

INCEPTION REPORT

Evaluation of UNICEF Philippines' Child Protection Programme from 2017-2020



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This evaluation was conducted by Coram International on behalf of UNICEF Philippines Country Office. The Coram International team is led by Professor Dame Carolyn Hamilton and other team members who were part of the evaluation team include Kirsten Anderson, Catherine Burke, Bruce Grant, Vilma Cabrera, and Aiza Baldonado.

LIST OF ACRONYMS

ADB	Asian Development Bank
ARMM	Autonomous Region in Muslim Mindanao
BARRM	Bangsamoro Autonomous Region in Muslim Mindanao
BCPC	Barangay Council for the Protection of Children (BCPC).
C4D	Communication for Development
CCA	Common Country Assessment (United Nations)
CCC	Climate Change Commission
CCLC	Coram International at Coram Children’s Legal Centre
CCT	Conditional Cash Transfer
CHR	Commission on Human Rights
COVID-19	Coronavirus 2019
CPC7	7th Country Programme for Children
CPC8	8th Country Programme for Children
CPIMS	Child Protection Information Management System
CPD	Country Programme Document (UNICEF)
CPN	Child Protection Network
CRN	Child Rights Network
CSO	Civil Society Organization
CWC	Council for the Welfare of Children
CWD	children with disability
DBM	Department of Budget and Management
DepEd	Department of Education
DFAT	Australian Government Department of Foreign Affairs and Trade
DILG	Department of Interior and Local Government
DOH	Department of Health
DOJ	Department of Justice
DOLE	Department of Labour and Employment
DRR	disaster risk reduction
DSWD	Department of Social Welfare and Development
EAPRO	East Asia and Pacific Regional Office
ECCD	early childhood care and development
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GBVIMS	Gender Based Violence Information Management System
GCRV	grave child rights violations
GPH	Government of the Philippines
HACT	Harmonized Approach to Cash Transfer
HDI	Human Development Index
HIV/AIDS	human immunodeficiency virus/acquired immunodeficiency syndrome
ILO	International Labour Organization
JJWC	Juvenile Justice and Welfare Council
LGBT	Lesbian, gay, bisexual, transgender

LGU	local government unit
MaPa	Masayang Pamilya (a parenting support programme)
MHSSP	Mental Health and Psychosocial Support
MILF	Moro Islamic Liberation Front
MRM	monitoring and reporting mechanism
MSSD	Ministry of Social Services and Development (in BARRM)
NBS-VAC	National Baseline Study on Violence against Children
NDRRMC	National Disaster Risk Reduction Management Council
NEDA	National Economic and Development Authority
NGA	national government agency
NYC	National Youth Commission
OCD	Office of Civil Defence
OOC	Office of Cybercrimes
OSEC	Online sexual exploitation of children
PCO	Philippine Country Office
PDP	Philippine Development Plan
PLH	Parenting for Lifelong Health
PPAeVAC.	Philippine Plan of Action to end Violence against Children
PSA	Philippine Statistics Authority
PSN	Programme Strategy Note
RBM	results-based management
SDG	Sustainable Development Goals
SITAN	Situation Analysis
TOC	Theory of Change
UNSDCF	United Nations Sustainable Development Cooperation Framework
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund
UNPF	United Nations Partnership Framework
VAC	violence against children
WASH	water, sanitation and hygiene
WB	World Bank
WHO	World Health Organization

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1. INTRODUCTION

In January 2021, UNICEF Philippines engaged Coram International to conduct a formative evaluation of their Child Protection Programme from 2017 to 2020. The primary purpose of the evaluation, as set out in UNICEF's TOR is to inform the Philippines Country Office mid-term review of its Child Protection Programme and strategic approaches in 2021, its partnership with the government particularly the development/review of rolling workplans, and its advocacy approaches to influence government's policies, strategies, fund allocations and programme priorities to protect Filipino children from violence. More specifically, the aim of the Evaluation is to:

1. Assess the relevance, coherence, effectiveness, efficiency, and sustainability of the Child Protection Programme component of the GPH-UNICEF 7th Country Programme for the last four years (Jan 2017- Dec 2020);
2. Identify lessons learned and make recommendations that can be used by UNICEF and government for future child protection interventions in the country.

The evaluation will be implemented through four phases: an inception phase, a data collection phase; a data analysis phase; and a final reporting phase. This inception report was developed over the course of the evaluation's inception phase, based on the following activities:

- **An introductory virtual meeting** between Coram International and UNICEF Philippines to ensure a shared understanding of the scope, aims and timeline for the evaluation and ensure that the evaluation team has access to all relevant programme documentation and other literature relevant to child protection.
- **A desk review** of relevant programme documents related to the design and implementation of the Child Protection programme, as well as contextual information related to child protection in the Philippines;
- **A first series of inception meetings** held over a period from the 5th February to 7th March with UNICEF staff in child protection and other sections of UNICEF to provide the evaluation team with an overview of their Child Protection Programme

On the basis of the activities set out above, this inception report sets out: relevant information on context, including an overview of the Philippines child protection system and the environment relevant to child protection in the Philippines; a review of the 'object of the evaluation' or what has been delivered under UNICEF's child protection programme since 2017; the overall purpose, objectives and scope for the evaluation; and the evaluation framework, methodology including ethical guidelines, and work plan.

The emergence of a global public health crisis due to the spread of the COVID-19 virus, which began in late 2019 and was declared a public health crisis by the World Health Organisation on 11 March 2019, has impacted on the inception phase and is likely to have an impact the implementation of this evaluation.

2. CONTEXT¹

2.1.1 Geography and demography

Geographically, the Philippines consists of an archipelago of 7,107 islands situated in South East Asia in the Western Pacific Ocean. It has a total land area of 300,000km² and a population of 108.8 million in 2020,² the thirteenth largest population in the world.

The Philippines has a large population of children and young people. In 2015, the last census to contain data on the number of children, there were 38,363,884 children aged 0-17 in the population which equated to 38 per cent of the total population, though the figure is estimated to have dropped since then, due to a lower birth rate and an increased level of life expectancy.³ The fertility rate in the Philippines, has been declining, from 6.0 children per woman in 1973 to 3.5 in 2003 and 2.576 in 2018.⁴ This has contributed to an overall slowing of the rate of annual population growth: from 1.7 per cent in 2012 to 1.36 per cent in 2020.

The major languages spoken in the Philippines are Filipino and English, both of which are used as official languages, but there are a number of other languages and dialects which are widely spoken. According to the 2010 census 24.44 per cent of households have Tagalog as their mother tongue, 11.44 per cent have Bisaya or Binisaya as their mother tongue and 9.91 per cent have Cebuano as their mother tongue.⁵ The major religion is Christianity, with approximately 80 per cent of the population Roman Catholic. The second major religion is Islam (6 per cent) with the majority of adherents living in BARMM.⁶

The population of the Philippines is ethnically diverse, and there are estimated to be 14 – 17 million Indigenous Peoples (IPs) across the Philippines, belonging to 110 ethno-linguistic groups.⁷ They are mainly concentrated in rural areas of Northern Luzon (Cordillera Administrative Region, 33 per cent) and Mindanao (61 per cent), with some groups also located in the Visayas.

2.1.2 Governance

The Philippines has been an independent country since 1946, following colonialization by Spain and, later, by the USA (as well as occupation by Japan between 1942 and 1945). The 1987 Constitution of the Republic of the Philippines establishes a democratic Republic, headed by a President, with power divided between three branches: the legislature, the executive and the judiciary. The last mid-term national

¹ For further information on context, see UNICEF, Situation Analysis of Children in the Philippines 2017, <https://www.unicef.org/philippines/media/556/file> and https://www.researchgate.net/publication/335679449_Situation_Analysis_of_Children_in_the_Philippines/stats.

² Philippines Statistics Authority. Updated Population Projections based on the 2015 Census of Population

³ Statista. Children as a percentage of the population in the Philippines 2009-2018. 8 December 2020.

<https://www.statista.com/statistics/678279/philippines-children-as-a-percentage-of-the-population/#statisticContainer>.

⁴ World Bank. Fertility Rate, total (births per woman) - Philippines. 2018.

<http://data.worldbank.org/indicator/SP.DYN.TFRT.IN?locations=PH>.

⁵ Philippine Statistics Authority. Philippine Yearbook - Table 5.21, Demography. 2013. Philippine Statistics Authority

⁶ Encyclopedia Britannica. Philippines – Religion. 2015. <https://www.britannica.com/place/Philippines/Plant-and-animal-life#ref23732>.

⁷ United National Development Program. Fast Facts: Indigenous Peoples of the Philippines. 2013.

http://www.ph.undp.org/content/philippines/en/home/library/democratic_governance/FastFacts-IPs.html. Note that population statistics on Indigenous Peoples do not appear to be published with the Census data (which was last carried out in 2015).

election in May 2019 for Senate, the House of Representatives and local government offices and the 2016 election (which included the Presidential election) were generally regarded as successful and credible.⁸ A further election, which includes the Presidential election, will take place in 2022.

The capital of the Philippines is Manila. The current population of metro Manila together with its suburbs is estimated to be around 21 million,⁹ making it the world's most densely populated city.¹⁰ The country is divided up into 17 administrative regions. Sixteen of these are administrative groupings while one, the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), has an elected government to which the central government has delegated certain powers and responsibilities. Since 1991, with the enactment of the Local Government Code (LGC) the Philippines has been undergoing a slow process of devolution, empowering local government units (LGUs) to take a key role in the delivery of public services.¹¹ Most recently, the Supreme Court's Mandanas-Garcia decision – which mandates Government to compute LGUs' internal revenue allotment shares based on 40 per cent of all national taxes - has given greater impetus to the process of devolution.¹² In effect the ruling will mean that from 2022 onwards the LGUs' share on the Internal Revenue Allotment (IRA) will include all national taxes such as tariffs and customs duties and will not be limited to national internal revenue taxes.

2.1.3 Economics and poverty

The Philippines is a lower middle-income country¹³ with a fast-growing economy. According to the International Monetary Fund, the economy of the Philippines is the 32nd largest in the world and the 13th largest economy in Asia. It has the 3rd highest in South East Asia, after Thailand and Indonesia.¹⁴ A period of sustained economic growth of 6.3 per cent between 2010 and 2018 has slowed however, dropping to 5.5 per cent in 2019 and forecast to contract by 7.3 per cent in 2020 due to COVID-19. It is anticipated that the economy will return to growth in 2021, but the level of that growth is likely to be highly dependent upon the levels of COVID-19 infection and the ability of both the Philippines and global economy to reopen.¹⁵

Despite strong economic growth, rates of poverty remain fairly high in the Philippines, particularly in relation to other countries in S. E. Asia, and available data indicate pockets of significant and persistent poverty in some areas, suggesting that high economic growth has not reached the bottom quarter of the population.¹⁶ Poverty levels vary significantly across different areas of the country, with low levels of poverty in the North of the country and the highest in BARMM. Overall, however, poverty has decreased, with the poverty rate falling from 26.6 per cent in 2006, to 21.6 per cent in 2015, to 16.6 per cent in 2018.

⁸ Freedom House. Freedom in the World Report. 2020. <https://freedomhouse.org/country/philippines/freedom-world/2020>

⁹ World Population Review. Manila Population. 2021. <https://worldpopulationreview.com/world-cities/manila-population>.

