation in school		710
No	73.8	
5. No. of years dropped out of school		385
3-4	29.1	
5 years or more	30.9	
6. Marital status		669
Separated	53.7	
7. Has gone home		707
No	26.7	
Yes	73.3	
8. Living arrangement		700
Living with family	59.6	
Living with non-relatives	40.4	

Children who engage in sex are generally the adolescents and the youth. Most of them are males, although a considerable percentage are females. They are either the eldest or the middle among the siblings. Being away from school predisposes children to engage in sex; those who have been away from school for a longer period of time are also sexually active. Family situation seems to contribute to the adolescents' early engagement in sex. Children who have had sex have parents who are separated and

quite a number too seem to have not established contacts with their families. More than two-fifths of them live with non-relatives.

C. Incidence of Police Arrests

As in other countries, children on the streets have also been apprehended by the police. About 17.9% of the children on the streets have been subjected to routine arrests under the Anti-Vagrancy Law in the Philippines. The highest incidence is experienced by children in Luzon (31.9%) and Mindanao (22%). Metro Manila has 15.9% of children arrested while those in Visayas account for 12.1%.

The strict enforcement of the Anti-Vagrancy Law by LGU in Luzon and Mindanao may explain the relatively high number of children who experienced police arrests. For instance in Olongapo, Davao and General Santos, the local officials are strictly implementing this law such that children seen on the streets during the identified curfew hours are arrested. While this action may protect children from the hazards and dangers in the streets during night time, this may pose a problem in areas where there are no existing drop-in and processing centers because children arrested during night time are placed in jails together with other adult inmates. Those arrested for reasons of vagrancy (52.5%) and begging (7.7%) experience this kind of arrest. Other reasons why children get apprehended by police are substance abuse (20.6%), snatching/stealing (16.2%), and performing other forms of crimes (8.1%). It is important to note that more than one-fourth of the children in the streets are apprehended because they are involved in the petty crimes (27.5%).

Some notable differences are observed in the reasons for children being apprehended according to region. In Metro Manila, aside from vagrancy (57.6%), quite a number of children are apprehended because of substance abuse (16.8%) and for committing

Table 34
Experience With Police Arrests by Area

Information	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Percent of children arrested	15.9	31.9	12.1	22.0	17.9
N of Cases	**4026**	**878**	**1938**	**1699**	**8541**
Reasons for arrest*					
1. Substance abuse	16.8	8.0	45.7	21.1	20.6
2. Snatching/stealing	14.4	9.9	25.6	18.3	16.2
3. Vagrancy	57.6	57.9	16.6	61.9	52.5
4. Selling/begging	1.8	25.3	6.7	5.0	7.7
5. Other crinmes	4.5	7.0	9.0	14.7	8.1
6. Others	6.6	1.1	0.9	0.6	3.2
N of Cases	**606**	**273**	**223**	**360**	**1462**

crimes (18.9%). In Luzon, children are arrested because of vagrancy (57.9%) and begging (25.3%). Children in Mindanao are apprehended mainly because of vagrancy (61.9%) and substance abuse (21.1%). In Visayas, only a small percent are arrested because of vagrancy (16.6%). They are apprehended mainly because of substance abuse (21.1%) and for committing crimes such as snatching/stealing (25.6%) and other crimes (9%).

Children who experienced being apprehended by police are mostly adolescents aged 13-15 years (36%) and 16-18 years (30.7%). More than one-fourth are also in their middle years, aged 6-12 (24%). As expected, most of them are males. The Filipino socialization pattern wherein male children are allowed to roam around in the streets even during the night may elucidate this particular finding. Female children among Filipino families are not allowed to go out of the house during the night. Majority of them are school drop-outs (58.5%) and they have been out of school for more than 2 years (*Table 35*). Half the children who experienced police arrests have parents who are separated (50.2%). While they go home to their families (76.8%), about 24.6% of them go home irregularly or if not, rarely. More than the majority of their mothers are also engaged in gainful work.

Table 35
Characteristics of Those Who Experienced Police Arrest

Characteristics	Percent	N of Cases
1. Age		
13-15	36.0	1502
16-18	30.7	
2. Gender		1530
Male	83.0	
3. Ordinal position		1478
Eldest	22.2	
Middle	65.0	
4. Participation in school		1529
No	58.5	
5. No. of years out of schooling		684
1-2 years	53.5	
3-4 years	25.3	
6. Marital status of parents		1460
Separated	50.2	
7. Work Status of parents		1287
Mother gainfully employed	66.1	
8. Has Gone wihtin past 6 Months		1526
Yes	76.8	
9. Frequency of Going Home		1158
Every day	60.9	
Seldom/irregular	24.6	
10. Living arrangement		1511
Living with family/relatives	70.0	
Living with non-relatives	30.0	

VIII. A LOOK AT THE 'HARDCORE'

Some clarifications and discussion are necessary to gain an understanding of the inclusion of this subject area in the present research. A rapid look at the literature on street children indicates a lack of empirical studies along this area. Previous studies seem not to have dealt with the subject in detail and this is, so far, a new input to the research on street children in the country.

When the meaning and operational indicators of street children were discussed during the seminar-workshop on research, street educators raised their concerns about the increasing number of 'hardcore' street children in their localities. While concerns and

issues were clearly raised, street educators were, however, feeling confused and at a loss when they were asked to give a clear definition and characterization of the 'hardcore' children. They described "hardcore" as those who spent long hours on the streets. According to them, these are street children who already grew up on the streets. A greater part of their socialization processes and growth have occurred on the streets. This group of children has been receiving attention in that they are perceived as 'tough,' 'hardened,' 'streetwise' and are adept at living a street life. They are also known as the 'irretrievable" children because working with them poses a great challenge to the street educators and to local service agents. Moreover, they are labeled as 'dangerous' grown-up children because aside from their 'negative attributes,' they are suspected to have been recruiting and bringing small and growing children into the streets.

A. Profile of the 'Hardcore'

To obtain information and insights into the characteristics of the 'hardcore' children, street educators were asked to identify the person found in the master list who they perceived to be 'hardcore' children. Data discussed in this section are, therefore, drawn from the identified youth in the list.

About 12.7% of the children covered in this study were classified as 'hardcore' by the street educators.

They are generally in their early (13-15 years, 35%) and middle years of adolescence (26.9%). Children in their middle years constitute 29.1%. More than two-thirds (79.2%) are males, although a considerable number are also female. For every 5 hardcore children 1 is a girl. More than half of the hardcore children occupy a middle ordinal position (61.8%). More than half have dropped out of school during the past school year (*Table 36*).

More than half the hardcore children (59.9%) do not live with their parents or either of the living parents and 31.2% live with non-

relatives. This situation may be explained by the observation that nearly half have separated parents (48.5%). Moreover, only a negligible percent (11%) have gone home within the past six months. Of this number, only 64.7% go home daily. This implies that about 35.3% of the total 1,090 hardcore children actually do live on the streets. For those who have parents, data show that most of the children have fathers with gainful employment (85.8%) while more than half (65.9%) have mothers who are engaged in gainful employment. It can be inferred from the results of the study that the hardcore children, to a certain extent, lack parental attention in that both parents are working and earning a living.

Table 36
Characteristics of the 'Hard Core' Children in the Streets

Characteristics	Percent	N of Cases
1. Age		1080
6-12	29.1	
13-15	35.0	
16-18	26.9	
2. Participation in school		1099
No	58.1	
3. Gender		
Male	79.2	
4. Ordinal position		1044
Eldest	23.2	
Middle	61.8	
5. Living arrangement		1430
Living with family/relatives	40.1	
Living with non-relatives	31.2	
6. Marital status of parents		1047
Separated	48.5	
7. Work Status of parents		916
Mother gainfully employed	65.9	
8. Have Gone Home		7652
Yes	11.0	
9. Frequency of Going Home		841
Every day	64.7	
Seldom/irregular	23.7	
10. Received Assistance by Service Provider		1067
Yes	61.0	
11. Assisted by Organizations		1057
Yes	55.7	

B. High Risk Behaviors of the 'Hardcore'

Hardcore children are also involved in high-risk behaviors, more so than the street children in general. Results in *Table 37* show that about 43.3% of the hardcore are engaged in substance abuse. About one-fifth (20.3%) are also sexually active. In addition, a considerable number (43.1%) have been apprehended by the police.

Table 37
High Risk Behaviors of 'Hardcore' Children
(In Percent)

High Risk Behaviors	Percent	N of Cases
1. Engaged in Substance Abuse	43.3	1,002
2. Engaged in Sex in the Past 6 Months	20.3	1,094
3. Expereinced Police Arrests	43.1	1,094

IX. INCIDENCE OF INSTITUTIONALIZATION

This portion discusses the experiences of the children with respect to admission in the centers serving the needs of the street children. The centers referred to in this study are the rehabilitation and the drop-in or temporary shelters. A description of the incidence of and the reasons for the admission in the center is first provided. This is immediately followed by a characterization of those children admitted to the shelters.

Results shown in *Table 38* indicate that 15.4% of the children covered in this study have ever been admitted in the center. The highest number is reflected in the National Capital Region (21.2%) which is twice that of Luzon (10.55%), Visayas (10.6%) and Mindanao (9.7%). This high incidence of institutionalization of the children in NCR may be attributed to the bigger number of rehabilitation and temporary shelters found in Manila. In other cities of the country, temporary and rehabilitation centers are found wanting.

Majority of the children have stayed in the centers for more than one month and for than one year (59.7%). These are children who once got institutionalized in the rehabilitation centers. Those who were ever admitted to the temporary shelters comprise 40.2%. Children in the National Capital Region, Visayas and Mindanao have had the experience being admitted in both the temporary and rehabilitation centers. On the other hand, those from Luzon are mostly admitted to the temporary shelters. More than one-fifth get admitted in the rehabilitation centers for a number of months and years (26.4%).

Although this group of street children was once admitted to the centers, they were again seen on the streets during the conduct of this study. The reasons for leaving the centers are generally related to management problems within the center and the status of interpersonal relationship that exists between the children on one hand and the center's staff on the other. About 36.6% of the reasons given by the children relate with the situation and the status of service provision of the centers including type of care giver- child interaction occurring in the center. Family-related reasons such as re-integration with family constitute 32.1%. About 20% of the children also mentioned personal choices and preferences as reasons for leaving the centers. These findings seem to imply the importance of placing enough attention on the management of the centers. This is critical given the fact that quite a number of the children have already stayed or if not, moved to two or more centers based in the localities. The pattern seems to be that children get admitted to the center only to return to the streets after a certain period of time. A thorough study is imperative at this point for concerned agencies to put a stop to the street-center-street-life cycle of street children.

To gain information on the type of children that were once admitted to the centers, a description on their profile is provided in this section. Results shown in *Table 38* indicate that a greater number of those who stayed in the centers for two or more years

Table 38
Admission to the Shelter

Information	Area				
	NCR	Luzon	Visayas	Mindanao	Total
Percent of children admitted to shelter/center	21.2	10.5	10.6	9.7	15.4
Duration od stay in the center					
1. Less than a week	22.2	63.2	16.8	34.6	25.6
2. More than one week but less than a month	17.1	10.3	5.8	15.4	14.6
3. more than one month but less than one year	33.7	11.5	41.4	30.8	33.0
4. One year or more	26.9	14.9	36.1	19.2	26.7
N of Cases	**809**	**87**	**191**	**130**	**1217**
Reasons for Leaving the Center					
1. Perceptions about the management of the cneter and the services it provides	15.8	4.0	15.7	10.4	14.0
2. Relationship problems with the center's staff and with other children in the center	14.6	8.0	30.4	47.5	21.3
3. Reconciled with the family and other family-related resons	34.3	55.2	19.6	20.1	32.1
4. Decision of the center and outcomes of the enter programs	10.1	18.4	12.7	9.0	11.0
5. Earn money inthe streets; prefers streets and friends; poor economic condition	24.0	14.4	17.6	12.9	20.4
6. Center limits behaviors and what the children want to do	1.3	-	3.9	-	1.3
N of Cases	**467**	**76**	**102**	**124**	**769**
Number of shelters stayed in					
One center	70.8	87.5	83.6	55.1	72.0
Two or more centers	29.3	12.5	16.4	44.8	27.9
N of Cases	**825**	**88**	**201**	**156**	**1270**

are adolescents aged 13-15 (37.5%) and 16-18 (30.3%). Children in their middle years and those in early adolescence stayed in the centers for one year, 6-12, 32.8% and 13-15, 33.9%.

Most of those who stayed for long periods in the centers are males (1 year, 73.2%; 2 or more years, 82%), and in terms of ordinal position in the family, majority are of the middle position (1 year, 59.3%; 2 or more years, 58.6%). In addition, more than half have dropped out of school, particularly those who stayed long periods in the centers (68.8%). Many of those who stayed in the centers have been out of school for more than two years (74.2%). Among those who stayed in the center for one year, 67.5% have been out of school for 2 years or more.

Those spending prolonged periods in the centers seem to come from families whose parents are not living together (47.6% for one year residence and 61.8% for two or more years' residence). This situation may explain why this group of children is indicated to have not gone home within the reference period (28.6% for one year and 40.2% for two or more years). Those who get admitted to the shelters are also the ones who seldom go home. The fact that many of them live with non-relatives gives an explanation on why they do not have any desire to go home regularly. The present data seems to show the importance of shelters and centers to those children who are not living with their families and relatives. They are also important to those whose parents are not living together or are separated. The center's condition, however, needs to be studied because children seem to have been pushed by certain factors to leave the place. While centers are important to this group of children, absence of enabling and supportive environment forces children to go back to the streets after being institutionalized.

Table 39
Characteristics of Children Who Experienced Staying in the Centers/Shelters

Profile	One Center	Two or More	Total
Age			
6-12	32.8	25.6	30.8
13-15	33.9	37.5	34.9
16-18	23.3	30.3	25.2
N	905	347	1252
Gender			
Male	73.2	82.0	75.6
N	915	355	1270
Ordinal Position			
Middle	59.3	58.6	59.0
N	891	338	1229
Schooling			
No	46.2	65.8	51.7
N	915	354	1269
Years dropped-out			
Two years or more	67.5	74.2	69.7
N	317	155	472
Staus of Parents			
Separated	47.6	61.8	51.6
N	869	335	124
Work status of mother			
Working	67.4	62.0	66.0
N	768	274	1042
Living arrangement			
Living with non-reatives	40.0	55.3	50.5
N	906	194	1257
Gone home			
No	28.6	40.2	34.4
Frequency of going home			
Seldom/irregular	25.3	58.5	33.4
N	640	207	847

X. FACTORS AFFECTING DEGREE OF VISIBILITY OF THE CHILDREN IN THE STREETS

To gain an understanding of the factors that explain the extent of children's stay in the streets, this study also examined the determinants of the degree of visibility of the children in the streets. Extent of visibility in this study is operationally measured in terms of the number of hours the child stays on the streets.

Results show that children, on the average, stay on the streets for nine (9) hours. The range of hours is 4 to 24 hours within a day. About 8% of the children stay on the streets for the whole day and the greatest number of them are in Metro Manila (*Table 40*). If one were to consider this proportion of children as children who actually live on the streets, one can infer a possible increase in the number of children who live on the streets. Previous studies indicate that children of this type of category accounts only for about 5% (NCSD/UNICEF/DSWD, 1989). These children, despite having parents or any parent at all, actually no longer establish contacts with their families for various reasons (refer to section on *Living Arrangement* for details).

Table 40
Number of Hours the Child is Observed to be on the Streets

Number of Hours	Area				
	NCR	Luzon	Visayas	Mindanao	Total
4-5	24.8	28.2	46.4	37.7	30.0
6-7	24.4	16.9	23.0	11.4	21.7
8-9	21.0	14.0	16.1	15.8	18.7
10-11	7.0	17.7	7.1	10.5	8.8
12-13	8.3	11.9	4.8	15.4	9.0
14-15	1.7	4.8	0.4	3.2	2.1
16-17	1.0	2.5	0.1	1.4	1.1
18-19	0.4	0.2	0.1	-	0.3
20-21	0.1	0.2	-	-	0.1
22-23	0.1	0.5	-	-	0.1
24	11.1	3.1	1.9	4.5	8.0
Total	100.0	100.0	100.0	100.0	100.0
N	**3774**	**852**	**875**	**647**	**6148**

Children in Metro Manila and the rest of Luzon stay longer hours in the streets compared to those from Visayas and Mindanao. It can be gleaned from the data that children from Metro Manila stay on the streets for a minimum of four (4) hours to a maximum of 24 hours per day. The highest percentage is notable in 4-5

hours (24.8%), 6-7 (24.4%) and 8-9 hours (21%). About 11% stay on the streets within 24 hours.

The highest percentage of children in Luzon (28.2%), Visayas (46.4%) and Mindanao (37.7%) stay in the streets between 4 to 5 hours. In Luzon, about 60.5% stay on the streets from 6 to 13 hours within a day. This is compared to Visayas and Mindanao where about half the children are observed to be on the streets from 6 to 13 hours, (51% for Visayas and 53.1% for Mindanao).

Some factors explain the high visibility of the children on the streets. These are age of children, gender, attendance in school, living arrangement, frequency of going home, assistance extended by street educators/workers and knowledge of existence of organizations/ agencies extending assistance to the children while on the streets (*Table 41*).

Table 41

Determinants of Extent of Children's Stay on the Streets

Independent Variables	B Coefficients	t-values
1. Age	0.137	2.792 ***
2. Gender	-0.596	-1.578
3. Position in the family	0.004	0.131
4. Participation in schooling	-0.891	-2.235**
5. No. of years dropped from schooling	0.008	-1.039
6. Living arrangement	2.886	4.702***
7. MArital status of parents	-0.237	0.479
8. Work sttaus of mother	-0.250	-0.733
9. Frequency of going home	4.998	7.689***
10. Whether child is hardcore	2.565	6.200***
11. Assistance of individuals	1.218	2.380**
12. Knowldege of organizations/agencies extending assistance	1.322	2.513**
Adjusted R Square = 0.218		

* *Significant at 10% level* ** *Significant at 5% level* *** *Significant at 1% level*

Age and gender seem to serve as predisposing factors for children to stay longer on the streets. As expected, the older the child is, the more likely he stays longer in the streets. Males tend

to be highly visible on the streets compared to females. Attendance in school also affects extent of visibility of children on the streets. Being away from school, children are encouraged to stay on the streets for a longer period of time. More importantly, growing up on the streets and becoming one of the "hardcore" children also makes children stay longer in the streets. In fact for this particular variable, the causal relationship tends to be critical. This particular finding affirms the suspicion that hardcore children are likely those who stay long on the streets. These are also children who practically grew up in the streets, perhaps with other children or street adults.

Family-related variables also provide an explanation on why children stay on the streets for longer periods of time. Specifically, living with other people instead of one's family and relatives pushes children to stay longer on the streets. The same is true for the frequency of family contact. Results seem to demonstrate that establishing contacts with family by going home at times is not sufficient to bring children to their homes and families. As it is illustrated, the frequency of going home also appears important.

That the provision of services/assistance to children while on the streets seems to encourage children even more to stay on the streets is supported by this study. As it is, aside from encouraging dependency on the part of the children, assisting children while on the streets does not in any way help discourage children from staying for a longer period of the day in the streets. In fact, the assistance seems to serve as a magnetic or pull factor that attracts children to stay longer on the streets.

XI. CONCLUDING REMARKS, IMPLICATIONS AND RECOMMENDATIONS

The discrepancy between the definition of 'street children' on the one hand, and the social context within which the children on

the streets live on the other, is marked. It is important to clear this label prior to target-setting and counting. A clear definition has been found to be imperative, and this was reconstructed. The definition was culturally- and issue-sensitive. Results seem to show that the term 'street children' could be treated as a separate segment by itself, although not necessarily homogeneously, as distinct from those purely working children in the streets, and the indigent children who merely play and interact with their peers on the streets. The operational indicators differentiating them from the other categories within the broader grouping of Children Needing Special Protection are frequency of contacts with families/relatives and/or caregivers at home, location or 'hang-out areas', differing activities while in the streets, and extent of visibility on the streets. More importantly highly visible children on the streets, or 'street children', have their own social context, distresses and burdens, which they collectively share, making them more deserving of protection and care, but which have been kept invisible by the society at large. Although much effort has been expended to advocate for and address the concerns and interests of the children by various organizations and groups, efforts and significant strides remained non-institutional and less systematic. The lack of a systematic and statistical reporting mechanism specific to children exemplifies this situation. Nonetheless, the need for a workable information system meant to monitor and track children's situation has been widely acknowledged and realized.

The research outcome showing the present estimate to be much lower than the previous estimates requires elucidation. **One,** the previous estimates on street children included children who may be out on the streets for a shorter period of time, those indigent urban poor children playing on the streets, urban working children whose activity is mainly concentrated on earning a living, or who are working for someone else, and those children earning a living during weekends. The scope conditions which are greatly anchored on experiences, issues and cultural sensitivities limit the coverage of

the enumeration. **Two,** it is also possible that children roaming the streets may have decreased in number resulting from the strict enforcement of the Curfew and Anti-Vagrancy Law on the part of the LGUs. Accounts are made in cases wherein local government units were becoming stricter in apprehending children found on the streets, and afterwards returning them to their families. Moreover, some LGUs have standing child welfare-related legislation, and the provisions are implemented and enforced. **Three,** it may be explained by the coordinated efforts and programs of LGU and Non-Government Organizations. With the educational and other forms of preventive services/assistance, children may have drawn away from the streets resulting in the possible decrease in number of street children in general. Some clarifications may have to be given based on the results indicating the increase in the number of children who are considered abandoned, or if at all, not living with relatives or families. This group of children seems to have increased, and this particular finding needs attention in that a considerable number of them are engaged in high risk behaviors and illegal acts. Taking them off the streets remains a challenging and daunting task, knowing that these children eventually spend most of their growing lives on the streets. **Four,** the present headcount did not include institutionalized street children. A separate count on this group of children may be more appropriate.

More important still, the data demonstrates how critical living arrangement and family situations are to the lives of the children. The findings specifically illustrate the effects of separating children from their family and relatives, increasing further their visibility on the streets, including their social and economic disadvantages. For instance, children not living with their families and relatives tend to drop out of school, engage in high risk behaviors, and indulge in illegal acts, paving the way for their outright stay on the streets for longer numbers of hours within a day. This finding further provides insights into the importance of having connections with significant others, who may not necessarily be parents, but may be guardians

and caring relatives or friends. The same insight may serve as a guide when isolating children from their own families or relatives. This implies that institutionalization of children and/or taking them off the streets would require utmost prudence and systematic child-focused nurturing as well as care. While institutionalization may appear imperative in dealing with 'irretrievable' or 'hardcore' cases, a culturally-sensitive response may dictate that this strategy is far from being effective and appropriate unless, of course, the environment of the center is something that is enabling and also closely approximates the familial conditions existing within the family.

The importance of living arrangement, family life conditions, and frequency of contacts with family members and relatives bring to the fore the importance of forestalling, if not mitigating, the increase of highly visible children on the streets. Preventive and community-based approaches appear imperative. In this vein, the model Continuum and Progression in Family Contact Triangle Model (Figure 1) is deemed useful for segregating preventive strategies from transitional to institutional or rehabilitative strategies. The focus of the intervention is to control and forestall the progression of the child's views about the streets and eventually his long stay on the streets.

Findings related to factors that serve to explain high visibility of children on the streets give us a notion of the importance of coming up with a collective review as well as a reflective assessment of the street-based program intervention with particular focus on the outcomes of the services provided by the service agents. As it is shown in the study, the presence of individuals assisting the children while on the streets, and absence knowledge of children on the existence of organizations helping street children, seem to encourage more children to stay longer on the street, and consequently become dependent on these service agents. This situation, of course, runs counter to the overall vision and goal of the program meant for street children.

The presence of differing and confusing estimates, and the absence of a statistical system meant for monitoring the lives of the children in general, give credence to the problem of mainstreaming efforts to advance the well-being of children in general. As it is now, the statistical reporting system focuses more on the adults and households. Records and reports dealing with children are available, but these pertain more to specialized groups, such as the deviants, delinquents, those in high risk situations, and those served by programs and services. None of these adequately capture information about children in general. A useful information and/or statistical system is necessary given the rapid changes in the family structure and the dynamics occurring in the Philippine society. Children must be seen separate by from their parents and/or families as well as households. It is possible that households or families may be economically and socially well-off, but children within them may also be deprived in some aspects.

To conclude, the research recommends the following:

1. Results show that children who stay longer in the streets view streets as a refuge and a possible option that they could choose over poverty and frequent subjugation and all forms of abuse within their own house. Streets seem to be a rational choice given the fact that children covered in this study are already in their adolescent stage. With this reality in mind, one needs to look at the problem of street children firmly within the context of the existing social structure and organization rather than in merely behavioral term. In this light, it is important that all policies, programs and interventions be guided by basic tenets and premises to make all efforts child-focused and rights based: respect for the dignity of children; to view children as human resource — thus all efforts must be geared toward developing their own capacities and self-esteem; efforts must be concerned with their own interests and therefore child- and culturally- sensitive; images and views on children must be

based on the idea that they are not fully defenseless or dependent but rather creative, resilient and imaginative surviving individuals on the streets; their choices given sound counseling must be respected. Efforts must be child-focused, particularly in addressing high risk acts indulged in by the children. Positive images instead of negative images must be reinforced and given more emphasis in all discourses about acts of children while on the streets.

2. Since the problem is structural and organizational, the program must be systematic, institutional and organized. In this vein, programs and activities must be systematically organized such that the assistance of children is readily available and sustainable. Sporadic and seasonal forms of assistance, such as those provided by the national and local government during holidays or religious seasons and political campaign periods, must be systematically discouraged to avoid attracting children to the streets and leading to seasonal increases in their numbers.

3. Assistance and donations need to be well coordinated, such that they are channeled to organizations and agencies working with street children. Campaigns should be made so that patronage as well as individually driven and/ or charity type of donations or assistance must be lessened to avoid inculcation of a dependency attitude and problem on moral hazard on the part of the children.

4. Some kind of division of labor based on a comparative advantage and expertise of the organizations must be developed and organized to create greater impact and to eliminate overlapping functions or roles and unnecessary as well as unhealthy competition among private organizations. For instance, an organization which has the specialization and expertise for community-based preventive approaches may be assigned to concentrate on the preventive approach. Their efforts would then be concentrated on children

who are still living with their families and virtually have close contacts with them. This group of organizations focusing on preventive approaches will develop programs meant to prevent children to move to the realm where streets are seen not only as a place to play and earn income in but also a place to sleep and act freely with other children. In this instance, strengthening of family relationship and culturally sensitive parenting become the foci of intervention.

5. Preventive approaches must be enhanced and given attention knowing that family relationships and contacts are critical to the possible transformation of the child, including his views about the streets. Adopting the model discussed in this paper, much of the efforts must be focused on preventing the child from moving from the lower threshold to the middle and later to the upper part of the continuum. This implies that poverty, family related factors have to be addressed and a close surveillance system will have to be installed at the community or barangay levels.

6. As part of the activities of the preventive approach, continuous counseling and nurturing skills on the part of the parents and on the peers of the street children themselves need to be enhanced, given the results that majority of street children are now at the adolescent stage. Frequency of family contacts needs to be enhanced as well, although the strategy by which this will be carried out at the community level has to be studied, given the competing economic activities that the fathers and mothers are engaged in. This is indeed a dilemma on the part of the service agents as they are confronted with both pressing problems of similar magnitude, namely, the poverty and survival problem on the one hand, and the family relationship and nurturing situation on the other. Nurturing is very important, since highly visible children on the streets are generally adolescents

whose developmental stage of life is much focused on self-expression, autonomy and development of self-identity.

7. There is a need to review, examine and rethink the strategies adopted in 'street-based' interventions and programs given the findings that assistance affects visibility and the presence of children on the streets. Since it serves as a "pull' factor, some kind of a rethinking and redirecting of efforts is necessary.

8. While rescue operations and protective strategies, such as "Operation Gugma" of Cebu or "Curfew Enforcement" in Davao, General Santos, Olongapo and other cities may help discourage children from studying longer hours on the streets, particularly at night, some kind of a review on the strategy has to be done. Attention must be focused on the Post-Rescue Phase, particularly in areas where there are no processing centers and where children are placed in jail together with other adult inmates. This is needed to make the experience in jail on the part of the rescued child less commonplace and natural for him. Post-Care is needed and it needs to be systematically organized involving public and private entities. Taking the children out of the streets must not be the only concern of the national and local government during rescue operations; post-care strategies are important as well. These are done in order to reduce the in-out center experience and to avoid the street-family-street-center-street-family cycle stages that children usually undergo. Children are 'street wise', and they are creative enough to outsmart the 'games' and strategies that service agents and organizations have.

9. This research must be followed by a conduct of an assessment of the centers, given the findings that children leave the centers because of problems related to management of the center and the child-service provider interaction. Focus must be made on the quality of care services provided to the children, the

strengths and the growth edges of the centers, and the benefits and the outcomes of the services provided to the children housed in the centers. The goal of the research must be to help enhance the center in terms of quality service provision. An operations and action-research type of design may be appropriate to carry out as interventions, and can be introduced immediately with a problem-solving management approach. Given numerous constraints, problem-solving skills may be a great help to the managers of the centers and the service as well as care providers. This study may also help and improve the development of quality standards set for the centers. These standards and indicators can very well help in the evaluation of the center vis-à-vis accreditation and obtaining of license in the community.

10. A systematic and well-organized information system must be established to come up with solid data about children in general. This is necessary for monitoring and tracking purposes, notwithstanding benchmarking and program designing. A well-coordinated information system will be necessary. One step in carrying this out is to assign an agency, preferably an independent entity, to coordinate this information system. A Children's Information Network may be organized, which will be led by the independent entity to be participated in by organizations and agencies with a track record of providing such services, such as DLSU for data and information on street children, Ateneo University for those in conflict with the law, and University of the Philippines for those victims of sexual abuse and commercial exploitation. The network will greatly facilitate the feedbacking of data through an information system to interested agencies when needed. An added dimension to the network will be the regional offices of the Department of Social Welfare and Development. Some kind of capacity building/ upgrading will be necessary. It might prove less helpful to expect the National Statistics Office to undertake a separate survey of the children in general, given the budget constraints and cuts made by Congress. Unless assured of a continued

flow of financial assistance from donor agencies, the NSO may not be able to perform this particular task. The fact that our statistical system does not have a specific program or series of surveys covering children gives an indication that more advocacy needs to be done to make the concern for children a mainstream activity of the government.

11. Street educators are an appropriate source of manpower for any survey dealing with street children. Given the mobility and the fluidity of the movements of the children in the streets and public places, the knowledge of the street educators about their whereabouts and behaviors becomes all the more helpful and useful.

12. Community-based strategies and program outcomes need to be studied closely for purposes of strengthening and appropriate program designing. The results will be greatly useful in identifying benchmarks and in mapping out appropriate and effective strategies. Results demonstrate the importance of strengthening the preventive community-based approach and the involvement of beneficiary families as well as communities in attaining the goals.

13. To encourage a greater degree of utilization of the findings of this study in policy formulation and program management and design, wider dissemination activities must be organized to be participated in by the DSWD Management Committee, the NPSC Action Committee, the CWC Steering Committee, and the DSWD Regional Directors. Another group could be the City Social Welfare and Development officers and their Child Protection Unit personnel and the street educators themselves.

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Chapter 2

Organizations Working with Street Children: The Challenge to Make a Difference

by
Jesusa M. Marco, Ph.D

I. Introduction

The United Nations-sponsored Development Decades of the '60s and '70s envisioned a world rid of hunger, poverty and war. Enormous resources were provided by bilateral and multilateral funding agencies to governments in the hope that they could overcome resource scarcity and propel their stagnant economies toward development. Non-government organizations (or NGOs) emerged as alternative channels of development assistance. However, The expectations did not materialize (Morales, 1990). Today, the UN vision for the world continues to elude humanity.

A review of government's role in development in the early '80s underscored the need to tap people's organizations (POs) and NGOs as alternative courses of development assistance. Hence, the proliferation of NGOs ensued. In the Philippines, there was an unprecedented rise of NGOs in the post-Marcos era. One type of organization that grew remarkably with the proliferation of NGOs during the immediate post-EDSA years (after 1986, now also known as EDSA 1) were those involved with street children.

According to a UNICEF study on the situation of children and women in the Philippines (1992), more than 500 child-focused government and non-government organizations have been providing welfare and development services to about 1.5 million urban street children nationwide, which represent 5% of the 28 million total population of children under 17 years. The estimated number of child-focused organizations includes those not registered under the Securities and Exchange Commission and without accreditation from the Department of Social Welfare and Development (DSWD). Moreover, in Metro Manila alone, the same study reports that under the National Project for Street Children 1988-1993, 136 agencies (113 NGOs and 23 GOs) have joined resources in their common efforts to extend assistance to around 60,000 street children.

The plethora of organizations has led to a variety of programs, strategies and interventions depending on their goal/mandate and thrusts. The various services and interventions range from educational assistance/formal education, health and nutrition with medical/dental care, family reunification to income-generation. However, despite these actions, the number of street children continues to increase through the years, and the situation of street children is becoming more complex.

With the proliferation of organizations performing a variety of services and interventions for a considerably long period, it is curious to note that the problem of street children has remained unabated. Given this background, a survey of organizations involved with street children was conducted. It aimed to come up with an inventory and assessment of the abovementioned organizations and agencies. The survey was conducted as part of a larger UNICEF-funded project entitled "Establishment of Data Base and Capacity Building of Street Educators in Research and Information System".

Thus, this paper organized as follows: the first part is a brief explanation of the surveys conducted among the NGOs; the second part is the presentation of the survey findings; the third part is an analysis of the findings; the fourth part presents a reflection on some lessons learned and relevant recommendations; and the final part is a commentary on NGOs in general as social development agents, and on the challenge ahead for NGOs specifically involved in child protection.

II. DATA COLLECTION METHOD

The institutional profile was conducted by selected and trained street educators. The participating organizations were local government agencies and private groups (e.g., NGOs, church, civic groups) located in areas where street children abound. Street educators were tasked to identify these areas since they work and are familiar with the street children situation in these areas. The survey

questionnaires were given to organization heads or their designated representatives.

Given the nature of a survey questionnaire, street educators were confronted with the difficulties that accompany said method – (1) administrators were not always available or free to answer the questionnaire when they were approached; (2) due to # 1, not all questionnaires were retrieved. Follow-up calls or visits were made by the street educators to secure as many returns as possible. Furthermore, upon receipt of the protocols, there was no immediate opportunity to verify the data provided (or in many cases not provided) by the respondent.

III. SURVEY FINDINGS

A. Profile of Organizations

Tables 1-3 present background characteristics of the organizations across the regions. Among the 106 organizations that participated in the survey, 83 are non-government organizations involved with street children. Most of these organizations are located in the National Capital Region (NCR), followed by those in the Visayas. Only 16 of the 106 surveyed organizations are government agencies.

Forty of the 106 organizations were established after 1987, while forty-three were reported to be accredited with the DSWD. Most of the organizations (44) provide a combination of services, e.g., center and street-based; community, center and street-based; or center, street, medical and prison-based. In the NCR specifically, organizations with mixed services predominate, followed by community-based type of organizations.

Given the combined or mixed services they offered, the organizations then provide a combination of various activities, such as: crisis intervention, disciplinary training, skills training, educational development, residential care, and temporary shelter. Thus, some of

the organizations generally describe their functions as preventive. Noticeably, only ten of the total number of surveyed organizations indicated their institution's function as being rehabilitative.

In view of the various and multiple functions the organizations perform, specific types of personnel are therefore necessary. The NCR organizations have the largest number of professionals on their staff. Most of these are social workers and medical professionals. Peer educators/motivators, field service providers, and houseparents also commonly compose the staff. It is striking to note that relative to the growing number and unabated problem of street children, the surveyed organizations across the regions indicated only 171 street educators, with NCR, where street children abound, having only 65 street educators in the 44 organizations that responded.

Funding sources for most of these organizations come from a combination of international organizations and local sources, both public and private. In this connection, some of them coordinate or embark on local partnership with other private and public agencies. This was mainly reported by organizations in the Visayas and Mindanao.

Table 1. Frequencies of Background Characteristics (National)

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Year of Establishment					
Prior 1987	10	7	7	0	24
After 1987	30	5	4	1	40
No response	6	2	24	10	42
Total number of profiles	46	14	35	11	106
Accredited with DSWD					
Yes	29	7	6	0	42
No	12	2	1	0	16
No response	5	4	28	11	48
Total number of profiles	46	14	35	11	
Type of Institution					
GO	3	3	6	4	16
NGO	42	10	27	4	83
GO & NGO	1	1	1	3	6
PO			1		1
Total number of profiles	46	14	35	11	106

Street Children Served

Table 4 confirms the persistent fact that the problem of street children is most prevalent in NCR. A total of 16,539 children is served by 41 of the surveyed organizations from NCR.

Table 2. On Services and Functions

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Approach of Services					
Open or Drop in	4	1	5	2	12
Center or closed	5	5	9	5	24
Community-based	13	1	6	0	20
Others	2	0	1	0	3
Mixed	22	6	12	4	44
No response	0	1	2	0	3
Total number of profiles	46	14	35	11	106
Function of Institution					
Preventive	15	3	9	1	28
Observation				1	1
Rehabilitative	1	2	4	3	10
Mixed	4	1	3	0	8
Others	23	8	19	5	55
No response	2			1	3
Not applicable	1				1
Total number of profiles	46	14	35	11	106
Institutional Coordination					
Private	0	0	8	4	12
Public	0	0	3	3	6
Public & Private	0	0	13	4	17
Partnership with other NGO	1	0	0	0	1
Not applicable	45	14	11	0	170
Total number of profiles	46	14	35	11	106

Table 3. On Funds and Personnel

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Source of Funds					
International Organization	7	3	4	2	16
Public	3	3	1	3	10
Private	8	2	7	1	18
Mixed	23	4	21	5	53
No response	4	2	2	0	8
Not applicable	1	0	0	0	1
Total number of profiles	46	14	35	11	106
Number of Personnel (actual number)					
Professionals	328	96	171	41	636
Field Service Providers	105	52	148	7	312
Street Educators	65	16	74	16	171
Others (e.g., peer educators, house parents)	358	79	143	38	618
Total number of profiles	46	16	35	11	106

Across the regions, 41 of the 106 organizations predominantly serve/target male street children. Most organizations serve children between the age ranges 7-12 and 13-17. It is significant to note that out of the number of surveyed organizations, 28 of the 46 in NCR and 35 in the Visayas cater to street youth 18 years old and above.

According to the organizations, the most common reasons or problems of street children when they are taken in are: (1) poverty, (2) abandonment, and (3) their being runaways (see Table 5). In this connection, since family conditions are often cited as "push" factors, a number of organizations undertake a process of family reintegration. However, this was indicated by only 30 organizations across the regions. Thus, there are almost as many children who run away from the centers as there are children who return to their families.

Table 4. On Children Served

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Number of Children Served (actual number	16539	4889	7653	1766	30847
NR*	7	1	0	2	10
Sex of Children Served					
Predominantly male	15	4	15	7	41
Predominantly female	15	6	12	2	35
Equal	2	-	2	-	4
Mixed	8	-	4	1	13
No response	5	4	2	1	12
Not applicable	1	-	-	-	1
Total number of profiles	46	14	35	11	106
Age of Children Served					
0 - 6	23	6	16	4	49
7 - 12	39	11	34	7	91
13 - 17	36	10	33	8	87
18 above	28	6	28	7	69
No response*	3	3	1	3	10
Total number of profiles	46	14	35	11	106

Provisions

Fifty-nine organizations across the regions own their present work facilities. In NCR, however, half (23 of the 46 surveyed organizations) are presently renting and twenty-one (21) own their work facilities.

Table 5. Reasons for Admittance and Leaving

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
No. of Admittance by Reason (Major)					
Abandoned	6	2	5	5	18
Economic/poverty	8	4	12	4	28
Orphans	-	2	6	1	9
Self admitted	5	-	5	1	11
Abused/maltreated	2	3	2	1	8
Behavioral problem	1	2	2	3	8
Ran away from home	7	2	4	5	18
Others	4	1	-	3	8
No response	18	8	-	4	30
Major Reason for Leaving					
Legal order	-	-	2	3	5
Family integration	9	3	12	6	30
Ran away	6	3	10	7	26
Death	-	-	3	-	3
Others	4	2	3	-	9

Given the variety of services the organizations offer, Table 7 shows the benefits or services they provided. Across the regions, these are: (1) family reintegration, (2) medical center, (3) education, (4) psychological counseling, (5) psychological therapy, and (6) recreational facilities. These benefits also include those consistently provided by most organizations in each region. Family reintegration, education, and medical needs of street children are seen as the primary aspects that organizations have given priority to. The organizations often solicit scholarships or financial donations to send deserving street children to school. Most of the organizations themselves, especially in NCR, provide alternative education through the center. Other organizations, however, are able to provide alternative education through a school's assistance.

Table 6. Ownership of Facility

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Ownership of Building					
Rented	23	6	12	1	42
Owned	21	7	21	10	59
Others	-	1	2	-	3
Rented and owned	1	-	-	-	1
Not applicable	1	-	-	-	1
Total Number of Profiles	46	14	35	11	106

Procedures

With regard to procedures undertaken by the surveyed organizations across the regions, more than a majority (or 71) reported having procedures for taking in or admitting children (see Table 8). Within each region, most of the organizations confirmed observing procedures in admitting children. In the same vein, 70 of the 106 organizations prepare children for leaving.

Finally, sixty-six organizations undertake follow through activities, which they mainly do by home visits. Other follow through activities have been school visitation, family consultation, field monitoring, coordination with DSWD, or coordination with the local government unit and the local chapter, among others.

Table 7. Frequencies of Benefits Provided

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Alternative Education					
Provided by the Center	26	9	8	4	47
Provided by School	7	3	19	5	34
Mixed	4	1	6	2	13
Recreational Facilities/ Area	30	8	26	9	73
Provision of Technical Handicraft	14	3	19	7	43
Provision of Workshops	23	9	22	11	65
Provision of Education	33	12	28	10	83
Medical Center	32	10	31	11	84
Dentist	31	8	29	11	79
Psychological Counselling	30	9	27	10	76
Psychological Therapy	18	7	17	7	49
Family Reintegration	33	11	32	11	87
Income Generating	27	8	10	3	48
EAP & Rice Assistance/ Sports and	5	4	3	-	12
Recreational	-	-	19	7	26
Provision of Work					

Table 8. Frequencies of Procedures

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Provision for taking in					
None	-	1	-	1	2
Yes	31	19	11	10	71
No data	-	7	-	1	8
No response	12	8	-	4	24
Not applicable	1	-	-	-	1
Total number of profiles	44	35	11	16	106
Prepare Children for Leaving					
None	-	1	-	1	2
Yes	28	19	11	12	70
No data	-	7	-	-	7
No response	15	8	-	3	26
Not applicable	1	-	-	-	1
Total number of profiles	44	35	11	16	106
Follow-up Procedure					
None	-	1	3	1	5
Yes	28	18	8	12	66
No data	-	7	-	-	7
No response	15	9	-	3	27
Not applicable	1	-	-	-	1
Total Number of Profiles	44	35	11	16	106

B. Knowledge and Experience of Street Children

The street children covered in the survey were asked about their knowledge and experiences with organizations involved with street children. The overriding finding from the children in the 22 cities covered by the study confirmed two major points:

(1) That both the local DSWD units and private organizations particularly the NGOs on the whole, predominantly provide "interventions" for street children, but their qualitative "impact" on the children's consciousness and experiences differ across the cities; and

(2) The benefits or services that seem to be "valued" by the children (i.e., on the basis of what they cited/recalled most frequently) are, for the majority, basic need for food and the desire of some children for education. This confirms the fundamental finding of organizations that when they take in children, they (or their families) are often suffering from a serious inadequacy of income that cannot provide them their essential immediate physical need for food and their long term desire to continue their education.

Table 9 presents an overall (regional) picture of the children's awareness and experiences with these organizations. The data also reveal the following:

1. Across the regions, forty-four percent (44%) of the respondents are aware of individuals or organizations extending assistance.

    1.1. A relatively high percentage of the street children respondents (48.7%) in Mindanao expressed knowledge of individuals or organizations extending assistance.

    1.2. A relatively low percentage of the street children respondents (38.4%) in Luzon expressed knowledge of individuals or organizations extending services.

2. The local DSWD units in nine cities were cited most frequently by the street children respondents as the

organizations they were aware of that extended services. This was seen most consistently in all the three cities in Mindanao.

3. Across the regions, however, only 40% of the street children covered have actually received assistance or help from organizations or individuals.

   3.1. The most common services received by the respondents are: (1) food provision; (2) educational assistance; and (3) clothing, toys and other gifts.

4. Consistent with # 2, caregivers (known as "ates" or "Kuyas") from the local DSWDs were cited most frequently as those providing services. This is most distinct in the following cities:

   - Caloocan
   - Baguio
   - Lapu-lapu
   - Mandaue
   - Cagayan de Oro
   - Davao
   - General Santos

5. In other cities, the more active NGOs among the many present in these areas, along with the local DSWDs, were almost equally cited (e.g., Quezon City, Manila). However, NGOs in the following cities were cited more predominantly by street children who have received assistance relative to the local DSWDs:

   - Olongapo
   - Naga
   - Cebu
   - Iloilo
   - Bacolod
   - Metro South

Table 9. Awareness and Experiences of Street Children with Organizations

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
1. Awareness of individuals/ organizations Extending Assistance/services	42.6%	38.4%	43.5%	48.7%	44.0%
Number of Cases	3,978	791	1,889	1,692	8,350
2. Affiliation of the Care Giver					
Manila					
MDSW	31.0%				31.0%
DSWD	11.6%				11.6%
Concordia Children's Services	9.1%				9.1%
Virlanie Foundation Inc.	8.4%				8.4%
MSWD San Juan	7.1%				7.1%
Kanlungan sa Erma	6.8%				6.8%
Child Hope	5.5%				5.5%
Alay Pag-asa	2.8%				2.8%
COP	2.8%				2.8%
Sagip Kabataan Center	2.7%				2.7%
Other organizations	25.8%				25.8%
Number of Cases	784				784
Metro Quezon					
Kabalikat Drop-in Center	17.4%				17.4%
Social Services Development Dep't-QC	16.0%				16.0%
Kuya Drop-in Center					
Papa John Center	15.3%				15.3%
Child Hope	12.1%				12.1%
Alay Pag-asa	11.6%				11.6%
Medicins Sans Frontieres	9.1%				9.1%
Tulay ng Kabataan	8.4%				8.4%
Haligi ng Bata	5.8%				5.8%
Bukal	3.0%				3.0%
Tanglaw ng Kabataan	2.5%				2.5%
Other organizations	2.3%				2.3%
Number of Cases	21.4%				21.4%
	569				569

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Caloocan City					
DUSIRS	60.8%				60.8%
Lingap Kapwa	14.4%				14.4%
Tahanang Mapagpala	12.0%				12.0%
Tulay ng Kabataan	8.8%				8.8%
Tahanang Sta. Luisa	7.2%				7.2%
Child Hope	6.4%				6.4%
DSWD-Navotas	4.0%				4.0%
Other organizations	19.2%				19.2%
Number of Cases	125				125
Metro South					
DSWD-Pasay	23.0%				23.0%
DEOS Foundation	22.1%				22.1%
Medicins Sans Frontieres	21.3%				21.3%
Child hope	16.4%				16.4%
Sigla ng Buhay	11.5%				11.5%
DSWD-Las Piñas	4.9%				4.9%
Other organizations	18.9%				18.9%
Number of Cases	122				122
Baguio City					
OCSWDO-Baguio		46.5%			46.5%
Sagip Bata		22.8%			22.8%
Save Our Street Children/ Lourdes Church		14.9%			14.9%
Plan International		8.9%			8.9%
DSWD-Baguio City		4.0%			4.0%
Saleng Parent's Association		3.0%			3.0%
NLAB Resource for Blind		2.0%			2.0%
Other organizations		5.0%			5.0%
Number of Cases		101			101

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Naga City					
Sta. Rafaela Sister		35.1%			35.1%
CSWDO-Naga City		27.1%			27.1%
Missionaries of Charity		16.2%			16.2%
Boys		16.2%			16.2%
Youth With a Mission		8.1%			8.1%
PNP		8.1%			8.1%
Other organizations		16.2%			16.2%
Number of Cases		37			37
Olongapo City					
Tatag Inc.		68.7%			68.7%
Reach-up Olongapo		27.2%			27.2%
KNKP Inc., Olongapo		7.5%			7.5%
Calvary Chapel		4.1%			4.1%
Sugpo		3.4%			3.4%
Lingap Center		2.7%			2.7%
Other organizations		4.1%			4.1%
Number of Cases		147			147
Cebu City					
Dangpanaan			37.6%		37.6%
Free Lava Inc.			21.1%		21.1%
CCFI/Pari-an Drop in Center			16.4%		16.4%
DSWD-Cebu City			4.8%		4.8%
Community Scout Youth and Guidance Center			3.7%		3.7%
Other organizations			74.1%		74.1%
Number of Cases			189		189