¹⁰ World Population Review. Manila Population. 2021. <https://worldpopulationreview.com/world-cities/manila-population>.

¹¹ Local Government Code (1991), Section 2a.

¹² Republic of the Philippines Department of Interior and Local Government. DILG-NCR starts discussions on Mandanas-Garcia ruling implementation. 4 February 2021. <http://ncr.dilg.gov.ph/home/dilg-ncr-starts-discussions-on-mandanas-garcia-ruling-implementation/>

¹³ World Bank . World Development Indicators. <http://data.un.org/CountryProfile.aspx?crName=PHILIPPINES>

¹⁴ International Monetary Fund. [World Economic Outlook Database, October 2020](https://www.imf.org/en/Publications/WEO/Issues/2020/10/13/world-economic-outlook-database-october-2020). IMF.org. 13 October 2020.

¹⁵ Asian Development Bank. Philippine Economy to Decline Further in 2020 Amid COVID-19, With Recovery in 2021 15 September 2020. <https://www.adb.org/news/philippine-economy-decline-further-2020-amid-covid-19-recovery-2021>

¹⁶ Philippine Institute of Development Studies. 'Unintended consequences: The folly of uncritical thinking', 2017. p148.

Inequality has also reduced, from a Gini Index of 47.2 in 2006 to 44.4 in 2015.¹⁷ While poverty rates have decreased for children, they remain high. In 2015, 33.5 per cent of children (under the age of 18) were classified as living in poverty. This dropped significantly to 23.9 per cent in 2018,¹⁸ with all areas showing a decline in child poverty, though in the case of Region 2 (the Cagayan Valley) this was only a 2 per cent decline and in the case of the ARMM region a minimal 0.3 per cent decline. Undoubtedly, these figures will have been negatively impacted by COVID-19. Children in a number of groups have been identified as particularly susceptible to child poverty, including street children, child workers, children from indigenous communities and children with disabilities.¹⁹

2.1.4 Social protection

The Government of the Philippines has developed a range of social protection programmes, including health insurance (covering 84.9 per cent of the population in 2015) and conditional cash transfer programmes for poor families. The Pantawid Pamilya (the 4Ps Conditional Cash Transfer Programme), introduced in 2007, has become the 'cornerstone' of social protection reforms for the country, reaching a total of 9 million children belonging to 4.4 million households. It has been shown to improve access to health services, to keep children in school and has reduced child labour.²⁰ The programme is managed by the Department of Social Welfare and Development (DSWD) and involves the giving of direct cash transfers to beneficiaries with children, who live in a poor municipality and are living below the poverty line.²¹ The 4Ps programme operates in all 17 regions of the Philippines.

Other programmes include Modified Conditional Cash Transfer schemes, which target families most in need of special protection (street children, indigenous people, migrant families, families with children with disabilities, families with child labourers and those displaced by man-made or natural disasters); homeless street families and those with children under 14 whose income is below the provincial poverty threshold.²² There are also a number of programmes to support street children, street families and bajau, children in armed conflict and children in conflict with the law.²³ In addition there is a Modified Conditional Cash Transfer Program for Indigenous People in Geographically Isolated and Disadvantaged Areas.

While the programmes have been largely successful in meeting their aims, the sums involved in the cash transfers are low and for many families, especially those in geographically isolated areas with limited service availability, meeting the conditions is difficult.²⁴ Further, while the Government has expanded its

¹⁷ The Gini index measures the extent to which the distribution of income among individuals or households deviates from a perfectly equal distribution; zero represents perfect equality and 100, perfect inequality. OECD. Glossary of statistical terms: Gini Index. 2006. <https://stats.oecd.org/glossary/detail.asp?ID=4842> [Accessed 23 March 2020].

¹⁸ Philippines Statistics Authority. Release: Farmers, fisherman and children consistently posted the highest poverty incidence among basic sectors. 30 June 2017. <https://www.psa.gov.ph/poverty-press-releases>.

¹⁹ UNICEF, Situation Analysis of Children in the Philippines. 2017. p332.

²⁰ Asian Development Bank. The Social Protection Indicators for Asia: Assessing Progress. 2019. p19. <https://www.adb.org/sites/default/files/publication/516586/spi-asia-2019.pdf>

²¹ DSWD. Official Gazette, Pantawid Pamilyang Pilipino Program. <http://www.officialgazette.gov.ph/programs/conditional-cash-transfer/>

²² Philippines Statistical Authority and UNICEF. Child Poverty in the Philippines. p87.

²³ Philippines Statistical Authority and UNICEF. Child Poverty in the Philippines. p88.

²⁴ Population Institute, University of the Philippines College of Social Sciences and Philosophy Population Institute. 'Assessment of the Modified Conditional Cash Transfer Programme for Indigenous Peoples in Geographically Isolated and Disadvantaged Areas', June 2017.

budget for social protection, spending on the programme is below the regional average, with low levels of benefit that may not be sufficient to ensure that beneficiaries are lifted out of poverty.

2.1.5 Education

Despite some encouraging progress in recent years, there are still limitations to children's access to education in the Philippines. Less than 50 per cent of children aged 3-4 are enrolled in day care. Net enrolment in primary education is higher, with a 97.4 per cent enrolment rate in 2010, but a falling rate since that date, to 96.22 in 2015 and 95.18 per cent in 2017.²⁵ The numbers completing primary education, on the other hand, has been rising, with a rate of 83.43 completion in 2015²⁶ and 115 per cent in 2018.²⁷ Secondary enrolment stood at 84 per cent as of 2018.²⁸

2.2 Context on the Bangsamoro Autonomous Region in Muslim Mindanao²⁹

Following several years of internationally brokered peace talks, and after almost five decades of armed conflict in the region between the Government of the Philippines and several overlapping, yet distinct, armed groups fighting for independence for the Moro peoples, a framework agreement, the Comprehensive Agreement on the Bangsamoro was reached in 2014, bringing peace to the region. Two legally binding referendums on the future of the region were followed on 21st January and 6th February 2019. Following the referendums, the Bangsamoro Organic Law, which had been approved in 2018, was ratified, and the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) came into being, replacing the Autonomous Region in Muslim Mindanao (ARMM).³⁰

The Bangsamoro Organic Law sets out the transitional administrative structure for BARMM. It creates a parliamentary democracy headed ceremonially by the Wa'li. The executive is headed by the Chief Minister, Maurad Ebrahim, appointed by the President on an interim basis. The Council of Leaders, which is not an elected body, has a role in advising the Chief Minister on matters of governance. The 80-member strong Parliament serves as the legislature of the autonomous region, and is led by the Speaker. The BARMM region has its own justice system which, as with ARMM, applies Shari'ah Law. A newly created High Court, which also applies Shari'ah law to Muslim residents in the region.

According to the Philippines Statistics Authority, Muslims comprise more than 90 per cent of the total population of BARMM, followed by Roman Catholics (5 per cent), and the Philippine Episcopal Church

²⁵ World Bank. Philippines Education Statistics – Repeaters, Primary Female % of female enrolment 1981-2015. <https://www.ceicdata.com/en/philippines/education-statistics?page=2>.

²⁶ Philippines Development Plan 2017-2022. Table 10.2 Basic Education Indicators. p121.

²⁷ World Bank. Primary completion rate (% of total age group). 2018. <https://data.worldbank.org/indicator/SE.PRM.CMPT.ZS?locations=PH>

²⁸ World Bank. Secondary enrolment. Data as of September 2020. <https://data.worldbank.org/indicator/SE.SEC.ENRR>

²⁹ For more information on context, see Situation Analysis of Children in Bangsamoro Autonomous Region of Muslim Mindanao, 2017 [unicef.org/philippines/media/951/file/Situation%20Analysis:%20Children%20in%20Bangsamoro%20Autonomous%20Region%20in%20Muslim%20Mindanao.pdf](https://www.unicef.org/philippines/media/951/file/Situation%20Analysis:%20Children%20in%20Bangsamoro%20Autonomous%20Region%20in%20Muslim%20Mindanao.pdf)

³⁰ As a result of the plebiscites, 63 barangays in Cotabato City were added to BARMM, increasing the size of the autonomous region.

with little more than one per cent.³¹ There are also small numbers of Evangelicals, Iglesia ni Cristo and other religions. BARMM, like the rest of Mindanao, is ethnically diverse. A significant proportion of IPs (61 per cent) are located in Mindanao.³² A wide range of languages are spoken, with the major language dialects being Maguindanao, Maranao, Tausug, Iranun and Samal.³³

BARMM has the highest incidence of poverty out of all regions in the Philippines. Concerningly, while the incidence of poverty has lowered in the Philippines over the last 18 years, in BARMM it has doubled. The labour force participation rate is relatively low, with only 50.6 per cent of the population in employment.³⁴ Socio-economic inequality in BARMM is largely due to the protracted nature of the region's armed conflict, which ended officially with the Comprehensive Agreement on Bangsamoro on 27 March 2014. The impact of the armed conflict on children in the region has been great, with reports documenting widespread human rights violations and violations of international humanitarian law by actors on all sides of the conflict.

2.3 Children in emergencies

The Philippines is one of the countries most at risk of adverse impacts from climate change due its sensitive ecological systems, large coastal population and exposure to frequent weather extremes and rising sea levels. Between 1951 and 2010, the Philippines' observed mean temperature increases of 0.64 degrees Celsius, which equates to 0.01 degrees Celsius per year.³⁵ Using a mid-range emissions scenario, the climate predictions by the Philippine Atmospheric, Geophysical and Astronomical Services Administration for 2020 and 2050 indicate that all areas of the Philippines will get warmer by 0.9–1.1 degrees by 2020 and 1.8–2.1 degrees in 2050.³⁶ The sea levels in the Philippines are projected to continue to rise by between 7.6 and 10 centimetres every 10 years, which is significantly more than the average worldwide sea level rise of 3.1 centimetres per decade.³⁷ This will place a significant portion of the population at risk from flooding and sea water inundation, impacting on the economic sustainability of farming and livelihoods.

The Philippines is vulnerable to both natural and man-made disasters. Its location on the Pacific Ring of Fire, makes the country particularly vulnerable to earthquakes, cyclones and volcanic hazards.³⁸ There are around 20 tropical storms per year, approximately five of which are destructive,³⁹ and around seven to nine typhoons make landfall every year.⁴⁰ In terms of disaster risk, the Philippines ranked ninth among all of the countries with the highest risks worldwide according to the World Risk Report 2019.⁴¹ Since 1990,

³¹ UNICEF. Situation Analysis of Children in Bangsamoro Autonomous Region in Muslim Mindanao. 2017. p11.

³² United National Development Programme. Fast Facts: Indigenous Peoples of the Philippines. 2013. http://www.ph.undp.org/content/philippines/en/home/library/democratic_governance/FastFacts-IPs.html.

³³ UNICEF. Situation Analysis of Children in Bangsamoro Autonomous Region in Muslim Mindanao. 2017. p11.

³⁴ UNICEF. Situation Analysis of Children in Bangsamoro Autonomous Region in Muslim Mindanao. 2017. p32.

³⁵ Climate Change Commission. National Climate Change Action Plan 2011-2028. p2.