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Lapu-Lapu City					
DSWD-Lapu-lapu City			47.0%		47.0%
City Hall-Lapu-lapu City			24.8%		24.8%
Tierre Sans Frontieres (TSF) Childrens' Compound			15.4%		15.4%
Shudho-Gyoko			5.1%		5.1%
Other organizations			17.1%		17.1%
Number of Cases			117		117
Mandaue City					
DSWD-Mandaue City			55.6%		55.6%
City Hall-Mandaue City			35.7%		35.7%
Other organizations			8.7%		8.7%
Number of Cases			126		126
Alay Kapwa			29.8%		29.8%
Balayan			15.4%		15.4%
Puluy-an			12.8%		12.8%
DSSD			12.8%		12.8%
A Pastor			11.7%		11.7%
Uno-R Social Work Interns			8.5%		8.5%
Other organizations			9.0%		9.0%
Number of Cases			94		94
Iloilo City					
STOP Foundation			49.3%		49.3%
St. Paul College of Iloilo			18.2%		18.2%
St. Dominic Girl's Home			16.0%		16.0%
Marie Eugene Community Center			4.9%		4.9%
Other organizations			11.6%		11.6%
Number of Cases			225		225

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Cagayan de Oro City					
CSWDO-Cagayan de Oro				82.9%	82.9%
Aus-Aid/SCNEP				26.8%	26.8%
Balay Canossa				7.0%	7.0%
Government (not specified)				2.6%	2.6%
Other organizations				3.9%	3.9%
Number of Cases				228	228
Davao City					
CSSDO-Davao				89.9%	89.9%
Balay Pasilungan				4.6%	4.6%
Caritas				5.5%	5.5%
Free Methodist Street Children Ministry				2.4%	2.4%
Tambayan				1.5%	1.5%
Save the Poor Foundation				1.8%	1.8%
Other organizations				8.2%	8.2%
Number of Cases				328	328
General Santos City					
CSWDO				95.2%	95.2%
Other organizations				5.4%	5.4%
Number of Cases				167	167
3. Receive Assistance from Individuals/Organizations		39.0%	44.6%	40.2%	40.2%
Number of Cases		3,960	1,867	8,168	8,168

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
4. Services Received by the Child*					
Assistance in prison/legal assistance	0.5%	-	1.0%	1.5%	0.7%
Balik Tulunghaan Program	-	-	-	20.0%	3.4%
Weight check/medical assistance	12.0%	12.7%	2.3%	4.3%	8.3%
Childcare session	1.1%	-	0.2%	-	0.6%
Clothes/toys/gifts	27.1%	16.4%	16.1%	18.2%	21.7%
Educational assistance/program	39.8%	38.8%	28.7%	29.35	35.1%
Food provision	49.4%	70.3%	62.6%	78.9%	59.95
Informal class/tutorials/Bible study	8.8%	12.1%	12.3%	5.4%	9.5%
Livelihood assistance	1.3%	7.3%	0.1%	2.0%	1.7%
Money/Financial assistance	2.4%	1.2%	2.8%	5.4%	2.9%
Orientation (protection from STD)	1.1%	-	-	-	0.5%
Psychosocial intervention	0.1%	0.3%	-	6.3%	1.1%
Referral to rehabilitation center	0.2%	-	-	-	0.1%
Rehabilitation	0.1%	-	-	-	0.1%
Talk to children/counseling	6.7%	0.3%	0.1%	-	3.2%
Taught hygiene	0.4%	-	0.4%	-	0.3%
Temporary shelter	13.0%	1.2%	7.5%	6.5%	9.3%
Tours/socialization/field trips	2.4%	-	7.5%	1.1%	3.2%
Training	1.6%	0.9%	1.7%	1.3%	1.5%
Value formation	1.8%	9.7%	15.3%	3.2%	6.3%
Other services	-	-	1.2%	-	0.3%
Number of Cases	1,518	330	815	539	3,202

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
5.Organizations Providing the services					
Manila					
MDSW	19.8%				19.8%
Concordia Children's Services	14.7%				14.7%
DSWD-NCR	10.4%				10.4%
Child Hope	8.6%				8.6%
UNICEF	8.6%				8.6%
Virlanie Foundation Inc.	7.2%				7.2%
Kanlungan sa Erma	6.9%				6.9%
MSWD- San Juan	6.6%				6.6%
Alay Pag-asa	3.9%				3.9%
St. Vincent de Paul Parish	3.8%				3.8%
COP	3.0%				3.0%
Sagip Kabataan Center	3.0%				3.0%
ECPAT	2.8%				2.8%
Other organizations	38.9%				38.9%
Number of Cases	709				709
Metro Quezon					
Social Services					
Development Department-QC	19.2%				19.2%
Kabalikat Drop-In Center	18.8%				18.8%
Kuya Drop-In Center	15.9%				15.9%
Child Hope	12.7%				12.7%
Papa John Center	10.9%				10.9%
Alay Pag-asa	7.2%				7.2%
Tulay ng Kabataan	6.3%				6.3%
Medicins Sans Frontieres	3.9%				3.9%
Bread for Life Ministry	3.5%				3.5%
MDSW V/Bahay Kalinga	2.2%				2.2%
Cubao Council	2.0%				2.0%
Other organizations	22.3%				22.3%
Number of Cases	458				458

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Caloocan					
DUSIRS	53.6%				53.6%
AusAid	17.9%				17.9%
Tahanang Mapagpala	13.6%				13.6%
UNICEF	10.7%				10.7%
LGU -Caloocan	10.0%				10.0%
Tulay ng Kabataan	7.9%				7.9%
Tahanang Sta. Luisa	6.4%				6.4%
Lingap Kapwa	6.4%				6.4%
Child Hope	4.3%				4.3%
Tanglaw ng Kabataan	4.3%				4.3%
Other organizations	28.6%				28.6%
Number of Cases	140				140
Metro South					
Las Piñas Drop in Center	26.8%				26.8%
Medicins Sans Frontieres (MSF)	23.7%				23.7%
Child Hope	17.5%				17.5%
UNICEF	13.4%				13.4%
DSWD-Pasay	11.35				11.35
NGO-Pasay	8.25				8.25
Virlanie Foundation Inc	7.2%				7.2%
Other organizations	25.8%				25.8%
Number of Cases	97				97
Baguio City					
OCSWDO-Baguio		39.3%			39.3%
Sagip-Bata		23.6%			23.6%
Save Our Street Children/Lourdes Church		16.9%			16.9%
Plan International		10.1%			10.1%
Saleng Parents' Association		3.4%			3.4%
Other organizations		6.7%			6.7%
Number of Cases		89			89

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Naga City					
Sta. Rafaela Sisters		33.3%			33.3%
Children's Center		16.7%			16.7%
Other organizations		58.3%			58.3%
Number of Cases		12			12
Olongapo City					
Tatag Inc.,		71.7%			71.7%
Reach up-Olongapo		29.0%			29.0%
Calvary Chapel		5.8%			5.8%
Sugpo		5.8%			5.8%
DSWD-Olongapo		5.8%			5.8%
Other organizations		9.4%			9.4%
Number of Cases		138			138
Cebu City					
Dangpanan			29.7%		29.7%
Free Lava, Inc.			22.7%		22.7%
CCFI/Pari-an			16.9%		16.9%
Community Scout Youth & Guidance Center			5.2%		5.2%
DSWD- Cebu City			2.9%		2.9%
Other Organization			22.6%		22.6%
Number of Cases			172		172
Lapu-Lapu City					
DSWD-Lapu-lapu City			49.9%		49.9%
Tierre Sans Frontieres (TSF) Children's Compound			19.6%		19.6%
City Hall- Lapu-lapu City			11.7%		11.7%
DECS			3.9%		3.9%
Shudho-Gyoko			3.9%		3.9%
CCFI/Pari-an Drop in Center			2.9%		2.9%
House of Hope			2.9%		2.9%
Other organization			14.9%		14.9%
Number of Cases			102		102

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Mandaue City					
DSWD-Mandaue City			63.2%		63.2%
City Hall-Mandaue City			29.1%		29.1%
Missionary Sisters			2.6%		2.6%
Other organizations			5.1%		5.1%
Number of Cases			117		117
Bacolod City					
Concern			30.0%		30.0%
Balayan			17.8%		17.8%
Puluy-an			17.8%		17.8%
A Pastor			12.2%		12.2%
DSSD			7.85		7.85
ABS-CBN			3.3%		3.3%
Other organizations			11.1%		11.1%
Number of Cases			90		90
Iloilo City					
STOP Foundation			40.0%		40.0%
Religious Group			27.0%		27.0%
ERDA			11.2%		11.2%
Marie Eugene Community Center			4.3%		4.3%
AusAid Rice Assistance			4.3%		4.3%
Iloilo Working Committee on Street Children			3.9%		3.9%
DILG			3.9%		3.9%
Other organizations			28.7%		28.7%
Number of Cases			233		233

Continuation...

Characteristics	Regional				
	NCR	Luzon	Visayas	Mindanao	Total
Cagayan de Oro City					
CSWDO- Cagayan de Oro				52.8%	52.8%
SCNEP/Aus Aid Rice Assistance				40.0%	40.0%
Cagayan de Oro City Government/LGU				12.9%	12.9%
Balay Canossa				8.6%	8.6%
DSSD-Cagayan de Oro				7.1%	7.1%
YWAM				7.1%	7.1%
Macajalar 24K Jaycees				6.4%	6.4%
Other organizations				6.4%	6.4%
Number of Cases				140	140
Davao City					
CSSDO-Davao				78.9%	78.9%
Caritas				21.1%	21.1%
Free Methodist Street Children Ministry				21.1%	21.1%
Davao City Government/LGU				4.7%	4.7%
Balay Pasilungan				4.1%	4.1%
Save the Poor Foundation				2.9%	2.9%
Tambayan				2.9%	2.9%
Other Organizations				14.0%	14.0%
Number of Cases				171	171
General Santos City					
CSWDO-GenSan				79.3%	79.3%
UNICEF-Gen San				69.5%	69.5%
Gen. San Government/LGU (not specified)				7.1%	7.1%
Marcellin Foundation				3.7%	3.7%
Religious Organization				3.7%	3.7%
Maria Goretti				1.2%	1.2%
Shed foundation-Gen. San				1.2%	1.2%
Other Organizations				6.1%	6.1%
Number of Cases				82	82

IV. ANALYSIS

The previous section presented the reality about organizations involved with street children as described by those who manage these organizations, and as experienced by the street children who themselves are the supposed beneficiaries of these organizations. Cognizant of the caveats that the surveyed organizations do not comprise all the organizations involved with street children in the study's selected cities and the methodological limitations of the research, the data obtained, however, provides a sufficient overall picture of the resources that have been generated and the challenges that continue to confront the numerous responses to the phenomenon of street children.

A closer examination of the data provided by the organizations and revealed by the street children yield some important points about the complex problem and actions that characterize the phenomenon of street children.

1. The astounding attention and response that the phenomenon of street children has generated from both the public (i.e., government) and private (e.g., NGOs, religious, educational, civic groups) sectors through the years indicate that said phenomenon has escalated into a social problem especially in the major cities of the country and the bases are: (1) the number of street children in the selected cities remain extraordinary, and thus, warrant attention; (2) the difficult circumstances that surround the plight of street children have become more serious and complex; and (3) in light of the preceding two features, the phenomenon of street children has necessitated actions that are designed to alleviate the increasing phenomenon.

2. While the national government (DSWD) through its local government units is expected to play the lead role in curbing the problem of street children, non-government organizations predominate in the development efforts generated by the unabated problem of

street children, as seen in the type of organizations involved with street children. This is most evident in NCR and the selected major cities in the Visayas.

3. With regard to # 2, while the abundance of NGOs involved in work with street children is a positive sign of the private sector's role in the human/social development sector, the diffused services provided by NGOs do not seem to create an impact on the situation of street children. This was demonstrated in the finding that in 9 cities, the local DSWD units were most frequently cited by the street children as the organization they are familiar with and have received benefits from.

4. Matching the number of accredited organizations in the study with the masterlist of licensed/accredited NGOs published by DSWD, 43 of the surveyed organizations were reported to be accredited, compared with 39 included in the masterlist as of March 31, 1999. Though the DSWD continues to provide the overall guidelines for organizations involved in work with street children, there is a significant number of organizations that are not accredited. Several of these non-accredited organizations are well-reputed in specific field of endeavor, such as health, education, and organizing and are doing commendable work for and with street children.

5. Family factors, such as poverty due to lack of income, abuse, conflict with other members in the family, and the like, were seen as the major "push" factors that account for why children take to the streets. In this light, the family is a key and critical element to be addressed by organizations engaged in alleviating the problem of street children.

6. Organizations provide a range of benefits or services that aim to address the immediate needs of street children, e.g., education, family reintegration, medical care, psychological counseling, and recreation, among others. Given these and the limited funds/

resources to address not one but the interdependent needs of the street children they serve, there is concern about the presence of qualified staff in the organization and the sustainability of these services.

7. The number of street educators across the regions is strikingly low. This is most apparent in NCR, which registered the largest actual number of street children served. This supports Esquillo's data that there were only around 60 street educators in Metro Manila in 1994, and with the unabated problem of street children in major urban centers like the NCR, there is need for more street educators who are acknowledged by street children to have an impact on them.

8. While there are more male street children than females, there is a growing number of female street children served by the concerned organizations.

9. There is likewise a growing number of street youth (i.e., 18 years old and above) served by organizations.

10. While several organizations characterized their approach as a "mix" (e.g., community and center-based or street-based), there seems to be a weak link between the organization and the community it is found in. This often results in street childrren (prospective or otherwise) not only running away from their homes but also wandering farther from their communities. Furthermore, due to the weak linkages and coordination between non-government organizations and local community structures, their approach to the problem may sometimes conflict with (i.e., government may be less sympathetic or street child unfriendly) and contribute or lead to an antagonistic relationship between them.

V. LESSONS LEARNED AND RECOMMENDATIONS

Data obtained from the organizations and the street children they serve point out some valuable lessons pertinent to curbing the problem of street children.

1. **The phenomenon of street children has grown into a multifaceted problem that warrants a multi- and inter-sectoral approach and management.**

2. Though the problem has become multifaceted and hence has generated a variety of responses both from the government and the private sector, the current status of initiatives indicate a strong need for a unified orientation about the "problem" that is acceptable to all groups and sectors that seek to serve street children. Strategies may be varied but the basis or the rationale for the strategies should affirm a collective orientation that reflects a common set of values and beliefs on what contributes to the best interest of street children. The street children phenomenon is a problem that goes beyond the street children per se, and their circumstances are larger than their individual and family conditions. Street children indeed are victims rather than perpetrators of crimes that streets must be made free of.

3. While it is evident that much is being done by both government, i.e., the national and local DSWD, and private sector, particularly the non-government organizations, the partnership for more constructive and concerted efforts have to be strengthened between and within these sectors in order to achieve the desired impact on the problem of street children in the Philippines.

Against this backdrop, the following recommendations are being forwarded:

1. The DSWD, in consultation with organizations and sectors concerned, should seriously assess and strengthen its accreditation requirement for organizations involved with street children. This is deemed imperative to ensure not only that the minimum requirements for organizations serving street children be complied with and maintained, but moreover, to protect street children from bogus, profit-making organizations.

2. NGOs need to strengthen their alliance and increase venues for linkages and sharing of resources. As evident in some cities like Naga, where services for street children are still limited and wanting, forming linkages with more established/resource-laden organizations can enrich their knowledge and skills in providing services to the children.

3. Organizations, local or foreign, that aim to serve and benefit street children should coordinate with existing community structures (i.e., local government units) in order to provide resources for the disadvantaged sectors in the community, particularly including street children. Street children must see their communities, through their centers, "homes", and other facilities or structures, as a friendly and accessible refuge in times of need. Ultimately, it will be the community that will carry the responsibility of providing a sustainable human quality of life for all its members, including street children.

4. DSWD, in coordination with other government agencies, and NGOs must initiate and institutionalize mechanisms and measures geared to families of street children in order to prevent and effectively reduce street children.

This is imperative as long as there are urban families barely surviving due to poverty.

5. There is a need to professionalize and upgrade the work status of workers/caregivers involved with street children, specifically street educators and house parents among others. Such a move can motivate more individuals to pursue these occupations.

6. More facilities and appropriate services are imperative for the increasing number of (1) female street children and (2) street youth.

7. In connection with # 6, organizations must hire the necessary personnel and provide the needed training to personnel who will serve the growing numbers from these two groups due to the unique needs and concerns that must be addressed.

VI. COMMENTARY: NGOs AS AGENTS OF DEVELOPMENT

In its broadest sense, the term "non-government organization" refers to organizations (1) not based in government; and (2) not created to earn profit (ADB, 1999). While this broad definition of an NGO is correct semantically, it "presents a problem in that it encompasses a large number and wide range of organizations that structurally and functionally are interrelated." One of the few things that the Philippines has been positively noted for is the role that the NGO community has contributed to social development. In spite of the wide range of NGOs that exists, NGOs have consistently been at the forefront of development work.

In the Philippines, there is a wide spectrum of developmental NGOs. Developmental NGOs can be regarded as "private organizations entirely or largely independent of government, not created for financial or material gain, and addressing concerns such as social

and humanitarian issues of development, individual and community poverty as well as environmental and natural resources protection, management, and improvement" (ADB, 1999: 3-5). The UNDP (1998) characterized the function of developmental organizations such as NGOs as follows:

> To achieve some meaningful change in a sector of society in order to affect total human development. Today, this is taken to mean an enabling environment for people to enjoy a long and healthy life, to acquire knowledge, and to have access to resources needed for a decent standard of living.

Similarly, Torres (n.d.) pointed out that a development organization exists in order to improve the lives of target groups and beneficiaries in various specific ways. In the Philippines, the prominent NGOs are those who describe their work as developmental though they vary significantly according to philosophy, purpose, expertise, program approach, and scope of activities. The Asian Development Bank (ADB) has distinguished the Philippines as one of the countries in the Asia and Pacific region where NGOs have become much more significant actors in the development processes. In recognition of this, the ADB has pursued an expanded program of cooperation with NGOs – i.e., to incorporate NGO experience, knowledge, and expertise into ADB operations (ADB, 1999).

Given the findings of this cursory survey of organizations involved in work with street children, one is led to ask how developmental is their response? As a critical sector of civil society committed to social development, their response should be developmental, that is to say, "should envision action being taken which will result in the development within a society of an environment which is conducive to all members of that society developing and utilizing their potential and enjoying a satisfying life"

(ESCAP, 1998). However, information from the organizations do not show that they support this desired vision.

The common responses from NGOs are short-term initiatives aimed to address current needs like food, clothing, health, and education. Korten (1990) describes these organizations as tied to first generation strategies, or relief and welfare strategies. The scope of attention is usually the individual or the family and the actor is the NGO. Services often overlap, leading their common target beneficiaries to take advantage of the open field of relief services. Faced with numerous and various organizations in the field, what the children remember then is the local DSWD. They meet several "ates" or "kuyas" from more than one NGO who all try to converse with them, share food, and talk with them about going to a center. On the other hand, they meet only one "ate" or "kuya" from the local DSWD who is engaging with them in exactly the same manner as those from the NGOs. Cognizant of this, the NGOs claim that this initial phase of their work — entering the world of the street children — covers an indefinite long period before the child finally submits himself or herself to the care of anyone.

A fairer assessment of NGO involvement in the cause of street children can perhaps be drawn with reference to the National Project on Street Children (NPSC). The Project, launched in 1986 and based at the DSWD, is an inter-agency body composed of government agencies and a network of NGOs under the National Council for Social Development. It covers 27 cities and 5 urban municipalities. This inter-agency body, operating mainly through clusters or task forces mostly chaired by NGO representatives, carries out continuing situation analysis, training and capacity-building, advocacy and resource generation, organizing families, and providing direct services. The programs and services include: education and vocational training, livelihood, micro-credit and employment assistance, legal protection, health and prevention education for substance abuse; STD and HIV/AIDS; crisis counseling and other psychological services; restoration of family ties; and opportunities for participation

and building of self-esteem (UNICEF, 1991). These services are implemented in the context of specific strategies: center-based, street-based, and community-based.

While numerous, the services and interventions have remained largely fragmented. As long as services or interventions are carried out on a single project basis, such initiatives will not be far-reaching. There is a need to bring together interventions into an integrated programme and institutionalized into existing structures at various levels: family community, city, municipality, province, regional, and national bodies. Such cross-cutting interventions can include for example: (1) preventive actions and early interventions; (2) rescue, recovery and reintegration; (3) law reform and enforcement; and (4) establishing responsive systems for child protection, among others.

While NGOs, especially those at the field level, have excelled at forming close linkages with local communities through sustained community organizing and ground working, NGOs have not effectively mustered the needed support from communities. NGO offices or stations are strategically located at areas near locations where street children are found. While they are doing visible work catering to street children in the neighborhoods or communities they are in, NGOs have not attracted the needed attention or interest from members of the community. The study revealed that 50% of the street children surveyed were found in a different barangay but in the same city/municipality as their place of birth. Thus, it is ultimately the community that will be accountable for the persistent presence of street children.

In this connection, Porio (1994) cited in her evaluation that NGOs have not seized or maximized the opportunity to position themselves in the local development agenda and dynamics. Hence, this weakness has deterred particularly NGOs on street children to evolve into what Korten referred to as the "third generation strategy." This strategy involves working through vertical relationships, i.e., the system of political forces, policies, and institutions that

maybe working directly against the outcomes they are aiming for from the community to the national levels. At this level, the NGO must feel capable of addressing the need for institutional change. It is through this process as well that they can lead other members of civil society such as religious groups, professional associations, and the business sector to demand and mobilize more resources for child protection. But first, NGOs have to broaden their support and alliances by continuously building and expanding their partnerships.

The work that NGOs have contributed to the cause of street children through the years is nothing short of laudable. Their involvement has generated a continuing learning process that continue to unravel new challenges for them to address. Our survey of street children and organizations involved with street children indicated that the following aspects need to be addressed: (1) the increasing separation of children from their families that make them more vulnerable to abuse, exploitation and violence; (2) the problem of inadequate family income; (3) the increasing number and specialized needs of: hardcore street children, female street children, and street youth; (4) the weak and inconsistent enforcement of laws protecting street children; (5) the lack of effective response mechanisms and monitoring system for child protection; (6) professionalizing community work and care givers; and (7) the poor information system/data base of organizations. Thus, for organizations whose raison d' etre is street children, much has yet to be achieved in completing and fulfilling their agenda and the common goal of making a difference in the lives of these children in the urban community.

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Chapter 3

WELL-BEING OF CHILDREN WHO MOST NEED SPECIAL CARE AND PROTECTION

An Integrated Policy and Action Framework

by
Exaltacion E. Lamberte, Ph.D.

EXECUTIVE SUMMARY

1. This paper maps out an integrated policy and action framework for protecting and advancing the well-being of children, specifically the street children. The formulation of the framework is part of the efforts of the National Project for Street Children (NPSC) geared at consolidating and institutionalizing the services for street children in the local government units and communities within the context of the devolved and decentralized services delivery system. The need to come up with a framework arose from the challenges being faced by NPSC and its task forces/ working committees to make the organized efforts and programs for street children an integral part of the Municipal or City Development Plan of Action, and much more, to make local government units and communities more **Child-friendly and Protector** as well. The framework is anchored on **a rights-based perspective** in that its frame of reference for planned intervention and efforts is guided by Article XV, Section 3 of the 1987 Philippine Constitution and by the United Nations International Convention on the Rights of the Child in 1989. It takes cognizant of the fact that the realities and the circumstances surrounding the conditions of street children are complex and, therefore, require a well-coordinated systemic and special efforts. It also considers the decentralized and devolved delivery system for social services in the country.

2. The paper aims to: a) articulate the vision that guides the efforts geared towards the advancement of the well-being of street children; b) formulate principles and policy statements that serve to guide the programs and the plan of action of the local governments, groups, organizations and communities involved in the advancement of the well-being of children; c) identify general goals and program components intended to advance the well-being of street children; d) specify the strategic policies that will guide all efforts to advance the well-being of street children; and e) ascertain the required institutional mechanisms necessary

for an efficient, relevant and decentralized delivery of basic services to street children.

3. The framework was developed based on the years of experiences of National Project on Street Children (NPSC), the national and the local government agencies and non-government organizations working with and for street children. The experiences of UNICEF both in the Philippines and other countries of the world also contribute to the formulation of the policy framework. The main sources of information are the documents, newsletters and reports prepared by NPSC and other agencies, the results of studies done on street children and the assessment/ evaluation studies on the programs and activities of the agencies that have been providing services to street children. The results of the Workshop on Policy Formulation for Street Children held among the task forces/city working committees on 25 October 1996 in Manila have also been incorporated in this paper.