³⁶ Climate Change Commission. National Climate Change Action Plan 2011-2028. p2.

³⁷ UNICEF. Working Paper: Climate Landscape Analysis for Children in the Philippines. 1 July 2017. p10.

³⁸ United Nations Development Programme. About the Philippines, <http://www.ph.undp.org/content/philippines/en/home/countryinfo.html>.

³⁹ Internal Displacement Monitoring Centre. Philippines country profile. <http://www.internal-displacement.org/countries/philippines/> [Accessed 3 March 2021].

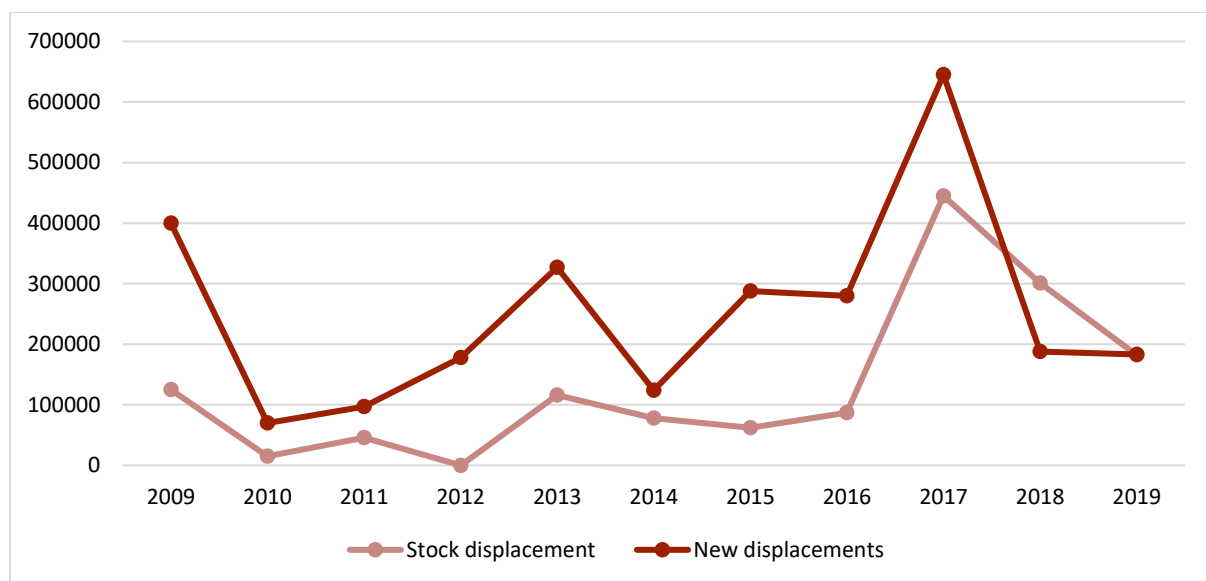
⁴⁰ Second National Communication to the United Nations Framework Convention on Climate Change: Philippines. p15.

⁴¹ The World Risk Report. World Risk Index. 2020. <https://weltrisikobericht.de/#downloads>

the Philippines has been affected by 565 disaster events which have caused an estimated \$US 23 billion in damages.⁴² Much of the damage has been caused by recurrent typhoons, including Ondoy and Pepeng in 2009, Washi in 2011, Bopha in 2012, Haiyan in 2013, Koppu in 2015, Haima in 2016, Mangkhut in 2018, Vamco and Goni in 2020.

In addition to natural disasters, large areas of the country, especially Mindanao and BARMM have also experienced an extended period of armed conflict which has disrupted development (and development programmes) and caused wide-spread cycles of displacement. The Mindanao Development Plan explains that the root cause of the conflict is *“historical injustice caused by colonisation, annexation of the Moro homeland to the Philippine State and a series of government policies that lead to the minoritization of the Moro and indigenous inhabitants on to newer and various forms of injustice perpetuated by the present.”*⁴³

Figure 1: Annual Conflict Displacement Figures 2009-2019⁴⁴



The conflict involves a number of different groups, with different aims and objectives, though many are overlapping.⁴⁵ Grave child rights violations have been perpetrated by all parties to the conflict, including the killing and maiming of children, attacks on schools and hospitals, the rape of children, the enlistment and conscription of child soldiers and the forced displacement of children and their families. Despite the legal provisions prohibiting the recruitment and use of children as soldiers, it continues to be an on-going and continuing problem. The August 2020 report of the United Nations Secretary-General noted that the country task-force verified the recruitment and use of 67 children, with teenage boys continuing to be the

⁴² Asian Development Bank. 'Natural Disasters, Public Spending, and Creative Destruction: A Case Study of the Philippines'. March 2018. <https://www.adb.org/publications/natural-disasters-public-spending-and-creative-destruction-philippines>

⁴³ Mindanao Development Authority. Mindanao 2020: Peace and Development Framework Plan (2011-2030). 2012. p.19. <https://www.loc.gov/item/2017357118/>

⁴⁴ Internal Displacement Monitoring Centre. Philippines country profile. <http://www.internal-displacement.org/countries/philippines/> [Accessed 3 March 2021].

⁴⁵ For more detail on the armed conflict in Mindanao see UNICEF. (2017). Situation Analysis: Children in Bangsamoro Autonomous Region in Muslim Mindanao.

most at risk group.⁴⁶ Despite the peace agreement of 2019 officially creating the BARMM region – and bringing with it a dramatic decline in political violence in Mindanao, Basilan, and Sulu - challenges still remain in decommissioning soldiers (including children), and rebuilding communities who have been heavily affected by the protracted armed conflict in the region.⁴⁷

2.4 Impact of Covid-19

The Philippines has amongst the highest levels of Covid-19 transmission in the Asia Pacific region. As of 3 March 2021, 582,223 Covid-19 cases have been confirmed by the Department of Health (DOH), of which 35,056 are active, and 12,389 people have died.⁴⁸ However these figures are likely to significantly underestimate the scale of the pandemic, and some estimates suggest that only 21% of current rated Covid-19 testing capacity is in use.⁴⁹

Covid-19 restrictions have had a huge impact on the wellbeing and rights of children in the Philippines. Enhanced community quarantine (ECQ) measures under Republic Act 11469, also known as “Bayanihan (United Efforts) to Heal as One Act”, have prohibited children from leaving their home (except for limited reasons such as exercise) since March 2020. Additionally, all state schools have been closed for in person teaching, disrupting the education of more than 22 million children and young people.⁵⁰ Restrictions have been driven by a concern that children can spread the virus within their extended family households. Hopes of removing the restrictions on children have been halted by increasing infection rates and the discovery of new strains of the virus.⁵¹

Early evidence shows that the dual public health and economic crises caused by the Covid-19 pandemic have been felt particularly acutely in the Philippines. In October 2020, the World Bank forecasted that the Philippine economy would contract by 6.9 per cent in 2020, by far the largest drop for any Southeast Asian country.⁵² A nationwide survey of micro, small, and medium enterprises (MSMEs) conducted by UNDP in May 2020 found that 71 per cent of MSMEs in the sample had closed due to the lockdown.⁵³ Concerningly, the Covid-19 pandemic also threatens to reverse the trend of a steady decline in poverty in recent years,

⁴⁶ United Nations Security Council. Report of the Secretary-General, Children and armed conflict in the Philippines. S/2020/777. p7. <https://childrenandarmedconflict.un.org/document/report-of-the-secretary-general-on-children-and-armed-conflict-in-the-philippines-5/>

⁴⁷ Abuza, Zachary and Lischin, Luke. (June 2020). The Challenges Facing the Philippines’ Bangsamoro Autonomous Region at One Year. p8. <https://www.usip.org/publications/2020/06/challenges-facing-philippines-bangsamoro-autonomous-region-one-year>.

⁴⁸ Republic of the Philippines Department of Health. Covid-19 Tracker. As of 3 March 2021. <https://doh.gov.ph/covid19tracker>

⁴⁹ Alder, Caitlin. ‘COVID-19 Testing in the Philippines: Enhancing Testing Productivity’. British Medical Journal Blog – Covid-19. 26 August 2020.

<https://blogs.bmj.com/covid-19/2020/08/26/covid-19-testing-in-the-philippines-enhancing-testing-productivity/>
⁵⁰ International Development Law Organisation. Rule of Law in the time of Covid-19: The Philippines. 30 July 2020. <https://www.idlo.int/news/notes-from-the-field/rule-law-time-covid-19-philippines>

⁵¹ CTV News. ‘No students in school without coronavirus vaccine, Philippines says’. 8 June 2020.

<https://www.ctvnews.ca/health/coronavirus/no-students-in-school-without-coronavirus-vaccine-philippines-says-1.4974042>

⁵² The World Bank. From Containment to Recovery: Economic Update for East Asia and the Pacific. October 2020.

⁵³ United Nations Development Programme. MSME Value Chain Rapid Response Survey. 2020.

<https://www.ph.undp.org/content/philippines/en/home/library/msme-value-chain-rapid-response-survey.html>

with estimates suggesting that the crisis could put close to 3 million additional Filipinos into poverty.⁵⁴ The nationwide Labour Force Survey (LFS) surveys show that the labour market is gradually recovering from the peak of quarantine measures seen in April 2020, but still remains weak.⁵⁵ These economic shocks have had a major impact on children and families. In a rapid assessment conducted by World Vision in June 2020, 92% of surveyed households had their livelihoods disrupted by the pandemic, with 68% of households not fully able to meet food expenses.⁵⁶

Covid-19 restrictions on children's movement coupled with limitations on existing child protection infrastructure has meant that Filipino children are especially vulnerable to abuse, neglect and exploitation. According to the Department of Justice (DOJ), Cases of online sexual exploitation of children in the Philippines increased by 264.6 per cent during enhanced community quarantine restrictions between March and May 2020, compared to the same period in 2019.⁵⁷ Reports from NGOs suggest that domestic violence within home settings has also increased since the start of the pandemic, with vulnerable children often confined at home with their abusers and limited access to traditional reporting mechanisms.⁵⁸

2.5 Child Protection Context

2.5.1 Physical and emotional violence

The 2015 National Baseline Study on Violence against Children,⁵⁹ which contain the latest statistics of the prevalence of violence against Filipino children, reported a high level of violence against children during their childhood.

- 2 in 3 children reported as having experienced physical violence.
- 3 in 5 children were reported having experienced some form of psychological violence.
- 1 in 4 children reported suffering from some form of sexual violence.⁶⁰

The Study noted the high prevalence of all forms of violence, including physical, psychological and sexual violence, as well as peer to peer violence, gender based violence, cyber violence and collective violence. According to the National Baseline Survey 15.2 per cent of respondents reported having experienced all

⁵⁴ Cho, Y. 2020. The Impact of the COVID-19 Crisis on Low Income Households in the Philippines: Deepening Distress despite Rebounding Economy. World Bank. p2.

⁵⁵ Between April and August, employment rebounded substantially to about 84 per cent of its pre Covid-19 level. Cho, Y. et al. 2020. The Impact of the COVID-19 Crisis on Low Income Households in the Philippines: Deepening Distress despite Rebounding Economy. World Bank. p2.