4. As of 1996, the exact number of the street children in the country is non-existent. Coming up with a headcount, or perhaps even a close estimate remains a major problem. Documents culled from the NPSC secretariat and other agencies have shown various estimates of street children. The numbers differ significantly. In 1986, the number of street children in Metro Manila was estimated to be 50,000 to 75,000. This number was arrived at based on the assumption that about 2 to 3 percent of the child and youth population in a city constitute the street children. The 2 to 3 percent range was arrived based on the situational studies conducted in 10 major cities in the Philippines in 1986.. Other cities like Iloilo recorded 2,500 to 3,000; Olongapo, 2,406; and Baguio, 800 to 1,500. In 1993, the estimate was 220,000 in 65 major cities of the country. A significant decrease is notable from this estimate inasmuch as in 1986, the figure was recorded to be 1.5 million. In 1996, UNICEF provided an estimate of 87,000 street children in Metro Manila. On the other hand, the DSWD-National Capital Region

(NCR) estimated the number of street children to be only 5,131. This estimate seems much lower noting the 5,000 target estimates made by the Inter-City Committee on Street Education (ICCSE) in 1994 covering only the cities of Pasay, Manila, Quezon City and Mandaluyong-Pasig areas and the recorded number of 5,206 street children served by the Program on Street Education lead and managed by Child Hope Asia- Philippines in partnership with 6 community-based non-government organizations located in the cities of Manila, Pasay and Quezon City. The variations of the estimates give credence to the importance of coming up with an information system meant to systematically monitor and track the conditions of the street children in the major cities of the country and in the country in general.

5. Three equally important factors push the children to live and/or stay most of the times on the streets, namely poverty, family, and peer influence. **Poverty is both a push and a pull factor.** Poor living conditions at home and the uncertainty of the availability of needed food stuffs in the homes push children to work and seek earnings on the street. It is also a pull factor in that the street invites children to secure earnings while at the same time enjoy the company of their peers and friends. **Family situation is also a push factor.** A considerable proportion of the street children come from families characterized by frequent occurrence of marital discord, infliction of physical abuse by any of the parents upon the child, unstable and harmonious family relationships. Quite a number also have separated parents and they are taken care of by a single-parent usually, the mother or if not the grandmother. About half the number of those with separated parents have remarried thus the child is living either with a step-father or step-mother and step-siblings making the family life more complicated. **Violence committed against the street children at home may take on a variety of forms:** (1) poverty violence including deprivation of basic needs; (2) social and emotional violence such as neglect, inability of the parents to spend time with the children because of either work/

employment or large number of children, absence of communication and better interactions, verbal scolding which can be emotionally and mentally disturbing, demands to perform household tasks at home, especially among the girls; (3) physical abuse; (4) sexual abuse; and (5) economic abuse, that is, making use of the children as instruments to get the needed resources and even services, forcing them to work and earn, and making arrangements for sexual services for a client. **Peer influence is a pull factor.** Street children made mention of their joy when in the company of their peers since they serve as support persons in time of problems, frustrations and depression. Aside from the street educators, they actively seek the assistance of their peers for help in cases of troubles like police arrests and illness. Because they find security and joy in the company of their peers, the latter exercise a strong influence on the street children's behaviors and attitudes. In the absence of a mature adult supervision, the role models become the peers themselves and the adults on the streets. Since socialization takes place most of the times on the streets with peers, the definition of behaviors is governed more by group experience and collective characterization of the situation. It becomes less surprising therefore to discover that a considerable number of the street children are into drug-abuse, have unrestrained sexual activity, oftentimes, into unsafe sex practices, committed what is called as culturally deviant behaviors and other illegal acts to get money. The longer the children stays on the streets, the more they get into criminal and socially defined deviant behaviors.

6. Street children are resilient, creative and ingenuous. Given the needed opportunities and drawn into a situation, they are capable of bringing about some kind of personal transformation and behavioral changes. The provision of basic services to the families does not only help improve the otherwise bleak conditions of the beneficiaries, but also, keeps the children tied with their families. It keeps them away from the streets. However, while provision of services helped ameliorate the life situations of the

beneficiaries, it tends to foster dependency among the program beneficiaries. Moral hazard problem emerges as the families get to be served longer by the program.

7. Better than the livelihood assistance, the provision of the educational assistance worked well in bringing back the street children to their families. Specifically, the participation of the parents, particularly the mothers, in the program facilitates the attainment of success in the educational assistance programs. Involving the mothers in the monitoring of the progress and status of the children makes a difference in the outcomes of formal schooling. Parents' involvement in the program implementation is found to be an important ingredient in the program success, although, eliciting the participation of the fathers in the family affairs and in the program implementation remains a problem.

8. The comprehensive and integrated approach of the service delivery helped very much in uplifting the conditions of the people. The impact of the program services to the beneficiaries tends to be much greater. It is also fitting and appropriate at cases where the burden of the circumstances surrounding the children is much heavier. Much more, networking, linkage and inter-agency/inter-sectoral collaboration are important in the successful program implementation. It facilitates exchange of resources as well as capabilities and the attainment of an efficient referral system.

9. Non-government organizations and local government units have their own niches in the program implementation. The former very well served in implementing services delivery functions, particularly in community-based street education program, family reconciliation program, surveillance and tracking of the street children, para-legal assistance program and surveillance and monitoring of abuses committed against a street child.

10. The functioning of the Barangay Protection Council and the Local Welfare Council left much to be desired. In certain areas, these councils are found to be either non-existent or non-operational at all.

11. The legal framework for the advancement of well-being and protection of rights of children is well placed. The laws and administrative issuances need to be reviewed and examined for possible institutional and legal reforms notwithstanding possible inconsistencies in some of the provisions. Much of the existing laws were formulated before the devolution of the social services to the local government units. For purposes of consistency in the enforcement of laws, it is necessary to come up with a separate Code for Care of Children. In this, all laws pertaining to protection and care of street children and other children under difficult circumstances will organized in one material. Cognizant of the fact that the realities and the conditions surrounding the street children and other children under difficult circumstances are different from those of the normal children, the laws referring to children under difficult circumstances need to be organized separately from the existing Family Code.

12. **The policy framework mapped out in this paper is based in a rights perspective rather than on a welfare and societal/ state obligation approach**. The intervention for street children is guided by the UN International Convention on the Rights of the Child and the 1987 Philippine Constitution. Because the well-being of children under difficult circumstances are guaranteed, its advancement is seen as a basic condition for an orderly and just humane society.

13. Certain important reasons underlie the efforts for the advancement of the well-being of children and the protection of the rights of the child. Altogether, they serve as a guiding philosophy for the action and intervention. **First**, as individuals with dignity, street children possess inalienable rights that must be protected and

promoted. **Second**, as children, they are completely vulnerable and dependent on the adult members of the family, community and the society as a whole. **Third**, the protection of the rights of the children and the promotion of their well-being consequently ensure also the well-being of the community and the society. The allocation of whatever form of resources for the advancement of the well-being of children is an investment for the future generation. Investment in children has great multiplier effects for the future of the society. **Fourth**, the behaviors and the conditions surrounding the lives of the street children are not of their own making but a by-product of the greater problems facing the community and the society as a whole such as poverty, social inequities, injustices and the imbalanced development efforts in the country. **Lastly**, the Philippines is one of the countries which committed to the protection of the rights of the child, being one of the signatories of the International Convention on the Rights of the Child.

14. There are principles guiding the program intervention. **One**, the well-being of children need to be viewed not solely as a government and family responsibility, but rather a shared responsibility of the society, families, communities, private organizations/non-organizations, the children themselves, and all of the sectors as well as institutions in the society such as the media, schools, church, etc. Well-being of street children is everybody's concern and responsibility. **Two**, the children are the future of the nation. Advancing their well-being, promoting their rights and providing them greater access to basic services is one way of securing better future of the country and furnishing the society with a productive as well as capable human resource. Providing the street children with the necessary opportunities and services will enable them to realize their potentials and their well-being making them more integrated to the mainstream society. Thus instead of becoming marginal, they become a contributing members of society. Given this, the national and local government need to regularly allocate budgetary resources for programs and

projects meant to advance the well-being of the street children and promote their rights. In the same manner, resources of whatever form of the private organizations, communities and other sectors of the society must also be mobilized to the fullest possible. **Three**, the provision of services must be carried out in a manner that strengthens and encourages development of independence, self-determination, resiliency and self-reliance. The programs and services must discourage the formation of dependency attitude and behavior among the target beneficiaries. It must prevent the emergence of "moral hazard problem," a problem attendant to a welfare-oriented service delivery and provision. **Four**, programs and services of various agencies and organizations must be homogeneous and standardized. Mobility among the beneficiaries must be encouraged to get away from the dependency behavior that a child may develop to a particular center. Each beneficiary must be given opportunities to search for himself the kind of services he wants and the kind of sheltered life he would want to live and enjoy. **Five**, the services provision and development strategies need to be child-centered, sensitive and responsive to the needs and concerns of the children under difficult circumstances. The interests of the children rather than the organizations or the sectors working with and for them must be the primordial concern. **Six**, the advancement of the well-being of street children goes beyond the promotion and protection of the child's rights. It involves policy and public action that consider not only the basic rights of the child but also the aspects necessary for their growth and development

15. Based on the listing of the rights of the child, the accumulated research evidence and the NPSC experience in the program implementation, the well-being of children may constitute among others, the following dimensions: a) healthy family relationships, b) favorable self-concept and well-integrated self-image, c) empowerment and self-determination, d) access to basic and health needs, e) opportunities for resource creation, f) exercise of rights/ moral rectitude, g) leisure and recreation, h) knowledge

and education, i) positive community relationships and participation and j) enabling group/ peer interaction. The listing of these dimensions can very well served as basis for the indicators to monitor and assess the status of well-being of the street children in the country and in assessing the performance of the programs addressing the concerns of the children.

16. **The vision/mission as formulated by the workers involved with the street children is : The Program for street children must bring about a society, community, family in which all children are nurtured, their rights are promoted as well as protected and enjoyed. Opportunities for participation, survival and development are provided. Well-being is a child's right. Projects, activities and efforts must be undertaken to establish a Child-friendly and Nurturing society and community. Various types of services and programs must be provided to assure attainment of well-being of children, especially those disadvantaged and those under difficult circumstances."**

17. The directions and the thrusts at the national level are: a) policy development and the strengthening of the DSWD monitoring and regulatory functions, b) establishment and institutionalization of institutions and processes for the sectors and groups/ organizations to perform their respective roles effectively, c) advocacy for child's rights and elevation of the concerns and issues from the familial and private to societal and public sphere , d) the intensification of the national education and information campaigns to make the concerns of children under difficult circumstances a collective responsibility, e) research and the establishment of a research network for Child and Youth and Children Under Difficult Circumstances Concerns, f) capability building, and g) mainstreaming.

18. Within the context of a decentralized and devolved system of service delivery, the efforts of the local government units, the task forces/working committees need to be directed at the

following thrusts: a) implementation of programs and services, b) situation analysis and needs assessment, c) advocacy and formulation of ordinance, d) monitoring and evaluation, e) capability building, f) coordination and linkage, g) institutional development/ strengthening, and h) local resource mobilization, mainstreaming and sustainability.

19. Certain strategies are required since they are found to be suitable for effective program implementation. These are: 1) emphasis on preventive and development program and services, 2) networking, partnership and collaboration, 3) comprehensive and integrated multi-pronged services, 4) participatory and non-discriminatory, 5) dynamic and non-prescriptive and 6) systematization of the data-base and development of a useful information system for street children and other children under difficult circumstances.

20. Programs that may be undertaken at the community, family and individual levels are as follows: a) provision of formal educational assistance and alternative street education program and services, b) provision of health and nutrition services including immunization, c) livelihood assistance, income-generating projects and skills training, d) group formation/organization and leadership formation, d) para-legal assistance, e) family reconciliation and family strengthening, f) psycho-social intervention and g) recreation and leisure activities.

21. Some steps are recommended to make this integrated framework be a part of the National Social Development Plan and the Municipal/City Local Development Plan: a) the Technical Committee on the Children Under Difficult Circumstances within the Child Welfare Council at the Department of Social Welfare Services and Development needs to exert effort in influencing the Social Development Committee in incorporating this framework in the National Development Plan; b) as part of the remaining activities the thrust on Institutionalization of the Program for Street

Children the present integrated framework need to be disseminated intensively; there is a need to popularize the contents of the integrated framework in varying forms such as newsletters, loose sheets, comics forms, and others in order to disseminate the information to the local government units, church groups, the non-government organizations working with and for street children and people's organizations; the Technical Committee of the Program on Children Under Difficult Circumstances can very well come up with a systematic program of action mainly for information dissemination and diffusion; c) a workshop need to be convened among the members of the NPSC network of task forces/city working committees and the cluster committees and PICAC members in each of the regional clusters. This workshop will aim to make the committees/task force members knowledgeable in detail the specific contents of the integrated framework; the workshop will also map out strategies by which the contents of the framework would be widely disseminated at the local and village levels such that they become inputs in the Municipal and Provincial Development Plans; d) the present integrated policy and action framework needs to be widely disseminated for better advocacy and solicitation of support from all sectors of the society; e) efforts must be spent to make the media well-informed about the contents of the framework; a well-planned series of media or news release may be done by NPSC and the Technical Committee of the Program on Children Under Difficult Circumstances of the Child Welfare Council and the Bureau of Child and Youth Welfare to disseminate information and to reach a wider group of audience and readers possible thus consequently elicit more public awareness and support about the efforts and programs for street children.

I. INTRODUCTION

The Philippines has made great strides in meeting the needs and concerns of the street children. The Philippine government through its lead agency, the Department of Social Welfare and Development, the National Council on Social Development, an alliance of non-government organizations working with and for street children and the UNICEF, in the spirit of partnership, have initiated programs meant to address their concerns, especially during the start of the Aquino administration. The delivery of the services and the implementation of the programs, however, have been made within a centralized environment. When the Local Government Code was enacted in 1992, the delivery of basic and social services was devolved. Consequently, the initiatives and efforts addressing the well-being of children shifted to the local communities. Local government units have been given more power and authority to plan and implement the programs at the local and community level. Given this devolution, a need to develop an integrated policy and action framework emerged. This need arose from the challenge being faced by the present service agents towards making the systematic efforts and programs for street children an integral part of the Municipal or City Development Plan of local governments in the country, and much more, to make local government units and communities more **Child-friendly and Protector** as well.

This paper maps out an integrated policy and action framework for protecting and advancing the well-being of children, specifically the street children. The framework is anchored on a *rights-based* perspective and approach in that its frame of reference for planned intervention and efforts is guided by Article XV, Section 3 of the 1987 Philippine Constitution, which articulates the state's protection of the rights of the Filipino children, and by the United Nations International Convention on the Rights of the Child in 1989, which was subsequently ratified by the Philippines in July 1990. It takes cognizant of the fact that the realities and the circumstances surrounding the conditions of street children are complex and,

therefore, require a well-coordinated *systemic* and *special* efforts. It also considers the decentralized and devolved delivery system for social services in the country.

A. Objectives of the Paper and Its Significance

The present paper generally aims to develop an integrated and responsive policy and action framework that will serve to guide the program intervention meant to advance the well-being and rights of the street children. It specifically intends to:

a. articulate the vision that guides the efforts geared towards the advancement of the well-being of street children;
b. formulate principles and policy statements that serve to guide the programs and the plan of action of the local government, groups, organizations and communities involved in the advancement of the well-being of children;
c. identify general goals and program components intended to advance the well-being of street children;
d. specify the strategic policies that will guide all efforts to advance the well-being of street children; and
e. ascertain the required institutional mechanisms necessary for an efficient, relevant and decentralized delivery of basic services to street children.

This paper makes use of the specification "*children who are most in need of special care and protection*" as referring to *street children*. This is done to avoid problems of stigmatization and issues associated with the use of the label "street children" (UNICEF 1996).

The attempt at formulating a policy framework for advancing the well-being of children who need special protection is important in many respects. **First**, it is part of the efforts of the National Project on Street Children (NSPC) in consolidating and institutionalizing the services for street children in the local government units and

communities within the context of the devolved and decentralized system of delivery of social services. **Second**, the policy framework can serve as a guide for any program intervention that would be introduced by local government units, people's organizations, non-government organizations working and involved with the street children. **Third,** it can serve as a reference for any initiatives meant to push intensively other policy agenda and issues affecting street children. **Fourth**, the framework culls and integrates important policy statements made by various government and non-government organizations on the promotion of the rights of the children. **Fifth**, it goes beyond the specification of the legal framework in that it specifically identifies the policy perspective, premises, principles and strategies for advancing the well-being of street children. It must be noted that the existing policy framework for improving the survival, protection and development of the Filipino children includes only the legislative and development framework (NEDA and UNICEF 1993). The guide also includes a listing of goals and components of programs meant to advance the well-being of children. **Lastly**, it maps out new policies and directions taking into account the lessons learned from the NSPC experience in program implementation and the more than a decade of research among street children and their families.

B. Organization of the Paper

The first part introduces the objectives of the paper. It also discusses the importance of formulating a policy framework for advancing the well-being of street children.

The second part describes the context and the basis of the policy framework. It provides a brief background on the initiatives done to address the problem on street children in the country. It brings out the lessons learned from the initiatives of NSPC and non-government organizations involved with street children during the past decade, the studies and the situation analyses conducted on street children and their families. It also presents a development

scenario for the country in the near term which may have bearing on the future conditions of street children. The major legal framework that serves as the basis for promoting the rights and welfare of the street children is also described in this part.

The third portion discusses the identification of specific policies, policy premises and principles, policies governing thrusts and directions, and strategic policies. Institutional considerations and mechanisms for providing services to street children are also dealt with.

The fourth section discusses the specific goals and program components for advancing the well-being of street children. As a way of conclusion, the paper maps out recommendations for future action.

C. Sources of Information

The present framework has been developed based on the experiences accumulated through the years by the NSPC, national and the local government agencies and non-government organizations working with and for street children. The experiences of UNICEF both in the Philippines and other countries of the world also contribute to the formulation of the policy framework. The main sources of information are the documents and reports prepared by NSPC and other agencies, the results of studies done on street children and the assessment/ evaluation studies on the programs and activities conducted by the agencies that have been providing services to street children. The results of the Workshop on Policy Formulation for Street Children which was participated in by representatives of the city task forces and the members of PICAC held on 25 October 1996 in Manila have also been incorporated in this paper.

II. THE CONTEXT OF THE POLICY FRAMEWORK

This section discusses the basis upon which the policy framework is anchored, namely: (1) the lessons learned from the decade of

NSPC experience and the studies conducted on street children; (2) future scenario of social situations directly affecting the street children; and (3) the legal framework addressing the needs and concerns of street children.

As mentioned earlier, the policy framework takes into account the experience of NSPC in program implementation, the findings of the researches and situation analyses done on street children. The discussion proceeds according to the following order: (1) research findings on situation analyses and other types of researches; (2) program services and outcomes; (3) factors contributory to the success of the programs; and (4) monitoring and evaluation. Lessons learned as well as their implications are then drawn from these experiences and research results. All of these serve as inputs in the development of the framework. A development scenario for the country in the near term is described to shed light on the underlying justification for the efforts needed to advance the well-being of children and the possible thrusts and directions of the proposed policies. In the same manner, the existing legal framework is presented and analyzed to provide a context for future policy, legal and institutional reforms.

A. Lessons Learned: NSPC Experience, Program Implementation and Evaluation and Research Outcomes

The discussion on the lessons learned is important since it sheds light about the appropriateness of existing policies, the effectiveness of existing programs and the usefulness of the approaches utilized in advancing the well-being of children. Lessons learned are presented according to certain dimensions, namely: 1) lessons from the situation analyses, 2) research results on program implementation and delivery of services, 3) program strategies, and 4) program monitoring and evaluation. To obtain a greater understanding on the lessons learned, an overview of the development of Philippine initiatives in addressing the needs of the street children is provided at the outset.

A. 1. Development of the Philippine Initiatives

The adoption of the of the United Nations General Assembly of the Convention of the Rights of the Child on 20 November 1989 and the holding of the World Summit for Children on 29-30 September 1990 focused the world's attention on the situation and the plight of the children of the world. These initiatives brought the world's attention on the various problems and issues confronting children in many countries of varying stages of development. They also gave rise to the resolve on improving the children's situation. The World Summit for Children adopted a Declaration on the Survival, Protection and Development of Children and a Plan of Action for implementing the Declaration in the 1990s. Together, the Declaration and Plan of Action of the World Summit for Children and the Convention on the Rights of the Child constitute the agenda for the well-being of children in the year 2000. The world leaders are guided by the principle " First Call for Children,"- a principle which says that the essential needs of children should be given high priority in the allocation of resources, in bad times as well as in good times, at national and international as well as family levels (UNICEF, 1994).

The Philippine response to the Declaration and Plan of Action of the World Summit for Children and the Convention on the Rights of the Child and the worldwide concerns on the situation of children has been encouraging and promising. On 26 July 1990, the Philippine government ratified the Convention on the Rights of the Child. Furthermore, it formulated and adopted the Philippine Plan of Action for Children in the 1990s through a Presidential Proclamation No.855, signed on 31 January 1992. Under this proclamation, the President instructed participating government agencies to support and implement child survival, protection and development programs and activities.

On 17 June 1992, the Philippine government manifested further its commitment to protect and uphold the rights of the children

embodied in the UN Convention on the Rights of the Child by passing the Republic Act 7610, otherwise known as " The Special Protection of Children against Child Abuse, Exploitation and Discrimination Act Providing Penalties for Its Violation, and For Other Purposes." The Act is legislative response to the emerging reality of child abuse in the country.

The passage of the Local Government Code transform Mayors into "Defenders of Children" through the League of Cities.

The Medium-Term Development Plan incorporates development plans for children through its human resource development thrusts.

A.2. Institutional Framework: The National Project on Street Children (NPSC) as a Case in Point

Although a number of concerned and charitable groups and organizations had already been providing services to the urban street children in the late 70's and 80's, it was only in 1986 when efforts to address the problem on increasing number of street children in the country started to be coordinated and eventually became systematic and integrated. In 1986, UNICEF-Philippines in cooperation with the Department of Social Welfare and Development (DSWD) and the network of private/non-government organizations involved with street children- the National Council of Social Development Foundation of the Philippines (NCSD), launched the Joint Project on Street Children which was later named as the National Project on Street Children (NSPC). This Project was a by-product of the increasing number of street children noted in 1985 and the outcomes of the situation analyses of the street children and other forms of research on the urban situation. With the establishment and implementation of NSPC, the provision of care and services to the street children became coordinated and the service agencies became linked nationally and locally. The children became the center of the program activities.

The goals of NSPC are as follows: 1) to provide street children access to basic services; 2) to adopt measures that will facilitate the reunion of street children to their families; 3) to extend to street children educational and work opportunities to help them realize their full potential; 4) to enable government agencies, NGO's, church groups and local communities to assume collective responsibility for the protection of children; and 5) to document and share among program implementors and field workers effective approaches in working with street children and in helping them secure normal lives.

Since its establishment, NSPC has been stationed at the Department of Social Welfare and Services with the assistance of a secretariat, technical committee and a national governing board. The governing board takes care of policy making and management functions. Initially, it was composed of DSWD, NCSD, UNICEF, CWC and NEDA representative. Later in 1993, the membership in the governing board was expanded to include government agencies as well as religious and non-government organizations directly involved with the provision of services to children. Thus, the governing board consisted of the Department of Health (DOH), Department of Education, Culture and Sports (DECS), Department of Labor (DOLE), Metro Manila Development Authority (MMDA), Presidential Management Staff (PMS), Philippine Commission on Urban Poor (PCUP), the Catholic Bishops of the Philippines (CBCP) and ChildHope Asia Philippines. The technical committee which was composed of experts from DSWD, NCSD, Council of Child Welfare (CWC), PCUP, NEDA and UNICEF, facilitates, supports, coordinates and monitors the activities of the city working committees and their member agencies as well as community organizations.

At the core of the project implementation is the city where a working committees or task forces lead the mobilization of the resources, conducts studies and situation analysis, develops alternative strategies and approaches for service delivery. The city task forces/ clusters are composed of the representatives from DSWD and other

government agencies, the city government, non-government organizations (NGO's), church groups, civic organizations and other entities at the city level working primarily for street children and other concerns. The DSWD served as the lead agency that coordinate the National Project activities through its network of city offices as direct implementors. In 1993, the various working committees within the country organized themselves into an alliance. At present, the alliance is called "Philippine Inter-City Alliance for Children (PICAC)." PICAC is an organized, coordinated and responsive inter-city alliance of Metro city clusters, task forces/working committees involved with street children. They are strong advocates of rights of street children and other concerns affecting them. It was organized primarily to strengthen and maintain continuing communication and networking among the task forces at the local, regional and national levels.

The implementation of NPSC's programs and activities consisted of three phases, namely: 1) Phase1: Pilot Implementation Stage (1986-1987), 2) Phase 2: Project Expansion Stage (1988-1993), and 3) Phase 3: Project Consolidation and Institutionalization Stage (19494-1998). The project implementation in Phase 1 covered the eight cities of Metro Manila, Angeles, Bacolod, Cebu, Olongapo, Iloilo, Davao and Pangasinan. Within the period, the Project was able to serve 12,000 street children exceeding its target of 10,000. In Phase 2, the project covered additional six cities, namely Cotabato, Zamboanga, Baguio, Cagayan de Oro, Naga and Legaspi. It sought to reach 35,000 children In this phase, NSPC was able to accomplish more than expected targets and activities. Ifor instance, in the educational assistance, the Project was able to serve 84,000 children by bringing them back to formal schooling. Among the important accomplishments were the July 1990 ratification by the Philippines of the UN Convention on the Rights of the Child, the facilitation of the passage of Republic Act 7610, otherwise known as the "The Special Protection of the children Against Child Abuse, Exploitation and Discrimination Act" in 17 June 1992 and the 1991 passage of Local Government Code transforming 60 Mayors into

Defenders of Children through the 1993 League of Cities. The third phase covering 32 cities and urban municipalities has moved toward the institutionalization of the project in the local government units and communities through the integration of street children services into the Urban Basic Services Program and/or in the Social and Welfare Services Programs of the city or municipal government.

In mid 1995, the DSWD made additional steps in advancing the rights and well-being of the street children by conceptualizing the "Bantay-Bata" impact projects. This led to the establishment of the Comprehensive Program for Street Children. NSPC is currently piloting the implementation of the said project in the National Capital Region.

A.3. Integrative Discussion on Findings of Past Researches/ Situational Analysis and Lessons Learned

What do experience and research tell us? This part discusses relevant findings and lessons learned. They are presented according to the following aspects: (1) population and typology of street children; (2) factors contributory to the phenomenon on street children; (3) family situation of the street children; and (4) behavior and characteristics of the children. It must be noted that the proceeding discussion integrates the research results of various studies which made use of different research methodologies. While others make use of a quantitative analysis, others utilized qualitative research designs and data analysis. Wherever appropriate, the actual numbers or percentages are cited and in others none at all.

A.3.1. Population and Classification

As of 1996, the exact number of the street children population in the country is non-existent. Coming up with a headcount, or perhaps even a close estimate remains a major problem. Several reasons underlie these difficulties. **One**, agencies serving the street children do not have records of the exact number of street children

roaming in their communities. One could however get figures showing the number of target beneficiaries and the children they have served. However, the recorded number of street children being served still has to be verified since in most cases, the agencies record children being served according to specific services received and/or programs participated in. The likelihood of double-counting is therefore not remote. In addition, the records also include the urban poor children who might have been served but who may not necessarily be street children at all. The basis for the targets is not also made explicit. **Second**, the mobility of the children also complicates in the enumeration process. Street children, oftentimes, go from one place to another at any period of the day. **Third**, the seasons or the period or time of the year could also influence the complete enumeration of the children. For instance, the number may decrease if the police go on a raiding-spree. This is particularly true in cases where there are international affairs held in any areas within Metro Manila. **Lastly**, consistent documentation among the agencies is also a problem. To be able to come up with the exact number of street children, or, children under difficult circumstances in the country, a systematic data-base and information system need to be established. A regular three or five-year interval National Survey of Children Who Need Special Care and Protection may also be necessary. A Statistical System devoted to this Special Sector will have to be developed and established by the Department of Social Welfare and Development. To date, there is no government agency undertaking this particular task.

Documents culled from the NSPC secretariat and other agencies have shown various estimates of street children. The number, however, differs significantly. In 1986, the number of street children in Metro Manila was estimated to be 50,000 to 75,000. This number was arrived at based on the assumption that about 2 to 3 percent of the child and youth population in a city constitute the street children. The 2 to 3 percent range was arrived at based on the situational studies conducted in 10 major cities in the Philippines

in 1986. Other cities like Iloilo recorded 2,500 to 3,000; Olongapo, 2,406; and Baguio, 800 to 1,500 (Moselina, 1991)

In 1993, the estimate was 220,000 in 65 major cities of the country (UNICEF, September, 1997; Draft on Child Protection Strategy for CPC V, 1999-2003). A significant reduction is notable from this estimate inasmuch as in 1986, the figure was recorded to be 1.5 million (UNICEF/NCSD/DSWD, 1988).

In 1996, UNICEF provided an estimate of 87,000 street children in Metro Manila (Minutes of the NPSC Workshops, October 24-28 1996). On the other hand, the DSWD-National Capital Region (NCR) estimated the number of street children to be only 5,131. This number was based on a series of surveys and reach-out activities done by DSWD-NCR in cooperation with DILG, MMDA and LGUs between April 12 to June 15,1996. This estimate is rather much lower noting the 5,000 target estimates made by the Inter-City Committee on Street Education (ICCSE) in 1994 covering only the cities of Pasay, Manila, Quezon City and Mandaluyong-Pasig areas (Lamberte, 1996) and the recorded number of street children served by the Program on Street Education lead by ChildHope Asia-Philippines which is 5,206 (as of May 1995). This program has been implemented in partnership with 6 community-based non-government organizations located in the cities of Manila, Pasay and Quezon City. In this headcount, a thorough examination of the records was done to control possible double counting in the number of children being served (Lamberte and Nosenas, 1996)

The variations of the estimates give credence to the importance of coming up with an information system meant to systematically monitor and track the conditions of the street children in the major cities of the country and in the country in general.

A high proportion of the street children are not homeless and/ or parentless since they still live with their families. These children are called "children on the streets." Only about 5% are considered

to be completely abandoned. About 20 to 25% of the street children are residing in the centers and/or temporary shelters. They are called the " children of the streets."

A.3.2. Factors Pushing Children To Stay Most of the Times on the Streets

Three equally important factors push the children to live and/or stay most of the times in the streets, namely, family, poverty and peer influence.

Family situation is a push factor for the phenomenon on street children. Generally, a considerable proportion (about 27% in 1996; 8.86% in 1994) of the street children come from families characterized by frequent occurrence of marital discord, infliction of physical abuse by any of the parents upon the child, unstable and harmonious family relationships. Quite a number also have separated parents (35% in 1996) and they are taken care of by a single-parent (40%, 1996), usually the mother or if not the grandmother. About half the number of those with separated parents have remarried thus the child is living either with a step-father or step-mother and step-siblings making the family life more complicated and full of adjustment problems/difficulties. Quite a number have mothers/fathers (3%, 1996) who are working abroad and are thus taken care of either by a single parent or by close relatives.

Fathers of children who are abused and those who are in conflict with the law are characterized as irresponsible, womanizer, drunkard/alcoholic. Although mothers are generally seen as nurturing, loving and caring, they are at the same time perceived as demanding, always angry, and at times punitive. Children generally suffer from neglect of parents.

Violence committed against the street children at home may take on the following forms: (1) poverty violence including deprivation of basic needs; (2) social and emotional violence such as neglect,

inability of the parents to spend time with the children because of either work/employment or large number of children, absence of communication and better interactions, verbal scolding which can be emotionally and mentally disturbing, demands to perform household tasks at home, especially among the girls; (3) physical abuse; (4) sexual abuse; and (5) economic abuse, that is, making use of the children as instruments to get the needed resources and even services provided by agencies meant for the street children, forcing them to work and earn, and making arrangements for sexual services for a client or a regular customer.

Much more important, poverty among the families of the street children is both a push and a pull factor (28%, 1994; 40%, 1996). Street children come from families whose combined income of the father and the mother are still inadequate. Fathers are generally employed in the service and informal sector, mostly doing vending, doing menial jobs, manual labour. A considerable number of the mothers are doing menial jobs such laundry, vending and selling stuffs. Poor living conditions at home and the uncertainty of the availability of needed food stuffs in their homes push children to work and seek earnings on the street thereby enabling them to purchase and secure not only for their own food but also of their families. It is also a pull factor in that the street invites children to secure earnings while at the same time enjoy the company of their peers and friends. In most cases, working and earning a living on the streets compete closely with the schooling of the children.

Peer influence is a pull factor (23%, 1994; 27%, 1996). Street children made mention of their joy when in the company of their peers, possibly because many of them are in the adolescent stage. The peers serve as support persons in time of problems, frustrations and depression. They are seen as helpful and considerate. Some street children, aside from the street educators, actively seek the assistance of their peers for help in cases of troubles like police arrests and illness. Because they find security and joy in the company of their peers, the latter exercise a strong influence on

the street children's behaviors and attitudes. In the absence of a mature adult supervision, the role models become the peers themselves and the adults on the streets. In addition, since socialization takes place most of the times on the streets with peers, the definition of behaviors is governed more by group experience and collective characterization of the situation. It becomes less surprising therefore to discover that a considerable number of the street children are into drug-abuse, have unrestrained sexual activity, oftentimes, into unsafe sex practices, committed what is called as culturally deviant behaviors and other illegal acts to get money. The longer the children stay on the streets, the more they get into criminal and socially defined deviant behaviors. Unrestrained sexual activity including unsafe sex practices (24% in 1994; 38% in 1996) and use of prohibited drugs among the adolescent street children remain a big problem (39.97% in 1994; 39.7% in 1996).

A.3.3. Individual Characteristics and Behavior of Street Children

Although the children have average and/or high average IQ scores, a considerable number (36%) have relatively low self-concept with a greater tendency to be negative. They also have a damaged self-esteem which tend to led them to care less of their own selves and commit what the society considers as deviant behaviors. The children feel and take cognizance of the stigma associated with their being always on the streets. Their views about themselves are ambivalent. While they view themselves as smart, good and helpful, they also see themselves as bad boys/girls doing bad things. They are very much conscious of how others looked at them; they characterize the others' attributes of them as bad boys/girls, aggressive and hostile. Moreover, labeling of their parents and other adults have also influenced their view of themselves. They have strong feelings against and fears for rejection and avoidance of others.

Center-based and hard core children tend to develop what we call the "loob labas" personality. While they see themselves as good

and helpful when staying in the center, they view themselves as bad doing bad things when they are on the streets. For instance, the children liked to be clean and well-groomed when in the center but when in the streets, they want to look dirty and filthy because by appearing dirty they could easily beg for money. Also, children feel and are caught in a dilemma on whether or not to stay continuously in the center. While they are provided with the basic care and food within the center, they also long for the freedom and the unstructured life in the streets. Their being mobile, reinforced by some problems encountered while in the center, also pushes them to get out of the center at times without the knowledge of the staff. It is therefore less surprising to find out that almost 50% (1996) of the center-based children are going in and out of the center, at least for two or three times, although not necessarily on the same center.

Ironically, despite sad experiences with their families, some children aspire to be reunited with their own families (21% in 1994; 16% in 1996). Some also want to have stable family life thus experience love and care from them. A greater number also want to finish their schooling (38.43% in 1994; 12% in 1996) in order to get a good job/work and later on help their family and other siblings.

They are resilient and are capable of more than expected changes if provided opportunities for personal transformation, and care or love not necessarily springing from their parents but from any responsible and concerned adults. Their views on the "world of the streets" are quite ambivalent. While they see the street life as sad, uncertain, full of fears and dangers, they also view it as exciting, happy with peers and a place where they feel more free and less constrained. Ironically, a greater percentage of the children feel satisfied and contented with their present status and conditions (46% in 1994; 63% in 1996). This is because they find the life on the streets as a place where they could earn money (23.8%), play (23.8%), find friends and enjoy the company of their peers (22.8%).

A greater percentage (65% in 1994; 56% in 1996) of them, however, have fears and anxieties when staying on the streets.

A.4. An Integrative Discussion on the Findings From Program Assessment and Evaluation Studies

It must be noted that findings from program evaluation/assessment studies being discussed in this section do not only include those of the NSPC coordinated programs and services. Assessment results gathered from the programs implemented by non-government organizations working in partnership with other groups and/or local government units have also been made part of the discussion.

A.4.1. Program Services and Outcomes

Through NSPC task forces/ working committees and other agencies, street children and their families were provided with basic services. At present, the city level task forces/working committees are represented by a total of 380 non-government organizations throughout the country not to mention the local government partners within the task forces. The greatest achievement and also the most valued services were the educational programs, both for formal schooling and alternative/informal education, and livelihood assistance. The evident indicator of the achievement of the educational assistance refers to the observation that a total of 84,000 (as of 1996) former school drop-out children in the country were brought back to formal schooling. There was a nearly zero drop-out among the children receiving educational assistance. The critical role of the parents in the educational assistance has been cited as a major factor contributing to the success of the program. Participation of parents and sometimes, community based organizations have been solicited particularly in monitoring the progress of the beneficiaries.

Street education which is an alternative non-formal education provided to the children on the streets (particularly those living on

the streets and completely abandoned) has also been appreciated mostly by the children (88%) and by their parents (76%). Street educators were able to bring together the otherwise mobile and restless children for educational sessions on the streets. This is one of the challenging tasks performed by the street educators. Street education also helps the children know their rights, improve their skills in meeting and managing crisis and in dealing with street-based risks and receive value education. The program also includes a training as well as organization of junior health workers.

Program evaluation studies, specifically that of Porio (1994) and Lamberte (1996) suggest that the programs addressing the needs of the street children have helped improve the beneficiaries' access to other basic and social services such as health and medical services, educational assistance, emergency relief assistance, para-legal protection, sports and recreational activities. These services helped improve the otherwise bleak and undesirable conditions of the children and their families. They helped bring about improvement in their behaviors and practices. It also improved their family relations. The involvement of the mothers in the program made some difference in the outcomes of the services. Eliciting the participation of the fathers of the beneficiaries in the program, however, remains a problem.

Results also indicate that services provided to the street children and their families have brought forth positive impacts and behavioral changes. Aside from those that were mentioned in the earlier part of the paper, the program produced positive results, among them were: 1) reduced cases of police arrests, 2) ability to reach out an increasing number of the otherwise unreported girls on the streets, 3) children gaining more confidence in themselves and showed changes in their attitudes and outlook of life, 4) some children stayed away from problematic and otherwise labeled as vices or criminal acts, 5) parents becoming more responsible for the care of their children, 6) improvement in the economic status and conditions of the families of the beneficiaries, 7) less cases of abuse in the family were reported, 8) closer interpersonal relations between the

street educators and the children themselves, 9) development of children's skills and creative talents particularly in art, drama and group leadership, 10) increasing desire among street children to extend help to other street children, and 11) street children transforming into street educators and service agents themselves.

Certain unintended effects also emerged. The relatively good number of 380 non-government organizations providing services, particularly in Metro Manila seem to encourage the children to remain on the streets in that services are always provided in many places by any of the agencies available in the community. In fact, one of the difficulties surrounding the making of a complete enumeration of the street children particularly in Metro Manila is that a street child is likely not served only by one organization or agency but also by two or more organizations based within or nearby neighboring community. This situation leads to a problem of double counting when coming up with a master list of children being served by the program and target population. A street educator may also discover in some cases that the street child he/she is serving is also served by another street educator.

In addition, the continuous provision of services seemed to foster dependence not only among the street children but also among their parents and/or the families. In certain cases, children do not cooperate with the street educators when at the outset, they are not provided with any form of assistance. Unintentionally, the program services bring about some kind of a cognition and feeling among the children and their families that they are a special group thus needing special assistance. In their minds, they ought to be helped by concerned agencies. Furthermore, this condition is compounded by a situation wherein the parents/families of the beneficiaries sometimes impose on the kind of assistance they want to receive from the service agents. They tend to become demanding of the assistance from the servicing agency because they think that the program is intended especially for them.

It is also important to note the favorable situation that happens resulting from the services delivery. Unintentionally, the provision of services in some instances, consequently keep the children stay at home with their families making them stay away from the streets.

A.4.2. Factors Contributory to the Success of the Program and Strategies

Several factors serve to contribute to the satisfactory performance of the programs meant to address the needs and concerns of the street children. These were: 1) involvement of the parents, mostly the mothers, 2) availability of the needed resources and services, 3) presence of highly and socially committed street educators and program staff, 4) partnerships, networking and institutional linkages of groups and organizations involved with street children, 5) continuous staff development and capacity building opportunities and sessions, 6) availability of information, education and communications materials/ brochures like manuals, newsletters as medium of exchange of experiences and other reading materials that may be useful for continuing education of not only the children but also the program staff and the street educators and 7) the holding of regular meetings and assessment sessions among the program's staff and institutional collaborating partners.

Certain strategies were also found to be effective in attaining the goals and objectives of the programs. Among them are: 1) use of street education approach, 2) networking, 3) advocacy, 4) community organization, 5) holding of national and regional fora, conventions/ conferences among street children, 6) well-coordinated and delineated referral system, 6) eliciting participation from the program beneficiaries and 7) empowerment of the children. Specifically, the above-mentioned strategies helped reached more number of street children needing assistance and protection, broadened the children's access to basic and social services, imbibed and developed responsibility on the part of the other sectors of the society to address the plight and concerns of street children and promote broader cooperation

and collaboration in the efforts at meeting the needs of the street children.

A.5. Monitoring and Evaluation

Non-government organizations implementing and delivering programs and services to the street children need to develop an information system or systematic recording system such that children served daily by each of the service agents and/or street educators are recorded and encoded easily. Master listing of the beneficiaries served by the program emerged as a need of the task forces and/or working committees.

Target setting and forecasting capability among program personnel is found wanting. Furthermore, skill and capability to make use of the existing data-base as basis for performance of the program among the program personnel is also needed.

In addition, acceptable and appropriate indicators that can be used for monitoring the status as well as the progress of the beneficiaries, and the performance of the program need to be developed among the agencies and organizations working with street children. Instead of the agencies just rating their performance using a relative subjective rating scale similar to what they have done during the assessment workshop in October of 1996, a standardized and objective indicators would be useful. Minimal standards to be used in measuring " well-being" of children still need to be established to ably assess the performance of each of the local areas/cities in the country in addressing the problem of street children and other CEDC concerns.

A.6. Brief Summary and Some Points To Consider

Important points may be raised in the light of the foregoing discussion of research outcomes. **First**, street children are resilient, creative and ingenuous. Given the needed opportunities and drawn

into a situation, they are capable of bringing about some kind of personal transformation and behavioral changes. It takes a commitment, patience and hard work on the part of the service agents to facilitate the occurrence of these changes and transformation among children. **Second**, the provision of basic services to the families does not only help improve the otherwise bleak conditions of the beneficiaries, but also, keeps the children tied with their families. It keeps them away from the streets. It also facilitated changes in the behaviors of the family members. **Third**, the participation of the parents, particularly the mothers, in the program facilitates the attainment of success in the program implementation as in the case of the educational assistance. Involving the mothers in the monitoring of the progress and status of the children makes a difference in the outcomes of their formal schooling. This lesson leads one to realize the importance of parents' involvement in the program implementation. Eliciting the participation of the fathers in the family and in the program, however, remains a problem. **Fourth**, while provision of services helped ameliorate the life situations of the beneficiaries, it tends to foster dependency among the program beneficiaries. Appropriate program strategies must be developed to prevent and counteract the formation of this particular attitude and behavior. Dependency syndrome invariably contradicts the goals of self-determination and empowerment. **Fifth**, the comprehensive and integrated approach of the service delivery helped very much in uplifting the conditions of the people. The impact of the program services to the beneficiaries tends to be much greater. It facilitates attainment of desired outcomes. It is also fitting and appropriate at cases where the burden of the circumstances surrounding the children is much heavier. **Sixth**, data-base about the street children are much needed in that they are observed to be inadequate. Information system necessary for program monitoring and management is therefore needed at all levels, from the national, regional, provincial, cities, municipalities, communities, barangays and centers. More efforts must be spent to address this particular need. **Seventh**, networking, linkage and inter-agency/inter-sectoral collaboration are important strategic ingredients in successful program implementation.

It facilitates exchange of resources as well as capabilities and the attainment of an efficient referral system. **Lastly**, since the situations surrounding the conditions of the street children are rather complex, the approach and the efforts geared at advancing the well-being of children must be systemic, coordinated and systematic.

B. Looking Into The Future

To come up with a responsive and relevant policy framework, it is but fitting to look into the present and past realities but also into the future prospects and possibilities that have immediate bearing on the "well-being of children" and the programs and projects meant for them.

B.1. Poverty and Inequities

The prospects of economic growth in the Philippines is very bright. Given its democratic political context, the growth will be robust and sustained. As a result of economic liberalization and introduction of other economic reforms, more investments will likely come to the country, thus possibly creating more opportunities for employment.

This growth situation, however, does not warrant the reduction of poverty incidence and inequities in the country. As noted by local economists, the economic growth taking place in the country is real and in place but inequities in the distribution of resources remain a problem. Thus, unless the Philippine government experience a dramatic success in reducing poverty incidence and inequities, poverty will remain. Consequently, the phenomenon on street children will become a critical problem. The number may even increase if some measures are not introduced to ameliorate poverty situation.

In addition, similar to the experiences of other countries, economic growth will not trigger off to many people in the country

in a short time. A lag between economic growth and the spur of its benefits to people in the lower income bracket always occur even perhaps within the context of a possible leap in the advancement of growth. In this situation, poverty and inequities will remain and if poverty incidence will be reduced, this will be nil. The country will still witness the growing number of children on the streets, especially in urban areas and growth centers.

Nonetheless, with the sustained economic growth, the country will be able to have and enjoy more resources. Given the resources, the country may increase the outlay and allocation of resources for the use of advancing the well-being of the children. Specifically, the government, non-government organizations and/or private groups will be able to allocate more resources in the effort. An increase in the budget outlay will enable sectors involved with street children to implement and deliver more services, especially at the time where poverty remains a problem and the benefits of the growth of the country have not yet trickled to the many.

Given the provision of basic services coupled with the introduction of systemic efforts and economic reforms meant to improve the otherwise inequitable distribution of resources in the country, the street children and their families will likely enjoy wider access to opportunities and services. In this scenario, the number of children on the streets would likely be reduced significantly. One could find them in schools, in their own homes enjoying their childhood or stage of development. They are not forced to become mature adults taking on the tasks and responsibilities that are supposedly done by the adult members of the family and/or community.

B.2. Urbanization

Increasing population pressure and the uneveness of economic growth in the country may led to the increase in interregional migration. The establishment of the different industrial growth centers of the country and the growth triangles in Mindanao would likely

invite inter-city or inter-province movements of people with more people moving into the growth and industrial and commercial centers. Rural men and women will be drawn to these areas and into the existing densely populated cities such as Cebu, Davao, Iloilo, and Cagayan de Oro. Female and male workers will likely leave the less economically developed rural areas for more economically developed and well-off areas. Unskilled men and women workers will likely end up in the informal sector jobs and activities.

Rapid urbanization will likely take place in the cities and growth centers. Rapid urbanization and the continuing migration will create tensions and pressures in that it will strain basic services and exacerbate more urban poverty problems such as population congestion, traffic jam, housing shortage and growth of slum communities, problems in garbage and sewerage system and others. In areas where there exist growth and rapid urbanization, the number of street children also will likely increase.

There are different possibilities for the life style of the migrant families. One is that children are left with the parents or with a grandparent at home in the province or in the suburbs. The family will see each other on weekends or some scheduled days. Second, one of the partner may be left with the children, usually female partner. The nature of the family life becomes different from the usual expectations. Third, when both couples migrate and get employed, the children are likely left to the surrogate parents like grandparents or household helpers. Another possibility is that children will be left on their own which happened in most cases given the continuing nuclearization of families in the urban areas. They may be get reared and socialized by the surrogate parents. While the parents are spared with the responsibilities of caring and disciplining children of children, the nature of the family life and relationship becomes different from the usual expectations.

B.3. Family Situation

The Filipino family, especially those in urban and growth areas, faces various types of challenges and possibilities in the future. Where migration from rural to urban areas and from the Philippines to other countries abroad continues to be increasing, more families will be faced with: 1) more households having single/solo parent, 2) children being left to grandparents or other relatives, 3) children being left with surrogate parents such as the immediate relatives or household helpers and 4) children being left on their own and neglected. In these instances, caring, rearing and socialization of children will be carried out by either by a single-parent or by the surrogate parents.

While parents may be spared from the care of the children, the values and the behavioral patterns which have been formed and enculturated by the children will greatly differ from that of the expectations of the parents. The varying pattern of rearing and socialization process, and the consistent lack of face-to-face supervision and communication will likely affect parent-child relationships, intergenerational relationships, value-formation among the children as well as the youth thus led to the frequent occurrence of parent-child discord and misunderstanding.