⁵⁶ <https://www.unicef.org/media/79626/file/EAPRO-COVID19-SitRep-5-June-2020.pdf>

<https://reliefweb.int/report/philippines/impact-covid-19-children-and-their-families-rapid-assessment-philippines>

⁵⁷ Save the Children Philippines. 9 February 2021. Online sexual abuse of children rising amid COVID-19 pandemic.

<https://reliefweb.int/report/philippines/online-sexual-abuse-children-rising-amid-covid-19-pandemic-save-children>

⁵⁸ Dignity: Danish Institute Against Torture. 24 May 2020. Children and youth in the Philippines at heightened risk of abuse under COVID-19 quarantine. <https://www.dignity.dk/en/nyheder/children-and-youth-in-the-philippines-at-heightened-risk-of-abuse-under-covid-19-quarantine/>.

⁵⁹ Council for the Welfare of Children, UNICEF. National Baseline Study on Violence against Children: Philippines, Executive Summary. 2016. Available at: https://www.unicef.org/philippines/PHL_NBSVAC_Results_ES.pdf.

⁶⁰ For further details of the prevalence of violence see UNICEF. 2018. A Situation Analysis of Children and Women in the Philippines. <https://www.unicef.org/philippines/reports/situation-analysis-children-philippines>

forms of physical, psychological and sexual violence in their childhood. Almost half of children (48.2 per cent) aged 13-17 had experienced both physical and psychological harm.⁶¹

Public attitudes towards corporal punishment in the Philippines see it as being necessary and helpful; 57.2 per cent of respondents to the NBS-VAC reported that they became more resilient and stronger because of experiencing violence, and community leaders and teachers stated that without it, children would become disrespectful and unruly.⁶² The UN Committee on the Rights of the Child has raised concerns that corporal punishment is not explicitly prohibited in Philippines legislation.⁶³

Children experienced physical violence in schools, but to a far lesser extent than at home. 14.3 per cent of respondents who attended school reported experiencing physical violence. The cultural norms of teachers and pupils contribute to the continuance of corporal punishment in schools.

2.5.2 Sexual violence

The 2017 NDHS reported that five per cent of women ages 15-49 had experienced sexual violence at some point in their lifetime, with 2 per cent of women reporting that they first experienced sexual violence when they were under the age of 18.⁶⁴ This is a considerable drop from the same study in 2013 which found that 6.3 per cent of women aged 15–49 had experienced sexual violence. According to the Philippines Child Protection Network, 68 per cent of cases of abuse reported to the Philippines General Hospital Child Protection Unit in 2018 were cases of sexual violence. Statistics from the Women and Children Protection Units (WCPUs) for 2018 also shows that sexual violence against children is most often perpetrated in the home, by a neighbour or male relative. However, these statistics are likely to underestimate the widespread nature of sexual violence, as underreporting of sexual violence remains common due to persistent traditional attitudes. In particular, official statistics show that very few boys come forward to report sexual violence.⁶⁵

2.5.3 Online sexual abuse and exploitation of children

The Philippines is the largest source of livestreamed sexual abuse of children globally, according to global law enforcement data.⁶⁶ A 2019 study by International Justice Mission (IJM) has found that rates of online sexual abuse and exploitation of children (OSEC) have increased in recent years: increasing from 43 of every 10,000 internet protocol (IP) addresses being used for child sexual exploitation in 2014, to 149 of

⁶¹ Council for the Welfare of Children, UNICEF. National Baseline Study on Violence against Children: Philippines, Executive Summary. 2016. P.9. Available at: https://www.unicef.org/philippines/PHL_NBSVAC_Results_ES.pdf.

⁶² Council for the Welfare of Children, UNICEF. National Baseline Study on Violence against Children: Philippines, Executive Summary. 2016. P. 17. Available at: https://www.unicef.org/philippines/PHL_NBSVAC_Results_ES.pdf.

⁶³ United Nations Committee on the Rights of the Child. Concluding observations - Philippines, CRC/C/PHL/CO/3-4. 22 October 2009.

⁶⁴ Philippines Statistics Authority. 2017. National Demographic and Health Survey. p221. <https://psa.gov.ph/content/psa-conducts-11th-ndhs-2017>

⁶⁵ In 2018 only 289 boy children reported sexual violence to a Women and Children Protection Unit (WCPU), whilst 6,569 cases of sexual violence against girl children were reported. Child Protection Network. 2018. Annual Report 2018: Protecting the child from the many faces of abuse. p17.

⁶⁶ International Justice Mission. (2020). Online Sexual Exploitation of Children in the Philippines: Analysis and Recommendations for Governments, Industry, and Civil Society. p60.

every 10,000 IP addresses in 2017.⁶⁷ Reporting trends also indicate a sharp increase in the prevalence of OSEC in the Philippines over the last decade. The annual number of cases referred to and/or investigated by Philippine antitrafficking units increased sharply and consistently from 2014 (1 case) to 2017 (43 cases).⁶⁸

Concern was expressed by the Human Rights Commission in April 2020, as quarantine restrictions were imposed to address the spread of COVID-19, that children would be trapped inside homes shared with abusers. This concern was reflected in the NGO CRC Coalition in their UPR Mid-Term Report of 2020 which noted that the COVID-19 pandemic *“has exacerbated the occurrence of violence against children, especially inside the home”*⁶⁹ and that the Philippines has been identified as a “global hotspot” for online sexual abuse and exploitation of children (OSAEC).⁷⁰ This is confirmed by the Department of Justice and the OOC reporting an exponential increase of 260 per cent in online sexual abuse and exploitation of children during the COVID-19 pandemic.⁷¹ Alongside financial pressures, the increase in the number of children being subject to OSEC can be explained by children having prolonged contact with family members, who are most likely to be perpetrators of trafficking. According to a 2019 study, biological parents facilitated the abuse of 41 per cent of all victims in the Philippines, whilst other relatives facilitated the abuse of another 42 per cent of victims.⁷²

Actions are being taken worldwide to combat OSEC in the Philippines. In August 2020, the House Committee on the Welfare of Children began an investigation on the rising cases of online sexual exploitation of children during the Covid-19 pandemic.⁷³ In December 2020, in a programme led by UNICEF, the Department of Information and Communications Technology, in cooperation with The Inter-Agency Council against Child Pornography (IACACP), and SaferKidsPH launched the Child Online Safeguarding Policy for the DICT’s Free Wi-Fi For All Program.

2.5.4 Gender Based Violence and child marriage

Under Republic Act 9262, the Anti-Violence Against Women and Their Children Act of 2004, violence against women and children is a crime and the Act penalises all forms of abuse and violence within the family and intimate relationships.⁷⁴

⁶⁷ International Justice Mission. (2020). Online Sexual Exploitation of Children in the Philippines: Analysis and Recommendations for Governments, Industry, and Civil Society. p45.

⁶⁸ International Justice Mission. (2020). Online Sexual Exploitation of Children in the Philippines: Analysis and Recommendations for Governments, Industry, and Civil Society. p48.

⁶⁹ CRC Coalition. (2020). Civil Society Coalition on the Convention on the Rights of the Child, Joint CSC-CRC UPR NGO Mid-Term Report 2020, https://www.ohchr.org/Documents/HRBodies/UPR/NGOsMidTermReports/CRC_coalition.pdf.

⁷⁰ Lumawag, R. (2020). Philippines global hotspot for online sexual child exploitation. SunStar. Retrieved from <https://www.sunstar.com.ph/article/1858490/Davao/Local-News/Philippines-global-hotspot-for-online-sexual-child-exploitation>.

⁷¹ SaferKidsPH. What is Online Sexual Abuse and Exploitation of Children?. <https://www.saferkidsph.org/learn-about-osaec>

⁷² International Justice Mission. (2020). Online Sexual Exploitation of Children in the Philippines: Analysis and Recommendations for Governments, Industry, and Civil Society. p51.

⁷³ CNN Philippines. 10 August 2020. House panel to probe rising cases of online child sexual exploitation amid COVID-19 pandemic. <https://cnnphilippines.com/news/2020/8/10/online-child-sexual-exploitation-investigation-yedda-romualdez.html>.

⁷⁴ Philippine Commission on Women. Republic Act 9262: Anti-violence Against Women and their Children Act of 2004. p.3. Available at: <https://pcw.gov.ph/republic-act-9262-anti-violence-against-women-and-their-children-act-of-2004/> [8.3.21].

According to a 2017 survey on violence against women by the Philippines NDHS, one in four (26 per cent) ever-married women aged 15-49 had ever experienced physical, sexual or emotional violence by their husband or partner.⁷⁵ One in five (20 per cent) women has ever experienced emotional violence, 14 per cent has ever experienced physical violence, and 5 per cent has ever experienced sexual violence by their current or most recent husband or partner.⁷⁶ One 2013 study on intergenerational violence found that approximately 44 per cent of females and 47 per cent of males in the Philippines have witnessed their parents physically hurt one another during childhood, and that their exposure to violence meant they were more likely to become perpetrators of violence in adulthood.⁷⁷

Although the marriage age is set at 18 by Articles 5 and 14 of the Family Code, and a marriage is only valid under the Family Code if it is consensual, there are few effective penalties relating to early or forced marriage. Further, the Family Code conflicts with the Code of Muslim Personal Laws and indigenous peoples' customary laws which permit marriage under the age of 18.

Article 350 of the Penal Code in the Philippines provides a weak protective provision: that if one of the contracting parties to a marriage obtains the consent of the other by means of violence, intimidation or fraud, he shall be punished through a fine and/or Arresto Mayor (the lowest level of penalty for a criminal offence).⁷⁸ However, the Philippines also has provisions in the law that could be seen as condoning forced marriage. Article 344 of the Penal Code and Article 266-C of the Anti-Rape Law 1997 both provide that a subsequent valid marriage between the perpetrator and the offended party extinguishes the criminal action or the penalty for rape.⁷⁹

Anecdotal evidence indicates that the rate of child marriage may have increased, especially in the BARMM region where children marry at a very young age due to poverty, which has increased due to Covid-19.

2.5.5 Child labour

In a 2011 survey on working children in the Philippines, conducted by the ILO and the Parliamentary Union, it was estimated that 3.3 million children aged 5 to 17 worked for at least one hour during one week in October 2011. A later report, provided by the United States Department of Labor's 2018 findings on the worst forms of child labor, estimated that 3.2 million children in the Philippines aged five to 17 were engaged in child labour, including approximately 3 million involved in hazardous work,⁸⁰ such as mining, agriculture, sexual exploitation and recruitment into armed groups.

⁷⁵ Philippines Statistics Authority. 2017. National Demographic and Health Survey. p223. <https://psa.gov.ph/content/psa-conducts-11th-ndhs-2017>

⁷⁶ Philippines Statistics Authority. 26 March 2018. One In Four Women Have Ever Experienced Spousal Violence (Preliminary results from the 2017 National Demographic and Health Survey) <https://psa.gov.ph/content/one-four-women-have-ever-experienced-spousal-violence-preliminary-results-2017-national>

⁷⁷ Mandal M, Hindin MJ. (2013). From family to friends: does witnessing interparental violence affect young adults' relationships with friends? *Journal of Adolescent Health*. 53(2). p187-93. doi: 10.1016/j.jadohealth.2013.03.015.

⁷⁸ Revised Penal Code. (1930), Article 350.