The dangers of marital misunderstanding and conflicts will possibly increase as a result of economic poverty pressures, work/employment pressures, particularly if both the husband and wife are employed, and physical separation of husband and wife. Poverty often results to conflicts and discord among family members. The overburdened married women will likely put pressure among young family members to perform household tasks, particularly in cases where husbands do not share in the performance of the household tasks and in the caring of the young. In some instances, marital discord may led to violence and abuse.

The longing for family companionship of either the migrating parent or the single-parent who is left with the children may led to a formation of another family or an establishment of another man-woman relationship which then led to further marital conflict and later, violence. But in all of these situations the children still carry the burden and the consequences of marital discord within the family.

C. Legal Framework

The 1987 Philippine Constitution clearly stipulates principles and statements favorable to the advancement of the well-being of children. The constitution stipulates the state's protection and defense of the rights of the children to assistance, including proper care and nutrition and special protection from all forms of neglect, abuse, cruelty, exploitation and other conditions prejudicial to their developments (Art. XV, Sec.3 (2), defense of the right of spouses to found a family (Art. XV, Sec.3), the right of families or family associations to participate in the planning and implementation of policies and programs that affect them (Art. XV, Sec.3), recognition and protection of the sanctity of the family, the life of the mother and of the unborn from conception and the right and duty of the parents in the rearing of the youth (Art. 11, Sec. 12), adoption and the provision of essential goods, health and other social services women and children, among other priority sectors (Art. XIII, Sec. 11), promotion and protection of the rights to education (Art. XIV, Sec. 1, Sec.2.

The Executive Order 209, entitled " The New Family Code of the Philippines," also provides protection of the children's rights, specifically, child's identity and parental support both legitimate and illegitimate (Art. 174 and Art. 176), protection of parental authority and responsibility for support, care and rearing of children including the case of parental separation and death of any of the parents(Arts. 209,210,211, 212, 213,214, 215, and 211).

Certain legislative acts and administrative issuances have also been made as a testimony in the protection and promotion of the rights of the children. Among them are:

1. Presidential Decree, Art. 3: Recognition of the Rights of the Child;
2. Executive Ordinance 51 (October 1986): National Code to Ensure Adequate/Safe Nutrition by Protecting and Promoting Breastfeeding
3. Proclamation No.6: Implementing a United Nations Goal on Universal Child Immunization by 1990;
4. Republic Act 6972 (Nov. 1992): An Act Establishing Day Care Center in Every Barangay, Instituting Therein a Total Development and Protection of Children;
5. Republic Act 6655 (May 1988): Free Public Secondary Education and for Other Purposes;
6. Executive Order 233: Reorganization of the Child Welfare Council. "Formulate an Integrated National Policy and Long Range Program, Monitor and Evaluation, Implementation of the Policy, and all Programs and Services relative to the Development of the general Welfare and Program of the Children and Youth;
7. DSWD Administrative Order 11: To prevent child trafficking, requires interviews for unaccompanied children;
8. Executive Order 56: Authorizing DSWD to Take Protective Custody of Child Prostitutes and Sexually Exploited Children and for Other Purposes;
9. Executive Order 91: Provisions on Adoption of a Child;
10. Labor Code Arts. 59, 139,146: Provisions on Minimum Employable Age and Employment of Children below 18;
11. Dangerous Drugs Act Secs. 29-33 and Presidential Decree 603 Art. 55: Provisions on Instructions of dangerous effects of prohibited drugs and responsibility of the parents to prevent the child from becoming addicted to dangerous drugs,other intoxicating drinks and other harmful practices;

12. Executive Order 56, Sec. 4: Authorizing DSWD to make surveillance and notify mayors of establishments that allowed children/minors to be used for prostitution;
13. Executive Order 233 Reorganization Act of the Child Welfare Council: Coordinate the implementation and enforcement of all laws relative to the promotion of child and youth welfare;
14. Presidential Decree 603 as amended by Presidential Decree 1179, Arts. 189, 192, 195, 196, 197, 198, 200, : Provisions governing Management of cases of Youthful Offender; and Executive Order 56, Sec.2: Issuance requiring DSWD to provide suitable programs for the full rehabilitation of the minors under its custody.

C.1. Brief Assessment on the Existing Laws and Administrative Issuances

The legal framework for the advancement of well-being and protection of rights of children is well placed. Quite a number of laws and issuances have been formulated to address the concerns of the children. These laws, however, need to be reviewed and examined closely for possible institutional and legal reforms notwithstanding possible inconsistencies in some of the provisions of these laws. Much of the existing laws were formulated before the devolution of the social services to the local government units. As it is shown in the listing of laws, some of the tasks and services delivery functions assigned to DSWD are now devolved to the local government units. Some kind of reforms must be introduced to delineate clearly the tasks and functions of DSWD from those of the local government units within the decentralized and devolved bureaucratic setting.

In addition, examination of these laws is required for purposes of consistency in the enforcement of laws. It appears useful to come up with a separate Code for Care of Children wherein all laws pertaining to care of street children and other children under

difficult circumstances are put together in one material. The material which may be called " Code for Care of Children Under Difficult Circumstances" must be made. The case involving children under difficult circumstances are at variant with the normal children. For relevance, the laws referring to this sector must be put together and organized separate from the existing Family Code.

III. PROPOSED POLICY AND ACTION FRAMEWORK

After discussing the basis of the proposed policy and action framework, it appears appropriate at this point to map out the framework itself. The integrated framework consists of the following elements: 1) Policy premises and principles, 2) vision and mission, 3) the philosophy underlying the intervention, 4) policies governing thrusts and directions, 5) strategic policies, 6) goals and 7) program components. Figure 2 shows these elements.

A. Policy Premise

Prior 1989, the concern for the well-being of street children was based on a societal/ state obligation. It was welfare oriented. Government agencies, non-government organizations and the church became more concerned with the plight of street children because of the emerging problems consequent to it. The government and other organizations responded to the problem of increasing number of street children within the country. The situation of the street children became a greater concern.

After the holding of the United Nation Convention on Child's Rights in 1989, the policy premise for the concern for street children has shifted. The government and the non-government organizations through the NSPC made the outcomes of the Convention on Child's Rights as the basis through which intervention and program for street children has been anchored upon. Thus, the intervention follows the rights-based premise. In this vein, the care, promotion of rights of the child, and the advancement of well-being

for street children is now viewed from a rights approach and perspective.

Because the well-being of the children has been guaranteed by the 1987 Philippine Constitution and the United Nations Convention on Child's Rights, it is seen as a basic condition for an orderly and just human society.

B. Philosophy of and Principles Guiding Intervention

It appears important to discuss here the philosophy underlying the need for protection and care for the street children and the guiding principles to govern any introduction of programs meant to protect the rights of the child and advance their well-being. The exposition of the philosophy is important in that it underscores the reason why everyone and the society in general should be responsible for the care for the children.

B.1. Philosophy

There are certain reasons why children need to be protected and their well-being be advanced. **First**, as individuals with inherent dignity, the street children possess inalienable rights that must be protected and promoted. **Second**, as children, because of their status, they are completely vulnerable and dependent on the adult members of the family, community and the society as a whole. Their growth and development rely so much on the opportunities provided to them by the adults and by the social, community and familial environment that surrounds them. **Third**, the protection of the rights of the children and the promotion of their well-being consequently ensures also the well-being of the community and the society. The allocation of time and resources for the advancement of the well-being of children need to be viewed as an investment for the future generation rather than as an expenditure. Investment in children has great multiplier effects for the future. **Fourth**, it may well be important to note that the behaviors and the conditions

surrounding the lives of the street children are not of their own making but a by-product of the greater problems facing the community and the society as a whole such as poverty and the level of development of the country. **Lastly**, the Philippines is one of the countries that committed to the protection of the rights of the children being one of the signatories of the International Convention on the Rights of the Child.

B.2. Principles Guiding the Intervention

Certain principles must be observed to assure that all interventions and action plans meant to address the well-being and rights of the children are guided by rights-based policy premise. **First**, the well-being of children must be viewed not solely as a government and family responsibility, but rather a shared responsibility of the society, families, communities, private organizations/non-organizations, the children themselves, and all of the sectors as well as institutions in the society such as media, schools, church, etc. Well-being of street children is everybody's concern and responsibility. In general, however, the family, is still recognize as the primary institution tasked to promote the well-being of the children.

Second, the children are the future of the nation. Advancing their well-being, promoting their rights and providing them greater access to basic services is one way of securing better future of the country and furnishing the society with a productive as well as capable human resource. Providing the street children with the necessary opportunities and services will enable them to realize their potentials and their well-being making them more integrated to the mainstream society. Thus instead of becoming marginal and isolated, they become a contributing members of society. Given this, the national and local government must regularly allocate budgetary resources, at least 20% of the budget for social development efforts, for programs and projects meant to advance the well-being of the street children and promote their rights. In the same manner, resources of whatever form of the private organizations, communities

and other sectors of the society must also be mobilized to the fullest possible.

Third, the provision of services to street children and their families must be carried out in a manner that strengthens and encourages development of independence, self-determination, resiliency and self-reliance. The programs and services must discourage the formation of dependency attitude and behavior among the target beneficiaries. It must prevent the emergence of "moral hazard problem," a problem attendant to a welfare-oriented service delivery and provision. The problem on "moral hazard" refers to the tendency of the program beneficiaries to change their behavior because changing their behavior would warrant continuous enjoyment of goods and services without efforts on their part, more so without bearing the costs of the services. The dependency syndrome and the "loob-labas" personality demonstrated by some of the street children demonstrate this type of behavior changes. Certain steps may be undertaken to prevent, or if not reduce the occurrence of this problem. One is to elicit the participation of the children themselves and their parents. Two, a graduation strategy must be applied to prevent the beneficiaries to be dependent on the services of the centers and agencies/organizations all the time. This entails putting limits and conditions to the continuous enjoyment of the services to a particular beneficiary. For instance, for every qualified client to be afforded chances to be served in the center, the center must limit the stay of the child within two to three years at most. Measures must be established such that without discrimination every target beneficiary enjoys the wider range of services and opportunities being provided.

Fourth, programs and services of various agencies and organizations must be homogeneous and standardized. This implies that the range of services provided by centers and agencies must be the same. Beneficiaries may move from one center or agency to another and still enjoy the same type and quality of services. Mobility among the beneficiaries must be encouraged to get away from the

dependency behavior that a child may develop to a particular center. Each beneficiary must be given opportunities to search for himself the kind of services he wants and the kind of sheltered life he would want to live and enjoy.

Fifth, the services provision and development strategies need to be child-centered, sensitive and responsive to the needs and concerns of the children under difficult circumstances. The interests of the children rather than the organizations or the sectors working with and for them must be the primordial concern.

Lastly, the advancement of the well-being of street children goes beyond the promotion and protection of the child's rights. It involves policy and public action that consider not only the basic rights of the child but also the aspects necessary for their growth and development. It is also cognizant of the matters that are considered of value to the children, their individual desires and aspirations.

Against this backdrop, it appears appropriate to identify the composites of well-being of a child. The specification of the dimensions of well-being will help facilitate the mapping of policy directions and program of action. The basis for the identification of these dimensions are the rights of the child, research evidence, documents on the proceedings of the Conferences/Conventions of the Children held during the immediate past years and the program of action of agencies and groups working with and for street children.

Well-being of street children consists of the following dimensions: 1) healthy family relationships, 2) favorable self-concept and well-integrated self-image, 3) empowerment and self-determination, 4) access to basic and health needs, 5) opportunities for resource creation, 6) exercise of rights/ moral rectitude, 7) leisure and recreation, 8) knowledge and education, 9) positive community relationships and participation and 10) enabling group/ peer interaction.

Figure 3 illustrates the composite dimensions of well-being.

Healthy family relationship includes the need of the child to be belong to a family and to enjoy the love and affection of the family members. Programs meant to strengthen the family and/or to reconcile the street child with his parents and siblings address this particular need.

Self-concept and self-image would refer to programs that builds and develop among the children an integrated and favorable regard of oneself. Research evidence shows that children who have low self-concept and self-image are likely to be those who are into substance abuse and those who are in conflict with the law.

Access to basic and health needs pertains to the child's rights for survival and decent living. Addressing his needs for food, good health, shelter, water and others is an important task.

Knowledge and education refer to the child's access to education and information necessary and relevant for his development and growth. This also includes access to fruits of innovations and information about his rights and responsibilities.

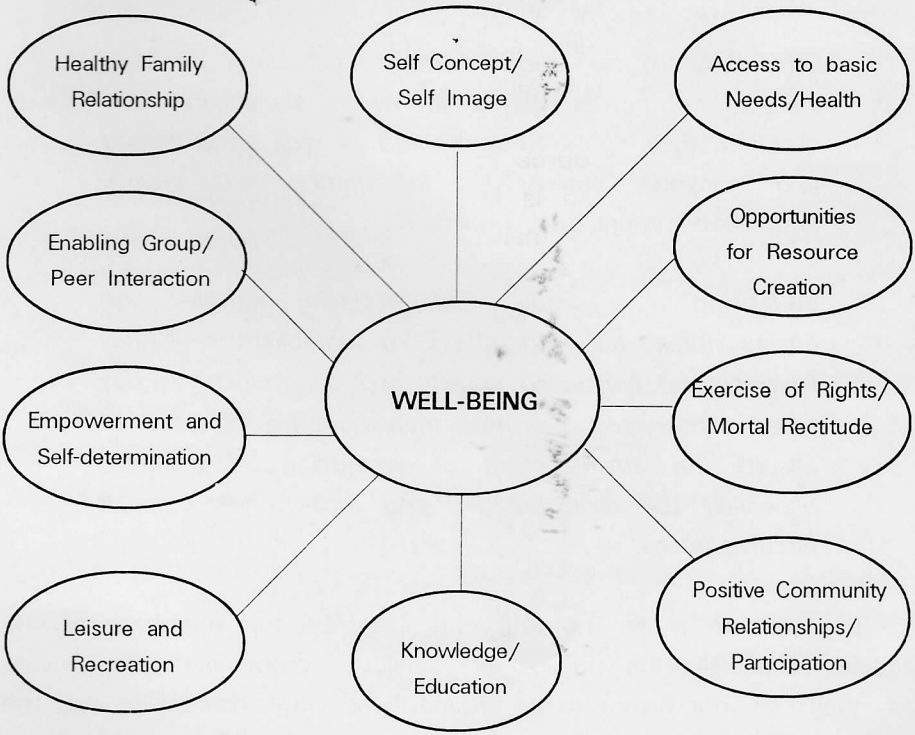
Opportunities for resource creation pertains to the provision of chances for the child who is in poverty situation to earn a living and be able to use and manage the earnings, this without any violation of his right to enjoy child's life and developmental imperatives appropriate to his age and stage of development. It also pertains to the provision for chances of his family to seek livelihood and income generating activities to enable them to buy and secure the needs of the family

Enabling group and peer interaction would cover not only the provision of opportunities for the child to meet his desire to belong to a group or enjoy the company of his peers, affection and positive inter-personal relationship with others but also the protection of the child from the exploitative peer groups or adult groups which make use of the street child as an instrument in attaining their selfish interests and ends.

Empowerment and self-determination refers to the right of the child to determine the course of action that affects his life and be consulted for decisions that have a bearing on his life's chances and opportunities. Programs meant to develop the capacity of the child to make rational decision for himself with appropriate guidance from a responsible adult will facilitate the child's desire to make choices for himself and to determine the course of action he needs to take.

Exercise of rights of the child and moral rectitude pertains to the protection of the rights of the child including his exercise of religious beliefs, behave according to family and community standards and provision of opportunities to exercise all his legal, civil and religious rights.

Figure 5: Dimensions of Well-Being



Positive community relationships and participation in community affairs would include the provision of services and programs meant to provide the child with an enjoying social and community life. It also includes organization of activities that are aimed at developing within the child the desire to involve himself in community ventures and develop the feeling of community solidarity and belongingness.

Leisure and recreation would refer to provision of opportunities for the child to relax and enjoy fun activities that are restful for himself.

IV. POLICIES GOVERNING THRUSTS AND DIRECTIONS

A. Vision and Mission

The Vision as formulated by those working with street children for the programs meant for them is:

> *"The Program for street children must bring about a society, community, family in which all children are nurtured, their rights are promoted as well as protected and enjoyed. Opportunities for participation, survival and development are provided.*
>
> *Well-being is a child's right. Projects, activities and efforts must be undertaken to establish a* ***Child-friendly and Nurturing*** *society and community. Various types of services and programs must be provided to assure the advancement of well-being of children, especially the disadvantaged and those under difficult circumstances."*

The mission is to motivate and influence the members of the society, especially the public, the families, communities and private as well as non-government organizations towards advancing the well-being of children in general and in particular, the street children

as well as other children under difficult circumstances by protecting their rights, providing them the needed services and giving them opportunities to grow and develop as normal children enjoying their particular stage of development. In so doing, they are kept away from the streets and prevented from becoming a continuous victims of difficult circumstances.

B. Directions and Thrusts at the National Level

Given the vision and the mission, all interventions must be geared towards the following general directions and thrusts: 1) national efforts must directed at policy development, monitoring and regulatory functions, 2) establishment and institutionalization of institutions and processes for the sectors and groups/ organizations to perform their respective roles effectively, 3) advocacy and elevating the concerns of street children and children under difficult circumstances from the familial and local to the national/ societal level, 4) the intensification of the national education and information campaigns, 5) research, 6) capability building and 7) mainstreaming

B.1. Policy Development, Monitoring and Regulatory Functions

With the devolution of the programs and projects to the local government units, DSWD as a national agency strengthens its leadership along child and youth care and welfare. It exercises its leadership by formulating and defining the national policy for child and youth welfare as well as formulating and developing national action plans within the framework of the government's general policies and development plans.

Since DSWD at the national level is no longer given the responsibility to directly deliver social services to the target beneficiaries, the agency will need to strengthen its monitoring and regulatory functions. This is done by formulating standards for action and program implementation, by establishing the necessary mechanisms and processes such that laws protecting children are strictly enforced,

and by developing appropriate indicators that can be used for measuring the outcomes of programs, the status and the risks exposure of street children and other children under difficult circumstances. The indicators may also be used to assess the performance of the local government units and the private organizations working with and for street children. The use of these indicators and measures may facilitate faster the accreditation of agencies and organizations and the intensification of efforts geared at upgrading the quality of services provided to target beneficiaries.

B.2. Institutional Development/Innovations

Through the mechanisms created by NSPC and PICAC, DSWD embarks into a larger task of establishing the necessary structures, mechanisms and processes such that the links and the interconnection between and among the different implementing agencies and local government units are facilitated, from the national to the provincial, municipal and barangay levels. The establishment of these institutions and mechanisms throughout the country will pave the way for the effective performance of the roles and tasks of the different sectors, groups and organizations working for the youth and child sectors.

B.3. Advocacy for Child's Rights and Elevation of Issues From Private to Public Sphere

Similar to what is being done at present, greater amount of efforts will be directed towards elevating issues and concern affecting street children and children under difficult circumstances at the national and societal level. This move intends to elicit broader concern and support from all the sectors of the society. Important national and local issues will be brought at the forefront through national media and public fora. Advocacy of the rights of the children will be intensified to raise public awareness and interest to influence public policies. Advocacy however needs to be always anchored on well-researched data and information rather than influence or pressure from groups or institutions. Advocacy will also

be intensified to come up with laws that are responsive to the children's situation and needs, promote and protect children their rights notwithstanding campaigns for effective enforcement of both the old and new laws.

Much effort will also be expended to elevate the issues affecting the well-being of children at the societal level, thereby shifting the concern and awareness on issues and concerns away from a purely family affair to public and social sphere. Since child care and child rearing are vital societal functions any problems and issues affecting children must be brought to public awareness and concern. Much effort must be placed on sensitizing the public, that is the society, community, neighborhood and family, on the issues affecting street children.

B.4. Education and Information Campaigns To Make Children's Concerns a Collective Responsibility and a Common Concern

To further raise public consciousness, education, information dissemination and campaigns will be intensified. The educational campaigns will be continued and undertaken in all sectors at various levels including the public at large, the policy makers, program and development planners and decision-makers. Aside from consciousness raising, these campaigns will be geared towards promoting individual as well as collective responsibility for the well-being of children, making the latter not only a family and service agents' concern but a general public and common concern.

B.5. Research and the Establishment of a Research Network for Child and Youth and CRDC Concerns

To strengthen its policy development and monitoring functions and to carry out effectively its education campaign, the national/ central DSWD office will embark on a program that will seek to improve the existing research management mechanism and enhance

research capability of its key local, regional and national personnel. Each program division/office assigned to promote family, child and youth welfare is encouraged to set aside a portion of their budget for operations, diagnostic and programmmatic research and national situation analysis.

The other dimension of this thrust is to establish or maintain established networking with educational and research institutions or non-government organizations that are involved in research on street children and related concerns. Thus, aside from maintaining a network of agencies implementing the programs and projects for street children, DSWD in cooperation with funding agency will organize and establish a research network for CRDC and Youth Welfare research. Also, with this thrust, the DSWD in collaboration with other government agencies, the member agencies of NSPC as well as PICAC, local social worker and development service agents will establish a cooperating link for coming up with a community-based and center-based monitoring instrument or survey instrument necessary for a useful field information and relevant data-base system. An expanded and research-based knowledge will be useful in coming up with a responsive policies and development plans. It will shed light on some faulty assumptions made about street children and other disadvantaged children and youth.

B.6. Capability Building For Effective Performance of DSWD Functions Within a Decentralized Environment

To carry out effectively the defined tasks in line with the established thrusts, the central/national level personnel would need to strengthen its capability particularly along the areas of policy development, research and monitoring, advocacy and enforcement/ regulation functions. This direction may also include streamlining and technical assessment of its operations and programs based on impact to the population and efficiency of implementation. It also covers efforts geared at assisting and supporting the local government units and social service agents at the local areas in their capability

building efforts in order to attain fully the benefits of the implementation of the Local Government Code.

B.7. Mainstreaming

Similar to what is being done now, this entails dovetailing and tailoring issues and concerns of street children and other children of disadvantaged position in all aspects of government concerns, development plans and existing programs and services. This requires a systematic review of all disadvantaged sectors to make sure that their concerns are considered and incorporated in the development plans.

C. Directions and Thrusts at the Local Level

Within the context of a decentralized and devolved system of service delivery, the efforts of the local government units, the task forces/working committees and other organizations involved with street children have to be directed at the following thrusts: 1) implementation of programs and services, 2) situation analysis and needs assessment, 3) advocacy and formulation of ordinance, 4) monitoring and evaluation, 5) capability building, 6) coordination and linkage, 7) institutional development/ strengthening, and 8) local resource mobilization, mainstreaming and sustainability.

C.1. Program Implementation and Services Delivery

The local government units are tasked with the delivery of social services and to allocate needed funds for these services. Per provision of the Local Government Code of 1992, the following social welfare service programs and projects have been devolved:

a. Provincial Level: Disaster management relief services, social welfare services, services for rebel returnees and population development services;

b. City and Municipal Level: Self-employment assistance, family and community welfare, women's welfare; child and youth welfare, emergency assistance program, program for disabled persons and elderly; and
c. Barangay Level: Day care services.

As seen in the provisions, much of the direct delivery of services for youth and children are to be carried out by the local government units, more specifically by the municipal government.

The non-government organizations and private groups, the members of the task forces/working committees are also expected to undertake direct delivery of services to target beneficiaries of programs and projects at the community and/or center levels.

C.2. Situation Analysis and Needs Assessment

Local government units and task forces/working committees undertake continued and regular situation analysis and needs assessment to ensure that programs and services are indeed responsive to the needs of the children and are appropriate for them. These are also necessary to ably identify the services that need to be added to the existing ones and the strategies that need to be introduced and worked out during program implementation. It is also needed for effective advocacy and for the formulation of appropriate local ordinance.

C.3. Advocacy and Ordinance Formulation

Advocacy at the local level takes on two aspects. One is the need to advocate the promotion and protection of the children's rights in all sectors within the community. The other is, the need to raise the consciousness of the family, the neighborhood, and the community as its various sectors regarding the concerns of street children and other disadvantaged children. However, much emphasis and efforts will be spent on making the family realize its primary

obligation to protect and promote the rights and well-being of children. Advocacy and affirmative action in favor of the children under difficult circumstances must also be worked out through the development of ordinances and strict enforcement of national and local laws.

C.4. Monitoring and Evaluation

Regular monitoring and assessment of the outcomes of the programs and the progress of the project activities must also be undertaken by the local government units and/or task forces/ working committees. This is done to enable them to determine the amount of work that needs to be expended and the type of services needed in order to attain the articulated goals and objectives of the programs. The regular assessment of their tasks is also necessary to be able to identify targets that need the most attention and ascertain the kind of strategy that works best in the situation. Regular assessment also facilitates exchange of experiences and lessons learned.