⁷⁹ Anti-Rape Law (1997), Article 266-C.

⁸⁰ US Department of Labor. Department of Labor's 2018 Findings on the Worst Forms of Child Labour. https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2018/ChildLaborReportBook.pdf

The majority of these were boys (62.9 per cent), and aged between 15 and 17 (53.2 per cent).⁸¹ Despite strong ratification of international treaties on child labour⁸² and comprehensive national legislation that prohibits hazardous work for those aged under 18⁸³, and sets the minimum age for full time work at 15 years old, child labour practices persist. The use of child labour is likely to have increased since the start of the pandemic, due to higher than normal levels of poverty. The Philippines Statistics Officer has stated that nearly 50,000 or about 4 per cent of Filipino domestic workers are children and government figures revealed that almost 5,000 of them were under the age of 14.⁸⁴ The Department of Labour and Employment (DOLE) has intensified its 'Project Angel Tree' the purpose of which is to profile and rescue children engaged in child labour. It has also stepped up public messaging to address child labour. The enforcement of child labor laws remains challenging, especially due to the limited number of inspectors, lack of resources for inspections, inspectors' inability to assess penalties and the tendency of parents not to report due to the money brought into the family by the child labourer.

In Republic Act No. 11310, the government institutionalized the *Pantawid Pamilyang Pilipino* Program, a conditional cash transfer program focusing on reducing child labor. The 4Ps programme, which has a reach of about 4.4 million poor households, has introduced a number of programmes to eliminate child labour including profiling child labourers, advocating for child labour-free barangays and establishments, and providing livelihood assistance to parents of child labourers. These have been combined into a programme called HELP ME (Health, Education and Training, Livelihood, Prevention, Protection and Prosecution, and Monitoring and Evaluation).⁸⁵ The aim of this latest programme is to raise awareness on child labour and the role of the family to prevent or to end child labour, especially in its worst forms.

The National Child Labor Committee which was responsible for addressing child labour was replaced in late 2019 by Executive Order No. 92 with the National Council Against Child Labour. This new inter-sectoral body is chaired by the Department of Labour and Employment (DOLE) and co-chaired by DSWD. Executive Order No. 92 directed the Council to formulate a framework for the effective enforcement of the Special Protection of Children Against Abuses, Exploitation and Discrimination Act (Republic Act 7610). This has resulted in the Philippine Program Against Child Labor 2020 – 2022 Strategic Framework aimed at strengthening local National Councils Against Child Labor, improved and inclusive enforcement of anti-child labour laws at the national and local level; expanded access of child labourers and their families to education, health, child protection and decent work and improved generation, dissemination and use of knowledge on child labour amongst stakeholders and the general public.⁸⁶ It also establishes a national monitoring and evaluation framework on child labour.

⁸¹ Philippines Statistics Authority. 9 December 2015. Estimated Number of Working Children 5 to 17 Years Old Who Worked During The Past Week Was 3.3 Million. <https://psa.gov.ph/content/estimated-number-working-children-5-17-years-old-who-worked-during-past-week-was-33-million>.

⁸² International Labour Organisation. Child Labour in the Philippines. <https://www.ilo.org/manila/areasofwork/child-labour/lang--en/index.htm>

⁸³ The Department of Labour and Employment (DOLE) has also issued Department Order No 4, which prohibits persons below 18 years old engaging in hazardous work.

⁸⁴ UCA News. 8 December 2020. Pandemic fuels child labor increase in the Philippines. <https://www.ucanews.com/news/pandemic-fuels-child-labor-increase-in-the-philippines/90603#>

⁸⁵ National Sector Support for Social Welfare and Development Reform Project, 2006. See also Philippines Development Plan 2017-2022. p166. <http://pdp.neda.gov.ph/>

⁸⁶ Republic of the Philippines Department of Labour and Employment. Philippines Program against Child Labour 2020-2022 Strategic Framework. <https://bwsc.dole.gov.ph/programs-and-projects-submenu1/clpep/philippine-program-against-child-labor.html>

2.5.6 Child trafficking

The Philippines is known as a source, transit and destination country for domestic and cross border trafficking of women and children for sexual exploitation and forced labour. Traffickers exploit women and children from rural communities, conflict and disaster-affected areas, and impoverished urban centers in sex trafficking, forced domestic work, and other forms of forced labor in tourist destinations and urban areas around the country.⁸⁷ The Visayas region (Cebu), and Mindanao are historically known as areas with higher rates of trafficking, with women and children from indigenous families and remote areas of the country most vulnerable to both labour and sex trafficking both internally and internationally.

The Philippines ratified the Optional Protocol to the UN Convention on the Rights of the Child on child sale, child prostitution and child pornography in 2002. Following the ratification, the Anti-Trafficking in Persons Act 2003 (Republic Act 9208), was passed to address sexual exploitation and to incorporate the Optional Protocol. Protection was broadened by the Expanded Anti-Trafficking in Persons Act 2012, which provides for more severe penalties for traffickers and decriminalises victims of trafficking. The Government has established an Inter-Agency Council against Trafficking, the function of which is to monitor and oversee the strict implementation of trafficking laws and to cover the four key areas of prevention, protection, prosecution and partnership. A Philippine Anti-Trafficking in Persons Database has also been set up. In its 2020 Trafficking in Persons Report, the US State Department continues to regard the Philippines as a 'Tier 1' country: one which fully meets the minimum standards for the elimination of trafficking, acknowledges that human trafficking is a problem and has made efforts to address the problem.

Despite these innovations, the CEDAW Committee noted in their Concluding Observations to the 7th and 8th Periodic Report by the Philippines Government in 2016 that the prevention of trafficking remained weak, and that the Expanded Anti-Trafficking in Persons Act 2012 was not being effectively implemented.⁸⁸ Very similar comments were made by the Committee of Experts supervising the application of International Labour Standards (CEACR) in 2019. The Committee of Experts found the legal framework to be adequate, but implementation of those Laws very much less so.⁸⁹ There are a number of factors contributing to low levels of implementation of the trafficking laws, including complicity on the part of enforcement officials in trafficking activity; the involvement of parents and relatives in trafficking of children, poverty and only a small number of prosecutions, allowing trafficking to continue, often with impunity. While reasonable amounts of training of law enforcement has taken place, the most pressing need, according to CEACR is to increase resources and strengthen the capacity of law enforcement bodies to combat trafficking and identify victims.⁹⁰

The Government has taken steps to address this through a number of new initiatives. The Philippine Internet Crimes Against Children Center (PICACC), opened in 2019. Together with the Philippine National

⁸⁷ US State Department. (2020). Trafficking in Persons Report. p408. <https://www.state.gov/wp-content/uploads/2020/06/2020-TIP-Report-Complete-062420-FINAL.pdf>

⁸⁸ Committee on the Elimination of all forms of Discrimination against Women, Concluding Observations, CEDAW/C/PHL/CO 7-8, 25 July 2016, Para 28.

⁸⁹ International Labour Organisation. Observation (CEACR) – adopted 2019, published 109th ILC session (2021), https://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:4012549:NO

⁹⁰ International Labour Organisation. Observation (CEACR) – adopted 2019, published 109th ILC session (2021), https://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:4012549:NO

Police Women and Children’s Protection Center (PNP-WCPC) and the National Bureau of Investigation (NBI) Anti Human Trafficking Division it has partnered with foreign law enforcement agencies and an NGO to improve the effectiveness of investigations of online sexual exploitation of children (OSEC). Police and prosecutors have also started to record child victim interviews for use at the trial, which has reduced the number of times officials interview victims who are witnesses in the case. The Inter-Agency Council Against Trafficking (IACAT) has also implemented a new prosecutor’s trafficking case-management system to monitor case progress and outcomes.

In addition, the Government has invested to a greater extent in prevention of trafficking. In cooperation with NGOs, the Department of Information and Communications Technology developed and implemented the CyberSafePH awareness campaign and capacity building program with a three-year roadmap geared toward combating OSEC and cyberbullying. There is a Helpline and a HELP Facebook page for overseas workers in distress to request assistance that can also be used by children, and the PNP-WCPC also launched a hotline and text line for reporting and routing of OSEC cases to proper authorities.

Despite these innovations, the US State Trafficking in Persons Report of 2020 repeats the finding that the government does not vigorously investigate and prosecute officials involved in trafficking, nor fraudulent recruiters or other labour traffickers, and neither has it increased support for specialized protection and assistance services for child victims of cyber-facilitated sex trafficking.⁹¹ Government agencies continued to report the need for more anti-trafficking law enforcement personnel, funds for operations, and equipment for forensic analysis of digital evidence given the extremely high volume of cybercrime tips related to child sexual exploitation the DOJ Office of Cybercrime received each month. Slow moving courts, the need for additional training on handling digital evidence in hearings and trials, and too few prosecutors are reported as hindering the effective and timely prosecution of trafficking crimes.⁹²

OSEC crimes fall under various laws like the anti-child pornography and cybercrime prevention acts, however there is no comprehensive law that protects children from all forms of online abuse.⁹³ For example, the Anti-child Pornography Law of 2009 does not explicitly cover livestreaming of sexual content and the role of social media in OSEC. Addressing this problem not only requires legislative reform, but it also necessitates a change in social attitudes and coordinated cross-sectoral response by Government, non-governmental and NGO stakeholders. UNICEF has led on the preparation of a policy document on gaps in OSAEC-related legislation which is being used to frame discussions in Congress and is the basis of a new Bill currently adopted by the Senate.

2.5.7 Birth Registration

The Law on Registry of Civil Status (Republic Act No. 3753) as amended provides for birth registration. It provides for a civil register in which births and adoptions, legitimations and acknowledgement of natural

⁹¹ US State Department. 2020. Trafficking in Persons Report. p.408. <https://www.state.gov/wp-content/uploads/2020/06/2020-TIP-Report-Complete-062420-FINAL.pdf>.

⁹² US State Department. 2020. Trafficking in Persons Report. p.408. <https://www.state.gov/wp-content/uploads/2020/06/2020-TIP-Report-Complete-062420-FINAL.pdf>.

⁹³ Abad, M. 11 February 2020. Fast facts: Why online sexual exploitation happens in the Philippines. Rappler. <https://www.rappler.com/newsbreak/iq/things-to-know-online-sexual-exploitation-children-philippines>.

children are to be recorded. Apart from Manila where the duties of the local civil registrar is to be performed by the an officer of the Philippines Health Service designated by the Director of the service, the Treasurer of each municipal authority is responsible for acting as the local civil registrar and for maintaining the register for their municipality.⁹⁴ A child should be registered within 30 days of birth at the registry of the municipality in which the child was born. Where the child was born in hospital, clinic or birthing home, the administrator is responsible for registering the birth. Where the birth occurs outside these settings, the birth attendant is responsible for ensuring registration.⁹⁵

According to the Philippines Statistics Office, an estimated 7.5 million Filipinos have not had their birth registered.⁹⁶ For children, a lack of legal registration leaves them at risk of being made stateless, and prohibits them from accessing key public services, such as healthcare and education. Two major groups of children are vulnerable to being unregistered: persons of Indonesian decent in Southern Philippines and the indigenous Sama Bajau tribe.