C.5. Capability Building and Human Resource Development

Training and skill enhancement are also given attention. This is necessary for the service agents/personnel to carry out their tasks more effectively and efficiently. Given the situation that service agents working with street children generally deliver comprehensive services and utilize multi-pronged approach and strategy, they must be equipped with different also, types of skills. In this context, a sustained upgrading and training are necessary. The complex realities and the fast changing situations surrounding the street children require service agents to have basic competencies and skills, especially in the area of management and handling of cases involving children in-conflict with the law and those victims of any kind of abuse.

C.6. Coordination and Linkage

This requires establishment of coordination and linkage among the various government, non-government agencies, private groups, people's organizations and religious groups working in the community. The linkage does not only include community-based organizations but center-based as well. Linkage and coordination are necessary to attain greater impact and results. It also facilitates suitable exchange of resources and capabilities.

C.7. Institutional Development and Strengthening

The efforts of the task forces/working committees organized and established by NSPC at the city and municipal level led to the effective implementation of the programs and services meant for street children and their families. It also helped in the formulation of policies and strategies and in the development of programs and projects that benefit the target beneficiaries. Since their operations are limited only to 32 cities and urban municipalities in the country, it is necessary that similar structure/mechanism be developed in all parts of the country.

The membership of the Philippine Inter-City Alliance for Street Children (PICAC) must also be expanded to reflect the broadening of the areas soon to be covered by the programs and services for street children.

The organization (if non-existence) and the strengthening (if in existence) of the Barangay Council for the Protection of Children (BCPC) and the Local Council for the Protection of the Children also need attention at the local level. Efforts must be made such that BCPC become effectively operational and that it represents a broad-based private and government organizations. In addition, indigenous and disadvantaged sectors are also well represented.

C.8. Resource Mobilization, Mainstreaming and Sustainability

Use of available local resources must also be enhanced. Programs and strategies must be explored in order to maximize the use of the local resources. Programs and development plans meant for street children need to be tailored and dovetailed to the existing government programs and services. At present, the programs and services for street children implemented by NSPC are dovetailed to and integrated with the Urban Basic Services Programme. For areas not covered by the Urban Basic Services Programme, efforts must be spent to explore and review local programs to ably identify possibilities and specific opportunities. Mainstreaming and maximum utilization of available local resources are expected to facilitate sustainability and continuity of the programs and services.

V. STRATEGIC POLICIES

To attain the vision/mission of promoting the well-being and rights of street children, certain strategic policies need to be develop and incorporated in the proposed policy framework. These are: 1) emphasis on preventive and development programme and services, 2) networking, partnership and collaboration, 3) comprehensive and integrated multi-pronged services, 4) participatory and non-discriminatory, 5) dynamic and 6) systematization of the data-base or information system.

A. Preventive and Promotive

Given the composition of the urban street children and frequent expectation that still a high proportion of them will live with their families, greater emphasis should be provided to preventive and promotive approach of services. Plans and programs must be designed to prevent children at risk to become more vulnerable to difficult circumstances. Much emphasis should be given at eliminating or if not reducing the risks from the "difficult circumstances" such as poverty, social inequalities, injustices, family disintegration and

others. Survival and development child and family services such as family life education, health care, educational assistance, generation of employment opportunities, livelihood and skills training will be broadened. Community-based program activities and services will be strengthened and given much attention.

Efforts must also be spent on protecting the child from harassments and unfounded arrests and detentions by law enforcers. Advocacy work and close coordination with the five pillars of justice must be intensified at the local and community level to protect the rights of the street children.

B. Networking, Partnership and Collaboration

Experience on program implementation and operations indicates partnership and collaboration as a critical factor in the success of the program. This can be explained by the fact that addressing the well-being of street children requires a multi-pronged and multi-sectoral approach since the social reality surrounding the circumstances of the street children is rather complex. The effort of one sector, like the government, therefore will not be adequate to solve the problem. The work requires more involvement of other sectors. In this vein, inter-governmental as well as inter-sectoral collaboration is needed. Government partnership with non-government organizations will have to be enhanced and the latter must be provided broader roles in protecting and promoting children's welfare, especially in the direct provision of program services. Non-government organizations who are doing well in the service of promoting the welfare and rights of street children must be strengthened. Women's groups, judicial branches of the government, law enforcement agencies, youth organizations and others must be mobilized as partners in this endeavor.

C. Comprehensive, Integrated and Multi-Pronged Programs and Services

In view of the reality that problems surrounding street children are rather complex and that some children carry more burden and are more vulnerable to difficult circumstances (e.g. a child of a poor family whose parents have separated and is prostituted at the same time sexually-abused), programs and services must be comprehensive and integrated. Services and programs must all be directed at addressing the well-being of children thus the approach must be wholistic rather than segmented. There must be close links among the various Program and services. The program and services must cover all aspects and dimensions of the well-being of the child. Furthermore, Since most of the problems and circumstances surrounding the street children are linked with their families and communities, some programs and services meant for the families must also be included in the action plans.

D. Participatory and Empowering

Program approaches need to be participatory and empowering. Children and their parents must not only be consulted but really involved not only in the implementation of the programs but also in the designing, planning and decision-making of the program. Resiliency and resourcefulness of the children and their parents must be recognized. Children and parents themselves must be drawn into decision-making situations, enabling them to work out for themselves particular solutions and action plans to address emerging problems. The processes in and the mechanisms of the intervention must be empowering and participatory to effect changes and developments that are child-centered and thus cognizant of the interest, the full potentials of the children and the right to self-determination. The participation of the community to which the children belong must also be elicited.

E. Dynamic and Non-Prescriptive

Program approaches and strategies must be dynamic and must be reflective of the continuously changing realities. Decisions pertaining apportionment of resources and efforts among the varying program components must be grounded on well-researched information, situation analysis and careful diagnosis of the problem. Continuing assessments and action-reflection cycle sessions must be enhanced and pursued to ensure full attainment of goals and objectives. Decisions pertaining selection of the programs and apportionment of resources must be made by the local community, organizations and/or the alliance of the organization themselves.

F. Systematization of the Data-base or Information System

The inability of the program implementors and the national statistical agencies to come up with exact figures or data estimates on the numbers of street children and the controversy pertaining to the exact number of street children even in Metro Manila reflect the inadequacies and deficiencies in the data about the children. These inadequacies in the availability of helpful information affect the programming of activities as well as services and in the determination and identification of targets. The existing information about the street children and other disadvantaged children are not adequate to enable one to come up classifications/typologies of children according to the circumstances or risks/hazards they face. Extra effort must be expended to establish a useful information system at different levels, i.e. from national, regional, provincial, city/municipal, barangay, organizations and center levels. Sharing of computerized list and basic data on street children served by various non-government organizations, centers and government agencies must be facilitated and encouraged. Absence of useful data-base is disadvantageous since it leads to unequal distribution of limited resources. Keeping track regularly of the effectiveness of the program intervention may not also be possible.

VI. GOALS AND PROGRAM COMPONENTS

This part maps out goals and types of programs that are generally developed for the street children and their families, using either the community-based or center-based approach. As emphasized in the earlier section of this paper, the response and the development of any of these listed programs must be always in the interest of the child and a by-product of careful analysis and diagnosis of the problems emerging in the communities. The listing in any way does not intend to be prescriptive. Most of the decisions involving choice of appropriate programs in the centers and/or in the communities will be made by the agencies and the communities themselves. Program intervention needs to be made at varying levels: 1) societal, 2) community, 3) family and 4) individual levels.

Before proceeding to the actual mapping of the possible programs that may be undertaken in line with the promotion of the well-being of the street children and the protection of their rights, it seems important to take a look at the existing programs addressing the needs and the concerns of the street children and to examine them in relation to the listing of the rights of the child. In so doing, we are able to identify the areas where most of the efforts and interventions are needed most. Table 1 shows the listing of the programs and the specific rights of the child they address. The information in this table indicates that more efforts must be directed at addressing the protection and participatory rights of the children.

A. Goals at the Society and Community Level

1. To promote public awareness and sensitivity on the problems and issues affecting urban street children and other children under difficult circumstances.
2. To continuously raise the consciousness of the public on the special concerns and needs of the children under difficult circumstances.
3. Continued advocacy of the rights of the child and affirmative action in favor of the disadvantaged children.

Special attention must be placed on children under difficult circumstances and the manner by which these circumstances are further aggravated by other sectors and/or other governmental policies and economic and structural reforms.

4. To create mechanisms and structures to protect the street and other disadvantaged children from the risks/ hazards and difficult circumstances affecting their lives.
5. To establish mechanisms and processes for a children-centered policy and program formulation and implementation.
6. To organize the target beneficiaries for advocacy, policy influence and empowerment, both at the community and societal level.

B. Programs at the Societal and Community Levels

B.1. Advocacy

This program includes holding of group activities such as holding of National Congress, Conferences, lobby activities in the Congress and in the Senate with the intention of advocating the rights of the children especially in passing of laws that protect their rights. Regular holding of fora and dialogues with law enforcement agencies and service agents is also part of this program.

B.2. Information, Education and Communication

Intensive information and educational campaigns are meant to promote public awareness and consciousness among the public on the issues and concerns affecting street and other disadvantaged children. Media channels, print and broadcast, need to be utilized to bring wider information and dissemination campaigns. Meetings, dialogues and fora may likewise be intensified to orient and educate a greater number of people.

B.3. Institutional Developments and Linkaging

Program activities meant to enhance the establishment of groups and institutions working with street children need to be strengthened and further broadened. Networking and inter-sectoral collaboration must be continuously enhanced to encourage exchange of support and services and greater resource mobilization.

B.4. Strengthening of the Regulatory Functions

The strengthening of the regulatory functions has two aspects. One is the continuous strengthening of the capability of the DSWD to work closely with the law enforcing agencies such as the Department of Justice and police force such that protecting children are strictly enforced and followed. Two, refers to the DSWD's task of establishing institutional mechanisms/system such that services provided to the children by the centers and organizations are of desirable quality and within required standards. More so, the quality of their services is continuously upgraded. The sytem of accrediting groups and organizations that deliver services to the beneficiaries may be appropriate. Through this function, the quality of services provided may be monitored and service standards may be raised.

C. Goals at the Family Level

1. To strengthen the family as a basic unit of the Filipino society.
2. To promote the well-being of the family to transform it into a well-functioning and enabling institution promoting a balanced growth and development of its individual members.
3. To support poverty alleviation strategies and programs that enabl families to obtain greater access to employment and other resource creation opportunities.

4. To provide greater access to basic services enabling poor families to survive and meet minimum basic needs.
5. To effect changes in the family values by correcting gender inequalities, promoting equitable and caring gender relations and eliminating abuses and violence among the families/households, promoting men's involvement in household tasks and family life and protecting children from undue pressures and difficulties caused by family disintegration and disorganization.
6. To support programs that will assist families cope with problems and changes taking place in the society.
7. To promote the importance of heeding utmost attention to responsible parenting, maintaining a caring relationship between spouses, the nurture as well as care of children, and the performance other functions of the family.
8. To educate and facilitate a process whereby appropriate family framework that will aim to promote family relationships based on mutual respect, responsibility, caring and equality among all members of the family will be established.
9. To review and assess existing legislations, laws, administrative issuances, policies and programs with the end view of making the efforts more responsive to the changing conditions and needs of the family.
10. To support the operations and expansion of privately or publicly managed rehabilitation centers, counseling centers, crises centers and other similar facilities and programs that intend to attend to the social and psychological needs of the street children and their families.
11. To organize families and neighborhood watch groups to undertake projects geared at undertaking surveillance in order to curb incidence of abuses present at the households and to protect defenseless children and young people from abuses committed by any members of the family.
12. To promote community-based activities, i.e. income - generating projects and skills training programs, designed to improved the earrning capacity of family members.

A.3. Goals at the Individual Level

1. To promote and protect the rights of the individual child.
2. To reduce the number of children at risk from difficult circumstances.
3. To reduce the risks or hazards implicit in the circumstances surrounding the street children such as reduction of poverty, strengthening of family ties, control of drug-abuse, promoting a human child care practices among families and child-care and rehabilitation institutions.
4. To empower the child and assist him in the exercise of his right to self-determination, that is, right to freedom in making choices and decisions. Corollary to this is the provision of opportunities for the child to get involved in the planning and decision-making of matters affecting his life, especially those residing in the rehabilitation and residential centers.
5. To provide opportunities and assist the child gain access to services necessary for him to realize and develop his/her potentials to the fullest possible.
6. To provide greater and wider access to basic services to meet basic needs.
7. To provide programs and services geared towards the attainment of reconciliation, whenever possible and appropriate, of the child with his/her family.
8. To support and promote the expansion of the existing crises centers, rehabilitation houses and other facilities and programs that intend to meet the social, psychological and rehabilitative needs of the individual street and abandoned child.
9. To advocate legislations, reforms as well as laws and institute measures and mechanisms that will protect the child from becoming victims of strains and stresses in the families, conflicts in the families and family disorganization/ disintegration.

10. To support and strengthen alternative family care programs for adoption and foster parenting.
11. To organize, support and strengthen children and youth groups and organizations engaged in developmental activities, development of potentials, leadership formation and other programs such as sex education, drug-abuse education, sports and recreation, etc.
12. To strengthen and support programs and services that will help develop healthy and wholesome self-concept and self-image of the child.

D. Programs at the Family and Individual Levels

D.1. Provision of Educational Services Including Street Education

Educational assistance and services may take two forms, namely, provision of educational assistance for formal schooling and provision of street education or alternative education services. Providing assistance in formal schooling usually takes the form of scholarships for tuition and miscellaneous fees, financial assistance for expenses of school uniforms including pair of shoes, supplies and school projects.

Another form of educational services is the provision of street education to children. Street education is an integrated alternative education that occur and are provided on the streets. While children are provided with basic type of services on the streets, they are provided with informal education sessions along areas on: 1) child's rights, 2) value clarification/formation, 3) self-awareness and philosophy of the child, 4) health education, 5) sex education, 6) drug abuse education, 7) basic skills in reading, writing and arithmetic/numeracy, 7) environmental education, and 8) para-legal matters. It also raise the consciousness and awareness of street children on the potential dangers of their situation on the streets and to orient them on the preventive and protective measures that can be taken, e.g. against pedophiles and syndicates exploiting street children.

As an approach, street education is a continuing process of learning done on the streets with the street children serving as the target beneficiaries. It is geared at making the child aware of himself/herself, his dignity and worth, his surroundings and the options and possibilities available to him. The foundation and the starting point of learning is his everyday life, his present living conditions. The street educators- the facilitators of the educational sessions who are called as "Kuyas or Ates"- establish close and trusting relationship with the children through integration. They also organize the children into groups to facilitate assistance and support for one another. Holding of group activities such as camping, exposure trips, sports and recreation activities within and outside of the community is also facilitated by the groupings of the children.

D.2. Provision of Health and Nutrition Services Including Immunization

Health and nutrition program includes provision of food for the children, usually through the establishment of feeding program, medical and dental care and the holding of seminars and educational sessions on primary health care, health habits, sex education, drug-abuse education and the holding of training for first aid and preventive medicine.

A significant feature in health and education program is the holding of training among qualified street children to become potential junior health workers on primary health care. After the training, these junior health workers become apprentices in the service delivery. Their tasks include extending assistance to any ill child they would come across such as administration of first aid and bringing the sick child to the nearest hospital, clinic or health center when needed. Agencies or organizations that do not have funds to enable them to recruit regular doctors and other health personnel may link directly with the Philippine National Red Cross and the Medicins Sans Frontieres (MSF).

D.3. Livelihood Assistance, Income-Generation and Skills Training

Projects and activities need to be developed to provide income-generating and livelihood assistance to the children and their parents. Skills training is also necessary for the children and the parents to be equipped with skills necessary for the enhancement of their own work/employment capabilities or the engagement in livelihood activity.

D.4. Group Formation/Organization and Leadership Formation

Program meant to organize the children and their parents into a coherent and strong groups need to established. This will facilitate advocacy for their own cause and interests and in the process enhance their self-confidence, self-esteem and leadership potentials and qualities. Empowerment and full participation in the programs would likely be enhanced through organization and group formation. Through organization, street children and their families can ably advocate and act on their own behalf. Part of this program also may be the training and development of Junior Peer Educators, Junior Health Workers and Junior Advocates of the Street Education Program.

D.5. Para-Legal Assistance

Para-legal assistance is a program to be developed for the children who get in conflict with the law. It is also a program that intends to equip children with the necessary skills necessary for the handling and managing of crisis referring to police arrests and suspicions on possible commission of crimes and/or illegal acts.

D.6. Family Reconciliation

This program is intended especially for street children who still live with their families whenever appropriate and possible. Through

consistent home visits, street educators and social workers make extra effort to reconcile the child with the family.

D.7. Family Strengthening

The program aims to actively pursue the integration of formation of family values in the whole range of program services. This program intends to promote family life and relationships that respect the rights of the individual members, particularly the children, the importance of owning up to one's family responsibilities and duties and the encouragement of meaningful interdependence among family members including efforts to encourage the participation of the fathers in household management and child care. Family life education and other educational services meant to strengthen family ties and the child's reconciliation with the family are part of this program.

An added feature of this program is the exploration into the possibility of using the alternative educational strategy similar to "street education" approach in providing continuous educational sessions among parents and couples wherever they are. While program services are provided, family life education is also provided to them.

D.8. Psychosocial Intervention

This is a program intervention introduced among street children who are in need of rehabilitative services, specifically, the substance-abusers, sexually abused children and those in-conflict with the law. Intensive case management is provided to these children at the residential centers.

VII. CONCLUDING REMARKS AND RECOMMENDATIONS

Advancing the well-being of children who need special care and protection need to be systematic given the complexity and the tenacity of the problems faced by and the conditions surrounding the street children. The efforts, however, need to consider the devolution and the decentralization environment of the delivery system. While at the national level much effort has already been done, more efforts have to be spent at the local level. More challenges await in making the local government interested and concerned with the plight of the street children and in making them Child-friendly and Protector. This is needed particularly in making the programs regular and an integral part of the comprehensive social development of the local government units.

There is less controversy surrounding the issue on advancing the well-being of street children. There is near unanimity within the government and the non-government organizations for such an effort. What may be contentious involves the effective, workable and appropriate approach to intervention as well as the service provision mechanism and the prioritization and allocation of public expenditures for this end.

The experience of the National Project on Street Children serves as model and basis from which local government units can ably protect and advance the well-being of street children. The present framework took cognizant of the experience of the National Project on Street Children. Its importance rests on the fact that what has been outlined here is based on the actual experience of NPSC and the various organizations working with and for the street children. It only considers policies, programs and strategies that were found to be feasible, workable and suitable to the existing realities of the country. The shift from rehabilitative and correctional bias to preventive and development-oriented frame-of reference shows this character. Its appropriateness is also reflected on the reliance being made on

the efforts of street educators and community-based service-agents rather than on a highly trained professional workers.

Against this backdrop, the following program of action is suggested:

1. Effort must be done to make this policy and action framework be part of the comprehensive Social Development Agenda of the government. Specifically, the members of the Technical Committee for the Program on Children Under Difficult Circumstances of the Child Welfare Council must exert effort to influence the development planners such the National Economic Development Authority to incorporate this framework in the Development Plan of the country. This can be done through the Social Development Council of which DSWD is a member.

2. To popularize the detailed contents of the integrated framework and disseminate it to the local government units, church groups, the non-government organizations working with and for street children and people's organizations. Intensive information dissemination must be done along this area. The Technical Committee of the Program on Children Under Difficult Circumstances can very well come up with a systematic program of action for information dissemination and diffusion.

3. A workshop need to be held among the members of the NPSC network of task forces/city working committees and the cluster committees and PICAC members. This workshop will intend to make the committees/task force members knowledgeable in detail the specific contents of the integrated framework. The workshop will also map out strategies by which the contents of the framework would be widely disseminated at the local and village level such that they

become inputs in the Municipal and Provincial Development Plans. The NPSC network of task forces/working committees may well serve as a vehicle by which dissemination of information could be intensified given their close links with the local government units and the local communities as well.

4. The present integrated policy and action framework need to widely disseminated either in a monograph or a primer form for better advocacy and solicitation of support from all sectors of the society.

5. Efforts must be spent to make the media well-informed about the contents of the framework. A well-planned series of media or news release may be done by NPSC and the Technical Committee of the Program on Children Under Difficult Circumstances of the Child Welfare Council and the Bureau of Child and Youth Welfare to reach a wider group of audience and readers consequently elicit more public awarenesss and support.

The challenges in advancing the well-being of street children and in protecting their rights are numerous. May the problems be viewed as a moving force challenging all of us to new possibilities and optimism rather than drown us in an abyss of hopelessness and indifference. The experience of the past decade in program intervention shows that much can be done and outcomes are indeed worth the efforts.

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Appendix

ASSESSMENT AND INVENTORY OF NON-GOVERNMENTAL ORGANIZATIONS (NGOS) WORKING WITH STREET CHILDREN

National Capital Region

Caloocan City

(1) Tahanang Mapagpala

Year Established	:	1997
Type of Institution	:	GO-NGO
Director/Head	:	Ms. Rose Dungca
Services Provided	:	Provision of Alternative education, technical handicraft, formal education, medical/dental, psychology counseling, family reintegration

(2) Tahanan Santa Luisa

Year Established	:	1998
Type of Institution	:	NGO
Director/Head	:	Sr. Amila Quinto, DC
Services Provided	:	Provision of Alternative education, technical handicraft, workshops (e.g, cooking, cross-stiching etc..)medical/dental, psychology counseling/therapy, family reintegration and income generation

Las Piñas

(3) Aksyon Agad Foundation, Inc

Year Established	:	1990
Type of Institution	:	NGO
Director/Head	:	Ms. Ma. Rosario P. Galvez
Services Provided	:	Provision of Alternative education, dental, psychological counseling/therapy, family reintegration

(4) Development Endeavours for Organized Sustainability Foundation, Inc

Year Established	:	1992
Type of Institution	:	NGO
Director/Head	:	Ms. Criselda Deocariza-Sy
Services Provided	:	Provision of alternative education, dental, psychological counseling/therapy, income generation

(5) Good Shepherd Parish

Year Established	:	1990
Type of Institution	:	NGO
Director/Head	:	Fr. John McCormack
Services Provided	:	Provision of alternative education, dental, psychological counseling, family reintegration, income generation

(6) Kasambuhay Estigmatina Foundation, Inc.

Year Established	:	1986
Type of Institution	:	NGO
Director/Head	:	Fr. Aldo D' Andria
Services Provided	:	Provision of alternative education, technology handicraft, dental psychological counseling, family reintegration, income generation

Makati City

(7) Virlanie Foundation, Inc.

Year Established	:	1992
Type of Institution	:	NGO
Director/Head	:	Mr. Dominique Lemay
Services Provided	:	Provision of alternative education,workshop (carpentry, hairdressing), formal education, dental/ medical, psychological counseling, family integration, income generation

Mandaluyong City

(8) Alay Pag-asa Christian Foundation, Inc.