A Bill is currently sitting before Congress on civil registration and vital statistics which is intended to address the accessibility of birth registration. Meanwhile, a Department Circular (No, 2020-0002) was issued in 2020, emphasising the need for all hospitals and birthing homes to comply with the requirements of the Law by carrying out strict monitoring to ensure that all births are registered and that all abandoned newborns have been reported to DSWD is to be checked.

2.6 Legal and policy framework for child protection

The Philippines ratified the UNCRC on 21 August 1990, the Optional Protocol to the CRC on sale of children, child prostitution and child pornography and the Optional Protocol on the involvement of children in armed conflict, but has not yet ratified Optional Protocol 3, on a communications procedure. In addition to the CRC, the Philippines has ratified the Convention on the Elimination of Discrimination against Women (CEDAW) the Convention on the Rights of Persons with Disabilities, the Convention against Torture, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights (CESCR). The Philippines has further ratified ILO Conventions 138 (the Minimum Age Convention 1983), and 189 (Domestic Workers Convention 2011) and has ratified and domesticated ILO Convention 182 (Worst Forms of Child Labour Convention 1999).⁹⁷

Further protection is provided by national laws. Article 13 of the 1987 Philippines Constitution obligates Congress to “give highest priority to the enactment of measures that protect and enhance the right of all the people to human dignity, reduce social, economic, and political inequalities, and remove cultural inequities by equitably diffusing wealth and political power for the common good”.⁹⁸ In addition, Article XV Section 3 of the Constitution, imposes upon the State the obligation to defend the right of children to

⁹⁴ Law on Registry of Civil Status No 3573 (1975), Section 2.

⁹⁵ Law on Registry of Civil Status No 3573 (1975), Section 3.

⁹⁶ Plan International. My birth certificate is not just a piece of paper. <https://plan-international.org/case-studies/my-birth-certificate-not-just-piece-paper>

⁹⁷ In Republic Act 9231: An Act Providing for the Elimination Of the Worst Forms of Child Labour and Affording Stronger Protection for the Working Child. The Department of Labour and Employment (DOLE) has also issued Department Order No 4, which prohibits persons below 18 years old engaging in hazardous work.

⁹⁸ Philippines Constitution (1987), Article 13, Section 1.

assistance, including proper care and nutrition, and special protection from all forms of neglect, abuse, cruelty, exploitation and other conditions prejudicial to their development.

The Philippines has passed a wide range of domestic laws relating to the protection of children, including laws on family support; protection of children against abuse; exploitation and discrimination; birth registration; domestic violence and violence in schools; on street children, children in conflict with the law, child victims and witnesses, children with disabilities, protection against trafficking, children affected by migration and the involvement of children in armed conflict. Further legislation is being prepared and is before Parliament, particularly in relation to online sexual exploitation and cyber crime. While there are some gaps in the law, the issue lies not so much with the adequacy of the laws, but with their implementation, particularly in the areas of protection of children from violence, child labour, child trafficking and online exploitation. Further details on the legal framework are contained in Annex H.

2.7 Child Protection

Section 2 of the Special Protection of Children against Abuse, Exploitation and Discrimination Act 1991⁹⁹ provides that it is the policy of the State to provide special protection to children from all forms of abuse, neglect, cruelty, exploitation and discrimination and other conditions prejudicial to their development, and sets out penalties for the commission of such conduct.

The Act defines children in need of special protection as including those:¹⁰⁰

1. Being in a community where there is armed conflict or being affected by armed conflict-related activities;
2. Working under conditions hazardous to life, safety and morals which unduly interfere with their normal development;
3. Living in or fending for themselves in the streets of urban or rural areas without the care of parents or a guardian or any adult supervision needed for their welfare;
4. Being a member of an indigenous cultural community and/or living under conditions of extreme poverty or in an area which is undeveloped and/or lack or has inadequate access to basic services needed for a good quality of life;
5. Being a victim of a man-made or natural disaster calamity; or
6. Circumstances analogous to those above stated which endanger life, safety or normal development of children.

⁹⁹ Republic Act No. 7610, as amended by Republic Act 9231, 2003.

¹⁰⁰ Republic Act No. 7610, Special Protection of Children against Abuse, Exploitation and Discrimination Act 1997 as amended by Republic Act 9231, 2003, Section 3.

Although there are a comprehensive set of laws relating to child protection, these laws still need to be implemented fully. Apart from wide-ranging legislation, the Government has developed a number of different national plans. Following the publication of the UNGASS outcome document, 'A World Fit for Children,' the Government published the Philippine National Strategic Framework for Plan Development for Children, or 'Child 21', which sets out a vision for children's welfare and development up to the year 2025. Its goal is to build a 'child-sensitive' and 'child friendly' society. Following on from Child 21, the Filipino Child of the Millennium: National Plan of Action for Children 2005-2010 (the 1st National Plan of Action for Children) was developed to concretise the vision in Child 21 and provide a structure to deliver special protection to those children who required it. To complement the interventions in the 1st National Plan of Action, a Comprehensive Program on the Protection of Children was also developed jointly by the Department of Justice and the Department of Social Welfare and Development. The policy envisaged the local government units as the body responsible for the delivery of child protection programmes.

The 2nd National Plan of Action for Children covering 2012-2017 and the 3rd Comprehensive Program on the Protection of Children 2012-2016 followed, but neither the Plan nor the Comprehensive Program were continued past their end date. They are largely replaced by the Philippine Plan of Action to end Violence against Children (PPAeVAC) 2017 -2022, the purpose of which is to provide a multi-sectoral road map designed for the progressive reduction of violence against children over the period of the Plan, and to translate the findings of the 2015 National Baseline Study on Violence against Children into action. The PPAeVAC identifies key strategies to address violence against children, which will be implemented over the 5 years of the Plan.

2.7.1 Children in conflict with the law

The Juvenile Justice and Welfare Act 2006 (RA 9344) (as amended by RA 10630) established a comprehensive restorative juvenile justice and welfare system in the Philippines. It provides for the protection of the rights of children in conflict with the law; promotes the use of diversion from formal judicial proceedings; has rehabilitation and reintegration of children as its underlying philosophy and makes detention of a child in conflict with the law a matter of last resort and for the shortest appropriate period of time. Its provisions are consistent with international standards.

The Act created a Juvenile Justice and Welfare Council, initially under the MoJ but now headed by the DSWD, as an inter-agency body, responsible for coordinating the implementation of the juvenile justice system as set out in the Juvenile Justice and Welfare Act. The mission of the Council is to institutionalise the restorative justice and welfare system for children at risk and children in conflict with the law through effective implementation of the law and the coordination of stakeholders.¹⁰¹ The membership of the Council is set out in the Act and includes the various departments and agencies of government as well as NGOs who play a part in juvenile justice. Many of the stakeholders are the same as those who sit on the Council for the Welfare of Children and the National Task Force on Children in need of Special Protection, and it is likely that there is considerable overlap of tasks.

¹⁰¹ The various tasks allocated to the Juvenile Justice and Welfare Council are set out in section 9 of the Act.

The Juvenile Justice and Welfare Council has issued Rules and Regulations implementing the Juvenile Justice and Welfare Act¹⁰² consisting of Guidelines and Procedures on the Management of Children at Risk and Children in Conflict with the Law; the PNP National Police Manual on Handling and Treatment of Children at Risk and Children in Conflict with the Law; the Department of the Interior and Local Government Guidelines for the LGUs on the development of Comprehensive Local Juvenile Intervention programs and the Barangay Protocol in Managing Cases of Children in Conflict with the Law.¹⁰³

Overall, the implementation of the Juvenile Justice and Welfare Act has been slow and uncoordinated.¹⁰⁴ An evaluation of intervention and diversion programs for children in conflict with the law¹⁰⁵ in 2015, found that there were a number of obstacles to ensuring that children had access to interventions and diversion programmes in the manner intended by the Act. These included delay in bring children to trial, which resulted in children staying for long periods of time in pre-trial detention institutions or other facilities before being officially admitted into the rehabilitation, intervention, or diversion programs; a lack of developed and available intervention programmes for children in conflict with the law; a lack of capacity on the part of juvenile justice actors and the weak commitment of the LGUs on whom the responsibility (and cost) of providing intervention and diversion programmes lies. It has also been found, in an audit of Family Court cases, that diversion has not been utilised as an effective mechanism for the child's rehabilitation and integration in society, as indicated by the low number of cases where diversion was implemented and in the even lower success rate of diversion programmes.¹⁰⁶ There is little evidence available to indicate whether the use of diversion has increased to any significant degree in the intervening years.

Despite the fact that the Juvenile Justice and Welfare Act provides that the child has a right to have restrictions on his or her personal liberty kept to a minimum, detention of children, including children under the minimum age of criminal responsibility and administrative detention of children (i.e. without a court order) remains an issue. In January 2016 spot inspections at four detention centres in Manila were carried out.¹⁰⁷ Numerous children were found to have been detained, some of them for up to 21 months, in overcrowded cells and in squalid conditions. No education or activity was offered, other than cleaning and food preparation and some children were kept in their cells 24 hours of the day with limited daylight. Older children were mixed with younger children, some below the age of criminal responsibility. Many children had no form of identification and no papers concerning their detention. The Committee against Torture has also expressed concern that children are arrested without warrant, while the UPR of the Philippines in 2017 noted that children are kept in pre-trial detention for an excessive length of time.¹⁰⁸ It

¹⁰² Justice and Welfare Council, Resolution No 4.

¹⁰³ Published by the Juvenile Justice Welfare Council issued through DILG Memorandum Circular No. 2017-43, March 9, 2017 and endorsed by the JJWC.

¹⁰⁴ CRC Coalition. NGO Alternative Report: Still in the Sidelines, Children's Rights in the Philippines 2009-2019. para. 228, https://www.csc-crc.org/wp-content/uploads/2020/11/CRC-COALITION_FINAL-NGO-ALTERNATIVE-REPORT.pdf

¹⁰⁵ Yang, S. X. (2015). Evaluation of the Intervention and Rehabilitation Program in Residential Facilities and Diversion Programs for Children in Conflict with the Law, Universalia.

¹⁰⁶ UNICEF Situational Analysis of the Family Courts, unpublished.

¹⁰⁷ These were carried out at the request of the Social Welfare Secretary following reports in the foreign media. The inspection team included senior representatives of the DSWD-Standards Bureau, DSWD – Protective Services Bureau, the Juvenile Justice and Welfare Council National Secretariat and the Regional Juvenile Justice Council and the Representative of the Commission on Human Rights. See Preda Foundation, 'What Philippine Officials Found in Child Detention Centers'. January 15, 2016.

¹⁰⁸ United Nations Human Rights Council, Universal Periodic Review - Compilation on the Philippines - Report of the Office of the United Nations High Commissioner for Human Rights. A/HRC/WG.6/27/PHL, 2017. The comments with respect to

would appear from the data that a very low number of these cases results in the prosecution and conviction of the child, which raises the issue of whether deprivation of liberty was a matter of last resort.¹⁰⁹ In addition to these issues, the CHR in reporting to the Senate Committee on Justice in 2018 noted that hundreds of children were still detained with adult offenders in deplorable and congested prisons notwithstanding the provisions of the Juvenile Justice and Welfare Act.¹¹⁰

The Juvenile Justice and Welfare Act 2006, raised the minimum age of criminal responsibility from 9 to 15. However, a child who is aged 12–15 and who commits a serious offence, including homicide, rape or robbery, or any other offence punishable by more than 12 years' imprisonment, will be deemed to be a neglected child and must be placed in a *Bahay Pag-asa*, or an Intensive Juvenile Intervention and Support Centre. Public opinion has been sharply divided on the issue on the minimum age of criminal responsibility and attempts were made in 2020 to introduce a Bill before Congress which would reduce the minimum age to 9 years old once more.¹¹¹ The UN Committee Against Torture expressed concern at the move, and instructed the Philippines to withdraw the Bill (No. 922) from consideration by Congress.¹¹²

2.8 Child protection structure

The child protection system in the Philippines is coordinated by the Council for the Welfare of Children (CWC), created by the Child and Youth Welfare Code 1974. It is the focal inter-agency body of the Philippines on child welfare and is chaired by the DSWD.

The role of the Council for the Welfare of Children includes;

- Integration of children's development agenda in national and local development plans;
- Putting in place a fully operational and highly effective management information system, monitoring and evaluation mechanisms for national plans of action and the implementation of the Convention of the Rights of the Child (CRC) and other international conventions as well as resource bank on children;
- Heighten advocacy and social mobilization for an effective and wide scale implementation of the UNCRC within the Philippine social and cultural context; and
- Legislative and policy review and revisions to harmonize national and local laws with CRC and other international conventions.¹¹³

pre-trial detention are not exclusively relevant to children and there is no available data on the length of time that children are held in pre-trial detention.

¹⁰⁹ United Nations Committee on the Rights of the Child. Concluding observations - Philippines, CRC/C/PHL/CO/3-4. 22 October 2009, para 40.

¹¹⁰ CRC Coalition. NGO Alternative Report: Still in the Sidelines, Children's Rights in the Philippines 2009-2019. para. 228, https://www.csc-crc.org/wp-content/uploads/2020/11/CRC-COALITION_FINAL-NGO-ALTERNATIVE-REPORT.pdf

¹¹¹ UNICEF Philippines. 27 September 2018. UNICEF: do not lower minimum age of criminal responsibility. <https://www.unicef.org/philippines/press-releases/unicef-do-not-lower-minimum-age-criminal-responsibility#:~:text=The%20Philippines%2C%20in%20line%20with,responsibility%20from%20nine%20to%2015.>

¹¹² Committee Against Torture, Concluding Observations, CAT/C/PHL/CO/3, 2 June 2016, Paras. 41 and 42b.

¹¹³ Council for the Welfare of Children, 'Thrusts and priorities,' cwc.gov.ph.

Underneath the Council are the Regional Subcommittees for the Welfare of Children, which guide the development and implementation of CWC policy and directives, and below that the Provincial, municipal and city local child protection councils and, at the lowest level, the barangay child protection councils.

The Municipal and City Councils for Child Protection have responsibility for policy making and planning for child protection services,¹¹⁴ as well as for preparing the annual work and financial plan; coordinating stakeholders in the child protection system; maintaining a data base on children in their area; advocating for the establishment and maintenance of playgrounds, day care centres and other facilities; assisting children in need of special protection and referring cases filed against child abusers to proper agencies and institutions; provision of capacity building programmes for those working with children, documenting best barangay practices etc.¹¹⁵ The role of the barangay child protection council is set out in Article 87 of the Child and Youth Welfare Code and is wide. One part of its remit is to protect and assist abandoned or maltreated children which generally involves reporting alleged cases to the social worker in the LGU. Not all barangays have local child protection councils, and even where they do, they often lack resources for the protection of children, limiting the work that they do.¹¹⁶

In addition to the CWC, the Committee for the Special Protection of Children was created following the passing of the Special Protection of Children against Abuse, Exploitation and Discrimination Act 1997 (Republic Act 7610). It is principally responsible for coordinating and monitoring the investigation and prosecution of cases involving violations of the Special Protection of Children against Abuse, Exploitation and Discrimination Act and other child-related criminal laws. Executive Order No. 275 sets out the responsibilities of the body (as amended by Executive Order No53 series of 2011). The National Task Force is chaired by the Secretary of Justice and co-chaired by the DSWD.

The management of child abuse is seen as multi-sectoral with national and local government agencies, NGOs and FBOs, and multi-disciplinary professionals, including the police, prosecutors, judges, lawyers, social workers, doctors, psychiatrists, psychologists, barangay officials and others working together as a team to provide appropriate protection, legal and social services to a child victim of abuse, neglect and exploitation. It is up to the LGUs social worker to coordinate this multi-sectoral team.

In addition to the CWC and the Committee on the Special Protection of Children (which is not as active as the CWC), there are three other active bodies involved in child protection: the Inter-Agency Council Against Child Pornography (IACACP); the Inter-Agency Council Against Trafficking and the Juvenile Justice and Welfare Council, which coordinates efforts to build the capacity of the service providers to implement the Juvenile Justice Welfare Act. Lastly the National Council on Disability Affairs is the national government

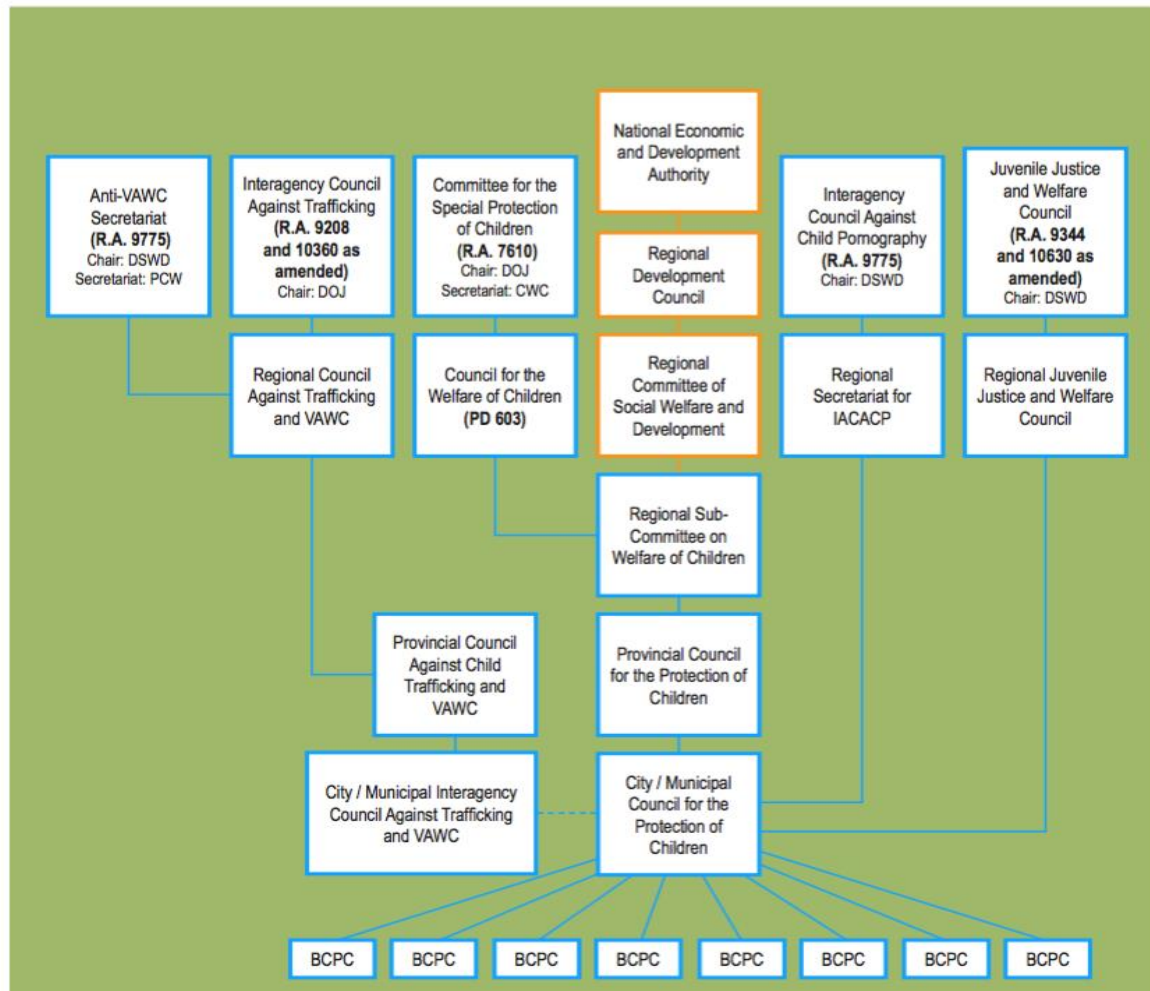
¹¹⁴ Arce C., Improving National and Local Systems and Capacities Towards Better Child Protection in the Philippines, PLPCD Briefing, UNICEF, July 2016, p7.

¹¹⁵ DILG Memorandum Circular 2002-121 (Revised Guidelines on the Organization and Strengthening of the LCPC Incorporating Thereat Early Childhood Care and Development Coordinating Committees at the Provincial, City, Municipality, and Barangay Levels). See also Guidelines in Monitoring the Functionality of the Local Council for the Protection of Children (LCPC) at all Levels and for Other Purposes. DILG Memorandum Circular No. 2005-07. Manila: DILG; Revised Guidelines in Monitoring the Functionality of the Local Council for the Protection of Children (LCPC) at all Levels and for Other Purposes. DILG Memorandum Circular No. 2008-126. Manila.

¹¹⁶ UNICEF. 2016. Strengthening Child Protection systems in the Philippines: Child Protection in Emergencies, p51. <http://www.socialserviceworkforce.org/resources/strengthening-child-protection-systems-philippines-child-protection-emergencies>.

body mandated to formulate policies and responsible for coordinating the activities of all agencies, including NGOs on disability.

Figure 2: Inter-Agency bodies engaged in child protection¹¹⁷



Consideration has been given to converging the role of some of these bodies, but this remains only at the planning stage. There has also been an attempt to change the status and role of the Council for the Welfare of Children and to create a National Commission for Children, making it the pre-eminent body for children. A Bill was introduced in Parliament in 2018 to this effect, but as yet has not been passed.¹¹⁸

Judicial System

The Family Courts Act of 2007 (Republic Act 8369), brought all family-related cases, including criminal charges against children into the jurisdiction of the Family Court. The Act requires a Family Court to be established in each province and city of the country. The Family Courts Act also requires that family judges

¹¹⁷ Philippines Legislators Committee on Population and Development. Policy brief: Improving National and Local Systems and Capacities Towards Better Child Protection in the Philippines.

¹¹⁸ House Bill No. 7118, 6 Feb 2018: An Act Creating the Philippines Commission on Children, Defining its Powers, Functions and Responsibilities and Appropriating Funds therefor and for other purposes.

are trained and have experience and demonstrated ability in dealing with child and family cases, and the “Supreme Court is required to provide a continuing education programme on child and family laws, procedures and other related disciplines to judges and personnel of such courts”.¹¹⁹ Such personnel include social workers attached to the Court. The judge of the Family Court also has direct control and supervision of youth detention homes.