Year Established	:	1990
Type of Institution	:	NGO
Director/Head	:	Ms. Ruth Payawan
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling

(9) DSWD Mandaluyong

Year Established	:	-
Type of Institution	:	GO
Director/Head	:	Ms. Cecilia Natividad, RSW
Services Provided	:	Provision of alternative education and formal education

(10) Mandaluyong City Lions Club

Year Established	:	1999
Type of Institution	:	NGO
Director/Head	:	Councilor Danilo de Guzman
Services Provided	:	Provision of material assistance to street children

Manila

(11) Asillo de San Vicente de Paul

Year Established	:	1885
Type of Institution	:	NGO
Director/Head	:	Sr. Marcelina A. Macandog, DC
Services Provided	:	Provision of alternative education, formal education, workshops (cooking, baking), medical/dental, psychological counseling, family reintegration, income generation

(12) Asillo de San Vicente de Paul

Year Established	:	1996
Type of Institution	:	NGO
Director/Head	:	Mr. Boby Peralta
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (furniture and handicraft), family reintegration

(13) Cathedral of Praise Children's Home

Year Established	:	1997
Type of Institution	:	NGO
Director/Head	:	Ptra. Evelyn G. Lopez
Services Provided	:	Provision of formal education, technology handicraft, medical/dental, family reintegration and income generation

(14) CEU-Bata Foundation, Inc

Year Established	:	1991
Type of Institution	:	NGO
Director/Head	:	Mr. Jose M. Tiongco
Services Provided	:	Provision of alternative education, formal education, technology handicraft (cooking),dental, psychological counseling, family reintegration

(15) Charles Jorissne Foundation, Inc

Year Established	:	1987
Type of Institution	:	NGO
Director/Head	:	Fr. Jean Philippe Bernard
Services Provided	:	

(16) Concordia Children's Services

Year Established	:	1983
Type of Institution	:	NGO
Director/Head	:	Ms. Elizabeth R. Caces
Services Provided	:	Provision of alternative education, formal education, medical, psychological counseling, family reintegration, income generation, adoption services

(17) Families and Children for Empowerment and Development

Year Established	:	1987
Type of Institution	:	NGO
Director/Head	:	Ms. Teresita L. Silva
Services Provided	:	Provision of alternative education, formal education, and income generation

(18) Gising Bayan Foundation, Inc

Year Established	:	1999
Type of Institution	:	NGO
Director/Head	:	Fr. Gido F. Arguelles
Services Provided	:	Provision of alternative education, workshop (electronic, pc repair, silk screen), medical/dental, psychological therapy, family reintegration, income generation

(19) Kaibigan Ermita Outreach Foundation, Inc

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Mr. Alain Pronovost
Services Provided	:	Provision of alternative education, formal education, workshop (toy craft-making), medical/dental, psychological therapy, family reintegration, income generation

(20) Kapatiran Kaunlaran Foundation

Year Established	:	1989
Type of Institution	:	NGO
Director/Head	:	Mrs. Precilla Atael
Services Provided	:	Provision of alternative education, formal education, technologic handicraft, family reintegration, income generation

(21) Mabadan Malate Catholic Church

Year Established	:	1998
Type of Institution	:	NGO
Director/Head	:	Mrs. Rosie Viscara
Services Provided	:	Provision of alternative education, formal education, medical/dental, family reintegration and feeding

(22) Medicins Sans Frontieres

Year Established	:	1998
Type of Institution	:	NGO
Director/Head	:	Ms. Annick Lacits
Services Provided	:	Provision of informal education, family reintegration

(23) Salvation Army Social Services Inc.

Year Established	:	1977
Type of Institution	:	NGO
Director/Head	:	Col. Robert Saunders
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops(carpentry, repair, cooking) medical/dental, psychological counseling/therapy, family reintegration and income generation

(24) Sun for All Children, Inc.

Year Established	:	1989
Type of Institution	:	NGO
Director/Head	:	Mr. Romain Gerard A. Von Arx
Services Provided	:	Provision of alternative education, formal education, technology handicraft, medical/ dental, psychological counseling/therapy, family reintegration, income generation,educational assistance , sport and recreation

(25) Tahanan Outreach Project and Services Inc.

Year Established	:	1969
Type of Institution	:	NGO
Director/Head	:	Ms. Consuelo Puyat Reyes
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling/therapy, income generation

(26) Tuloy Foundation Inc.

Year Established	:	1992
Type of Institution	:	NGO
Director/Head	:	Fr. Rocky Evangelista
Services Provided	:	Provision of alternative education, non-formal education, technical handicraft, workshops(carpentry, repair etc.), medical/dental, psychology counseling/ therapy,family reintegration

Muntinlupa City

(27) Sigla ng Buhay Foundation, Inc.

Year Established	:	1997
Type of Institution	:	NGO
Director/Head	:	Mayor Jaime Fresnedi
Services Provided	:	Provision of alternative education, formal education, technical handicraft, workshops (playing and dancing), medical/dental,psychological counseling/ therapy, familyreintegration, income generation

Pasay City

(28) Alouette Foundation of the Philippines, Inc

Year Established	:	1993
Type of Institution	:	NGO
Director/Head	:	Ms. Eden Despuig Monje
Services Provided	:	Provision of alternative education, workshop (computer training) medical/ dental, income generation

(29) Bridge of Hope

Year Established	:	1989
Type of Institution	:	NGO
Director/Head	:	Ms. Lily Araojo
Services Provided	:	Provision of alternative education, formal education, workshop (hairdressing, tailoring and cooking), medical/dental, psychological counseling, family integration, cooperative,income generation

(30) Maryville Youth Organization for Better World

Year Established	:	1996
Type of Institution	:	NGO
Director/Head	:	Mrs. Cristina delos Reyes-Urdabe
Services Provided	:	Provision of alternative education, formal education, medical, psychological counseling counseling/therapy, income generation

(31) Specs Foundation

Year Established	:	1987
Type of Institution	:	NGO
Director/Head	:	Ms. Miriam Macaspac
Services Provided	:	Provision alternative education, formal education, workshops (cooking), income generation, medical/dental, psychological counseling/therapy, family reintegration

Quezon City

(32) ABS-CBN Foundation Bantay Bata 163

Year Established	:	1997
Type of Institution	:	NGO
Director/Head	:	Ms. Tina Monzon-Palma
Services Provided	:	Provision of alternative education, formal education, medical, psychological counseling, counseling/therapy, family reintegration,income generation

(33) Alay Buhay Educational Foundation

Year Established	:	1986
Type of Institution	:	NGO
Director/Head	:	Mr. Jose Domingo Jr.
Services Provided	:	Provision of formal education, income generation

(34) Asian Students Christian Foundation

Year Established	:	1991
Type of Institution	:	NGO
Director/Head	:	Rev. Craig Burrows
Services Provided	:	Provision of alternative education, formal education, workshops (repair and cooking), medical/dental, psychological counseling, family reintegration, income generation

(35) Bahay Tuluyan, Inc.

Year Established	:	1988
Type of Institution	:	NGO
Director/Head	:	Mr. Nicanor Arriola
Services Provided	:	Provision of alternative education, formal education, workshops (theater arts, etc.), medical/dental, psychological counseling/ therapy, family reintegration

(36) Foundation For The Rotary Soup Kitchen, Food Bank & Training Center

Year Established	:	1989
Type of Institution	:	NGO
Director/Head	:	Judge Lorenzo Veneracion
Services Provided	:	Provision of alternative education, formal education, workshops (carpentry, hair dressing etc.), medical

(37) Gising Bayan Foundation, Inc

Year Established	:	1999
Type of Institution	:	NGO
Director/Head	:	Fr. Guido Arguelles, SJ
Services Provided	:	Provision of alternative education, workshops (repair, electronics, etc.), medical/dental, psychological counseling/ therapy,family reintegration, income generation

(38) Haligi ng Bata

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Leticia Magaan
Services Provided	:	Provision of alternative education, formal education, workshops (hairdressing, tailoring,etc.), medical/dental, income generation

(39) Immaculate Heart of Mary Parish

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Fr. Manuel Sunaz, CMF
Services Provided	:	Provision of alternative education, formal education, workshops (hairdressing, cooking, etc.), medical/dental, psychologicalcounseling, family reintegration, income generation

(40) KUYA Drop-In Center for Street children

Year Established	:	1991
Type of Institution	:	NGO
Director/Head	:	Bro. Melchor Oribe, OH
Services Provided	:	Provision of alternative education, medical/dental, psychological counseling, family reintegration, income generation, educationassistance, rice distribution

(41) Medicins sans Frontieres

Year Established	:	1984
Type of Institution	:	NGO
Director/Head	:	Mr. Jacques Femblay
Services Provided	:	Medical, psych counseling, family reintegration

(42) QC Drug Treatment & Rehabilitation Center (Tahanan)

Year Established	:	1992
Type of Institution	:	NGO
Director/Head	:	Ms. Eva Ponce de Leon
Services Provided	:	Technical handicraft, workshops (carpentry, repair, etc.), medical/dental, psychological counseling, family reintegration

(43) RACM Quezon City

Year Established	:	1980
Type of Institution	:	NGO
Director/Head	:	Ms. Ma. Teresa Mariano
Services Provided	:	Provision of medical/dental, psychological counseling/therapy, family reintegration, income generation

(44) Tulay ng Kabataan Foundation, Inc.

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Rev. Fr. Jean-Francois Thomas, SH
Services Provided	:	Provision of alternative education, formal education, workshops (carpentry, hairdressing, etc.), medical/dental, psychological counseling/therapy, family reintegration, income generation

San Juan

(45) Kabalikat ng Pamilyang Pilipino Foundation, Inc

Year Established	:	1979
Type of Institution	:	NGO
Director/Head	:	Ms. Charlene A. Taboy
Services Provided	:	Workshops (STD/AIDS prevention, leadership, etc.), formal education

(46) White Cross Children's Home

Year Established	:	1936
Type of Institution	:	NGO
Director/Head	:	Sr. Teresita Montanano, DC
Services Provided	:	Provision of alternative education, formal education, technology handicraft, carpentry, tailoring, medical/dental, psychological counseling/therapy

Luzon

Baguio City

(47) City Social Welfare and Development Office
- Year Established :
- Type of Institution : GO
- Director/Head : Dir. Betty F. Fangasan
- Services Provided :

(48) EDNCP Sagip Bata Project
- Year Established : 1992
- Type of Institution : NGO
- Director/Head : Ms. Annie Ti-Ang
- Services Provided : Provision of alternative education, workshop (tailoring, livelihood), medical/dental, psychological counseling/therapy, family reintegration, income generation

(49) Saleng Parents' Association, Inc
- Year Established : 1990
- Type of Institution : NGO
- Director/Head : Ms. Bridget Guilod
- Services Provided : Provision alternative education, formal education, family reintegration, income generation

(50) Save Our Children Foundation
- Year Established : 1987
- Type of Institution : NGO
- Director/Head : -
- Services Provided : Provision of alternative education, formal education, workshops (mechanics), medical/dental, psychological counseling, family reintegration

Olongapo City

(51) Buklod Center, Inc.

Year Established	:	1987
Type of Institution	:	NGO
Director/Head	:	Ms. Alma Bulawan
Services Provided	:	Provision of alternative education, formal education, medical, income generation

(52) I Care Kiddies Lighthouse

Year Established	:	1985
Type of Institution	:	NGO
Director/Head	:	Rev. Lucio Miranda
Services Provided	:	Provision of alternative education, formal education, workshops (cooking), medical/ dental, psychological counseling/therapy

(53) King's Fil-Am Home, Inc.

Year Established	:	1971
Type of Institution	:	NGO
Director/Head	:	Ms. Merlina Andrade
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (carpentry, hairdressing, etc.) medical/dental, psychological counseling/ therapy, family reintegration

(54) Lingap Center and Home for Girls

Year Established	:	1987
Type of Institution	:	GO
Director/Head	:	Ms. Florita Villar and Ms. Adelina Apostol
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (carpentry, repair, etc.), psychological counseling/therapy, family reintegration,income generation, social services

(55) Olongapo Center for Action, Rehabilitation & Empowerment (OCARE, CSWDO)

Year Established	:	1997
Type of Institution	:	GO
Director/Head	:	Ms. Bernice Usita
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (meat processing, paper mosaic), medical/ dental, psychological counseling/therapy, family reintegration, income generation,value orientation

(56) Pearl S. Buck International, Inc

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Mr. Abel Cruz
Services Provided	:	Provision of alternative education, formal education, medical, psychological counseling/therapy, family reintegration, income generation

(57) Preda Foundation

Year Established	:	1973
Type of Institution	:	NGO
Director/Head	:	Fr. Shay Cullen, MSSC
Services Provided	:	Provision of alternative education, formal education, workshops (hairdressing and cooking), medical/dental, psychological counseling/therapy, family reintegration

(58) St. Joseph Community Center Foundation, Inc

Year Established	:	1973
Type of Institution	:	NGO
Director/Head	:	Sr. Conseca Clarin and Fr. Bernard Mulkerins, SSC
Services Provided	:	Provision of alternative education, formal education, workshops (tailoring), medical/ dental, family reintegration, income generation

(59) Tayo ang Tinig at Gabay, Inc. (TATAG)

Year Established	:	1994
Type of Institution	:	NGO
Director/Head	:	Mr. Silvio Abaigar
Services Provided	:	Provision of alternative education, formal education, workshops (technical and vocational), medical, training

(60) UBSP Reach-up Project

Year Established	:	1983
Type of Institution	:	GO-NGO
Director/Head	:	Ms. Thelma Tongson
Services Provided	:	Provision of alternative education, formal education, workshops (capability building),medical/dental, psychological counseling,income generation, family reintegration, rice allocation

Visayas

Bacolod City

(61) Bacolod Boys home

Year Established	:	1960
Type of Institution	:	GO-NGO
Director/Head	:	Fr. Gratian Murray
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (carpentry, repair, etc.), medical,psychological counseling/therapy, family reintegration, income generation

(62) Bacolod Girl's Home

Year Established	:	1949
Type of Institution	:	NGO
Director/Head	:	Ms. Teresita Gensoli
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (tailoring, cooking), medical/dental, psychological counseling, family reintegration, income generation

(63) Bacolod Youth Center

Year Established	:	1995
Type of Institution	:	GO
Director/Head	:	Ms. Linda Ablangue and Ms. Nilda Cioco
Services Provided	:	Provision of alternative education, formal education, technology handicraft, medical/dental, psychological counseling/therapy

(64) Balayan Community Development & Volunteer Formation

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Mr. Cesar Villanueva
Services Provided	:	Provision of alternative education, technology handicraft, workshops (cooking),medical/dental, psychological counseling, family reintegration

(65) Concern Foundation

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Ms. Miriam Montelibano
Services Provided	:	Provision of alternative education, technology handicraft, workshops (cooking, stuffed-toy making, etc.), medical, family reintegration

(66) Halad Kay Maria Foundation (Puluy-an)

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Ms. Beatrice dela Rama
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (tailoring, cooking), medical/dental, psychological counseling/therapy, family reintegration

(67) Urban Basic Service Programme

Year Established	:	1993
Type of Institution	:	GO
Director/Head	:	Ms. Elsie Castel
Services Provided	:	Provision of alternative education

Cebu City

(68) Asilo de la Milagrosa

Year Established	:	-
Type of Institution	:	GO
Director/Head	:	Sr. Rosa Rendon, DC
Services Provided	:	Provision of alternative education, formal education, technology handicraft, workshops (dressmaking, householdchores, etc.) medical/dental, psychological counseling/therapy, family reintegration

(69) Cebu Hope Center

Year Established	:	1981
Type of Institution	:	NGO
Director/Head	:	Sr. Crisanta Rodriguez, SFSC
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (basic house cleaning), medical/ dental, psychological counseling/therapy, family reintegration, educational assistance, income generation

(70) Children of Cebu Foundation, Inc.

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Margot Osmena
Services Provided	:	Provision of alternative education, formal education, workshops (carpentry), medical/dental, psychological counseling/therapy, family reintegration

(71) Christ for Asia Association, Inc.

Year Established	:	1992
Type of Institution	:	NGO
Director/Head	:	Mr. Harald Rauch
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (carpentry, tailoring), medical/ dental,psychological counseling/therapy, family reintegration, income generation, basic services

(72) Dangpanan

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Sr. Mary Marcia Antigua, RGS
Services Provided	:	Provision of alternative education, formal education, workshops (cooking), technology handicraft, medical/dental, psychological counseling, family reintegration, educational assistance

(73) Department of Social Welfare and Services

Year Established	:	
Type of Institution	:	GO
Director/Head	:	Ms. Maura Sanchez
Services Provided	:	Medical/dental, psychological counseling/therapy, family reintegration

(74) Educational Research Development Assistance

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Sergia Jorillo
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling, family reintegration, educational assistance

(75) Fellowship for Organizing Endeavor, Inc (FORGE)

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Ana Maria Rellin-Ngolaban
Services Provided	:	Provision of alternative education, formal education, psychological therapy, family reintegration

(76) Free Legal Assistance Volunteers Association, Inc

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Atty. Esperanza Valenzona
Services Provided	:	Provision of alternative education, formal education, technology, handicraft, medical/dental, psychological counseling/therapy,family reintegration

(77) Nazareth Children Center

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Fe Segismar
Services Provided	:	Provision of alternative education, formal education, medical/dental, educational assistance

(78) Philippine Teen Challenge, Inc

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Mr. Jacob Koshy
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (carpentry, hairdressing), medical/dental, psychological counseling/therapy, family reintegration

(79) Share a Child Movement, Inc

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Atty. Esperanza Valenzona
Services Provided	:	Provision of alternative education, formal education, technology handicraft, medical/dental, family reintegration

(80) SOS Children's Village Cebu

Year Established	:	1981
Type of Institution	:	NGO
Director/Head	:	Mr. Danilo Latonio
Services Provided	:	Provision of alternative education, formal education, medical/dental, technology handicraft, workshops (carpentry, dressmaking, etc.), psychological counseling/therapy, family reintegration

(81) Sunshine Corner Ministry of Encouragement, Inc

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Leniola Aguhayon
Services Provided	:	Provision of alternative education, formal education, workshops (dressmaking, cooking), medical/dental, psychological counseling/therapy, family reintegration

Iloilo City

(82) Chameleon Association, Inc

Year Established	:	1998
Type of Institution	:	NGO
Director/Head	:	Mr. Laurence :Ligier
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (sewing, printing, etc.), medical/ dental, psychological counseling, family reintegration

(83) City Social Welfare & Development Office

Year Established	:	-
Type of Institution	:	GO
Director/Head	:	Ms. Norma Jimenea
Services Provided	:	Provision of alternative education, formal education, workshops (tailoring, dress-making), psychological counseling, family reintegration, social services

(84) De Paul College of Iloilo

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Ms. Cecilia Obon
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling, family reintegration

(85) Kahublagan Sang Panimalay Foundation

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Dr. Jessica Salas
Services Provided	:	Provision of alternative education, formal education, technology, handicraft, work shops (tailoring), psychological counseling,family reintegration

(86) Katilingban Sang Imol sa Siudad

Year Established	:	1984
Type of Institution	:	PO
Director/Head	:	Mr. Samuel Torato
Services Provided	:	Provision of alternative education, formal education, workshops (mobilization), medical/dental, family reintegration

(87) Lingap Center

Year Established	:	-
Type of Institution	:	GO
Director/Head	:	Ms. Raquel Espesor
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (tailoring, cosmetology, etc.), medical/dental, psychological counseling, family reintegration

(88) St. Dominic Girls' Home

Year Established	:	1964
Type of Institution	:	NGO
Director/Head	:	Sr. Maria Michaela Suresca
Services Provided	:	Provision of alternative education, formal education, workshops (cooking, cardmaking etc.), medical/dental, psychological counseling/therapy, family reintegration

(89) St. Paul College of Iloilo

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Sr. Feliciana Gubuan, SPC
Services Provided	:	Provision of alternative education, work shops (cooking), medical/dental, psychological counseling/therapy, family reintegration

(90) Stop Trafficking of Filipinos Foundation

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Atty. Evelyn Camposano-Jiz
Services Provided	:	Provision of alternative education, formal education, workshops (cosmetology), technology handicraft, medical/dental, psychological counseling/therapy, family reintegration

(91) Urban Poor

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Ms. Ma. Cristina Octavio
Services Provided	:	Provision of alternative education, technology,handicraft, workshops (hair-dressing, cosmetology), medical/dental, psychologicalcounseling/therapy, family reintegration

Lapu-Lapu City

(92) House of Hope

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Mr.Joe Tjow
Services Provided	:	Workshops (carpentry, repair, cooking, etc.),medical/dental, family reintegration, spiritual formation

(93) Shudoh Jyuku Cebu Foundation, Inc

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Mr.Jose Guy Ceniza
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling, family reintegration

(94) TSF Children's Center, Inc

Year Established	:	-
Type of Institution	:	NGO
Director/Head	:	Mr. Mark Louvel
Services Provided	:	Provision of alternative education, formal education, medical/dental, psychological counseling, family reintegration, value formation

Mandaue City

(95) Options, Inc. Street children Drop-in Center

Year Established	:	1997
Type of Institution	:	NGO
Director/Head	:	Ms. Ma. Theresa Vargas
Services Provided	:	Provision of alternative education, formal education, workshops (value formation, skills training), medical/dental, family reintegration, income generation, legal

Mindanao

Cagayan de Oro City

(96) Balay Canossa

Year Established	:	1990
Type of Institution	:	GO
Director/Head	:	Sr. Regina Barcelon, FDCC
Services Provided	:	Provision of alternative education, formal education, workshops (farming, street education), medical/dental, psychological counseling/therapy, family reintegration

(97) Balay sa Gugma Foundation, Inc.

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Ms. Susana Andoy
Services Provided	:	Provision of alternative education, formal education, technological handicraft; workshops (carpentry, baking, etc.), medical/dental, psychological counseling/therapy, family reintegration

(98) Boystown Foundation, DSWD Lingap Center

Year Established	:	
Type of Institution	:	GO
Director/Head	:	Ms. Portia Roldan
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (carpentry, cooking, etc.), medical/dental, psychological counseling/therapy, family reintegration

(99) Holy Child Orphanage

Year Established	:	
Type of Institution	:	NGO
Director/Head	:	Mr. Mario Caberte and Sr. Cecilia Villegas
Services Provided	:	Provision of alternative education, formal education, technology handicraft, work shops (stuff toymaking), medical/dental, psychological counseling/therapy

(100) Mother Theresa Foundation, Inc.

Year Established	:	
Type of Institution	:	GO-NGO
Director/Head	:	Ms. Teresita Montanez
Services Provided	:	Provison of alternative education, formal education, technology handicraft, work shops (candlemaking), medical/dental, psychological counseling, family reintegration

(101) Tahanan ng Kabataan

Year Established	:	
Type of Institution	:	GO
Director/Head	:	Ms. Nida Pana
Services Provided	:	Provision of alternative education, technology handicraft, workshops (carpentry, repair, etc.), medical/dental, family reintegration

Davao City

(102) Foundation of Balay Pasilungan, Inc.
- Year Established :
- Type of Institution : NGO
- Director/Head : Fr. Rob Devlin
- Services Provided : Provision of alternative education, formal education, workshops (carpentry, repair, etc.), medical/dental, psychological counseling, therapy, family reintegration, basic services

(103) Paginhawaan Drop-in Center
- Year Established :
- Type of Institution : GO
- Director/Head : Ms. Maria Luisa Bermudo
- Services Provided : Provision of alternative education, formal education, workshops (slipper-making), medical/dental, psychological counseling/therapy, family reintegration

General Santos City

(104) Marcellin Foundation, Inc.
- Year Established :
- Type of Institution : NGO
- Director/Head : Bro. Crispin Betita, FMS
- Services Provided : Provision of alternative education, formal education, workshops (farm school), medical/dental, psychological counseling, family reintegration, family life environment

(105) Maria Goretti Home for Girls
- Year Established :
- Type of Institution : GO-NGO
- Director/Head : Sr. Mathilde Marin, CP
- Services Provided : Provision of alternative education, formal education, technology handicraft, work shops (tailoring and soap making), medical/dental, psychological counseling/therapy, family reintegration, basic services

(106) Third World Movement Against the Exploitation of Women

Year Established	:	
Type of Institution	:	GO-NGO
Director/Head	:	Sr. Soledad Perpinan, RGS
Services Provided	:	Provision of alternative education, technology handicraft, workshops (hair dressing, cooking), medical/dental, psychological counseling, family reintegration

EXALTACION ELLEVERA- LAMBERTE, Ph.D. is University Professor of Sociology, Behavioral Sciences Department, De La Salle University-Manila, Malate, Manila. She is a University Fellow and also holder of the Distinguished Professorial Chair in Applied Social Science. At present, she is the Director of the DLSU Social Development Research Center and Editor-in-Chief of the Asia-Pacific Social Science Review. Her involvement with research along street children phenomenon started in the early 1990's and her initial work was on Street Education, a collaborative project with a group of non-government organizations in Manila. From thereon, she continued doing research and wrote extensively on this topic and other closely related areas such as urban poverty and family relationships. She completed her Master of Science in Sociology at the Asian Social Institute, Malate, Manila and Doctor of Philosophy in Sociology at the University of the Philippines, Diliman, Quezon City. She took her Postdoctoral Study at the Harvard University Kennedy School of Government, Cambridge, Massachusetts, USA. Among her areas of specialization are Family Health and Population, Quality Assurance and Quality Improvement in Health Care, Social Policy, Human Development and Positive Rights and Social Research Methods.

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Not For Sale

This book contains a collection of three separate but closely interrelated works about street children. The first part presents the results of a nationwide research on the highly visible children 'in' the streets ('in' emphasizing an enclosed physical domain of the children) in 22 major cities around the country. The second part is an inventory and mapping of the non-government organizations (NGO) involved with street children, with an assessment of their respective programs and services. The third part is a policy paper recommending ways to respond to the unique needs and circumstances of the street children. Recommendations include policy and program interventions that national government agencies and local government units could undertake. The publication intends to help nurture and protect children - the future human resource and adult citizens of the country.

DLSU-Social Development Research Center
De La Salle University
Taft Avenue, Manila

NATIONAL PROJECT ON street children

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United Nations Children's Fund
NEDA sa Makati Bldg.
Legaspi Village,
Makati City