In 2017, there were over 114 designated Family Courts in the various judicial regions of which about 105 were operational with judges, meaning that the Family Courts do not operate in all areas. The number of Family Courts has been expanded and there are now nearly 180 such courts. It is noted in the summary of issues for the Universal Periodic review that many prosecutors and judges had not received the training mandated under the Family Courts Act.

¹¹⁹ Family Courts Act (1997), Section 4 as amended by the Judiciary Reorganization Act (1980).

3. PROGRAMME AND PROJECT DESIGN

3.1 UNICEF Philippines Child Protection Programme 2017 - 2020

This evaluation covers the UNICEF Philippines child protection work from 2017 to 2020, which occurred under two different country programme cycles as a result of the 2012 -2016 UNICEF Country Programme being extended for a further two years to cover the years 2017-2018. The reasons for the extension were to allow for better alignment with the Government’s Philippines Development Plan, to take into account the impact of the 2016 national elections on country programme planning and to enable UNICEF to accelerate and sustain the results agreed upon in the 2012-2016 CPD that were impacted by Typhoon Haiyan.¹²⁰ The Evaluation also covers 2019 and 2020 under the new Philippines Country Programme.

The seven-year UNICEF Child Protection Programme (2012-2016+2017-2018) was substantial in both size and scope. The two stated programme outcomes¹²¹ were that: *“By 2016, improved national and local level public sector institutional gender sensitive framework in place enabling improved access to well-coordinated child protection services for the most vulnerable in at least 5 disadvantaged LGUs.”*¹²² The outcome was designed to improve monitoring and knowledge management on child protection, by the development of a Child Protection Information Management System (CPIMS) and to increase and enhance the awareness and capacity of local governments and communities to prevent and respond to abuse, exploitation and violence against children. The second outcome was that: *“By 2016, an improved and inclusive peace conditions and social service delivery achieved through conflict analysis, integration of child rights violations information and peace initiatives (UNICEF Action Plans with conflict parties on child soldiers) in national and local plans especially for conflict affected LGUs”*. In part, this outcome was designed to ensure the functioning of systems to prevent and respond to grave violations of child rights in situations of armed conflict (MRM).¹²³

The five-year UNICEF Philippines Child Protection Programme (2019-2023) is also substantial in size and scope. It is designed to support the Government of the Philippines (GPH) to address systemic and complex child protection violations in both development and humanitarian settings. Its outcome is that: *“By 2023, more children and adolescents, particularly the most vulnerable, benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.”* It is anchored in the Philippine Development Plan (2019-2023) and its corresponding commitments to the Sustainable Development Goals (SDGs). Its planned budget for the duration of the programmes was US\$112,180,00 with an actual budget ceiling of USD 1,952.303.00 for both 2017 and 2018.¹²⁴ the estimated indicative budget for Outcome 3, Children and Adolescents Live in a Protection Environment (child protection and access to justice), was \$20,160,000 of which US\$2,260,000 was estimated as being available from Regular Resources and US\$ 17,900,000 expected to be mobilised from international and national resources.

¹²⁰ Typhoon Haiyan, also known as Super Typhoon Yolanda, struck the Philippines on 8 November 2013, as a Category 5 storm. It created a humanitarian disaster, particularly in Visayas group of islands, home to 17 million people.

¹²¹ The terms ‘outcome(s)’ and ‘output(s)’ are used in the narrative (but not the matrixes) to encompass ‘programme component result(s)’ and ‘intermediate result(s)’ which were the terms used when the Philippines designed the 2012-2016 country programme.

¹²² UNICEF Philippines, ‘Country Programme Action Plan 2012-2016’. March 2012. p39.

¹²³ Ibid, p35.

¹²⁴ Information provided by UNICEF.

Both programmes take a systems-strengthening approach with the aim of effecting legislative and policy reform, strengthening child protection systems, particularly as a means of improving child protection and welfare service delivery for the most vulnerable, including children affected by violence and armed conflict, and supporting behaviour and social change.

3.2 Programme objectives

3.2.1 2012-2018 programme objectives

The stated programme outcome for the 2012-2016 programme is that: *“By 2016, improved national and local level public sector institutional gender sensitive framework in place enabling improved access to well-coordinated child protection services for the most vulnerable in at least 5 disadvantaged LGUs.”*¹²⁵ This outcome was modified for the two-year extension of the programme from 2017-2018: *“By the end of Country Programme, improved and inclusive access to well-coordinated national and local child protection services in 10 LGUs supported by a functional public sector institutional framework focused on protective elements of ECD, and promoting equity and social inclusion, in coordination with Social Protection and a broader Social Protection strategy.”*¹²⁶

The overall objective of the CP programme was to improve national and local public sector institutional frameworks, based on the assumption that this approach would increase access to well-coordinated child protection services for the most vulnerable children in at least five disadvantaged LGUs. The specific focus of the programme was to provide policy advice, technical assistance and targeted advocacy to address violence against children, including increasing evidence to address online sexual exploitation and expanding support for parenting support interventions. For children affected by armed conflict, the priorities were to prevent child recruitment and support disengaged children. This entailed supporting the provision of high-quality technical advice on policy, legislative and institutional frameworks to relevant public sector organizations to provide them with the capacity to establish a national child protection service.

Support was also provided to enact laws and improve services by reinforcing the capacities and accountabilities of public sector professionals and Local Government Units (LGUs), particularly in high risk-areas targeted through the Conditional Cash Transfer (CCT) modality. In addition, support was provided to community efforts to raise awareness of significant child protection issues, such as violence and abuse.

The underlying planning assumption was that the achievement of the outcome would improve policy, legislative and national institutional frameworks. Further, that this would, in turn, enable the Government to ensure that the child protection system was well-coordinated; make it more likely that core public services would be provided and that vulnerable children and families would have improved access to child protection services in five disadvantaged LGUs.¹²⁷

¹²⁵ UNICEF Philippines, ‘Country Programme Action Plan 2012-2016’, March 2012, p31.

¹²⁶ UNICEF Philippines, COAR 2017.

¹²⁷ United Nations Economic and Social Council, ‘UNICEF Country programme document: Philippines’, 15 September 2011, p8.

The planned budget for the duration of the programme (2012-2016) was USD 10,417,805 million and the actual expenditures was USD 21,568,007, not including peace building related expenditure. The planned budget for the years 2017-2018 was USD 3,904,606 million.

A diverse range of partners were engaged in programme implementation, including the CWC, the JJWC, the DSWD, the Departments of the Interior and Local Government (DOILG) and the Department for Education. In the early part of the evaluation period, UNICEF also partnered with the DOJ, PNP and the Philippine Judicial Academy. UNFPA was a major partner in relation to gender-based violence, the World Health Organization on violence against children and the International Labour Organization on child labour.

The design of the CP programme was heavily influenced by the 2009 Concluding Observations of the Committee on the Rights of the Child on the third and fourth periodic reports of the Philippines government,¹²⁸ which noted the need for legislation and implementation of laws relating to corporal punishment, promotion of awareness of child rights and improved data collection and dissemination. The Committee drew attention to vulnerable groups of children, including those in areas vulnerable to disasters and conflict and those affected by forms of abuse, including children with disabilities.¹²⁹

Two key factors that influenced the design of the programme were the impact of conflict on children and the impact of natural disasters. In relation to conflict the United Nations Security Council listed the Philippines for implementation of the monitoring and reporting mechanism on grave child rights violations under resolution 1612 (2005)¹³⁰ in 2007. The inclusion of the Philippines under resolution 1612 was in response to increased reports of grave violations against children in in ARMM.. Natural disasters also play their role. The Philippines is in the so-called typhoon belt facing the Pacific Ocean, within the Pacific “Ring of Fire”, meaning that the country is at constant risk of severe storms, volcanic eruptions and earthquakes.

The key results indicators for the 2012-2018 programme are shown in Figure 3 below.

Figure 3: Results framework for the Child Protection Programme 2012 – 2018

Results Framework for the Child Country Programme 2012 – 2018 showing Programme Component Results and Intermediate Results and anticipated results listed underneath
<p>Programme Component Result 3: By 2016, improved national and local level public sector institutional gender sensitive framework in place enabling improved access to well-coordinated child protection services for the most vulnerable in at least 5 disadvantaged LGUs.</p>
<p>Intermediate Result 3.1: By 2014, a comprehensive and integrated Child Protection Information Management System is established by the government to promote convergence of efforts to prevent and respond to abuse, exploitation and violence.</p>
<p>Intermediate Result 3.2: By 2014, improved access to coordinated, comprehensive and effective social welfare services and justice for children, both boys and girls, and their families in at least 5 LGUs (i.e., highly urbanised disaster prone and conflict-affected).</p>

¹²⁸ United Nations Office High Commission of Human Rights, Committee on the Rights of the Child, fifty-second session, consideration of the reports submitted by States Parties under article 44 of the Convention, 2 October 2009, p3-6

¹²⁹ United Nations Economic and Social Council, ‘UNICEF Country programme document: Philippines’, 15 September 2011, p2-3.

¹³⁰ S/RES/1612 26 July 2005.

<p>3.1 Existence of National Government body accountable for leading and coordinating child protection. Baseline: Non – existence of national body Target: Existence of National body</p>	<p>3.2 Key Child protection indicators (M/F) are integrated into the national plans and in 5 disadvantaged LGUs. Baseline: Non availability of Key Child protection indicators in the national and 5 local plans. Target: Availability of Key Child protection indicators (M/F) in national and 5 local plans</p>	<p>3.3 Comprehensive Child Protection Information Management System is established with key departments at national and local level Baseline: N, Target: Y</p>
<p>Programme Component Result 5: By 2016, an improved and inclusive peace conditions and social service delivery achieved through conflict analysis, integration of child rights violations information and peace initiatives (UNICEF Action Plans with conflict parties on child soldiers) in national and local plans especially for conflict affected LGUs.</p>		
<p>Intermediate Result 5.1: By 2014, children’s rights are promoted and integrated in the peace process, and systems that prevent and respond to grave violations of child rights in situations of armed conflict are functioning.</p>		
<p>5.1 % of reported cases of grave child rights violation which are verified (M/F) Baseline (2009): 41% Target: 90%</p>	<p>5.2 Number of UNICEF-led Peace Action Plans with conflict parties formulated, signed and implemented Baseline: 1 Target: 3</p>	<p>5.3 Percentage of conflict prone LGUs integrating child responsive and gender sensitive parameters for budgeting Baseline: 0 Target: 50%</p>

3.2.2 2019 - 2023 programme objectives

The purpose of the five-year UNICEF Philippines Child Protection Programme (2019-2023) is to contribute to the reduction of all forms of violence, including the online and offline exploitation of children and the strengthening of the protection of children, including those affected by natural disasters and situations of armed conflict.¹³¹ This relates to the larger goal of the UNICEF country office which is to ensure that more children and adolescents in the Philippines, especially the most vulnerable, enjoy their rights, develop to their full potential and live in environments that are safe, protective and conducive to their needs.¹³² It is designed to support the GPH to address systemic and complex child protection violations in both development and humanitarian settings. It is anchored in the Philippine Development Plan (2019-2023) and its corresponding commitments to the Sustainable Development Goals (SDGs). The design of the CP programme reflected a key finding arising from the evaluation of the 2012-2016 country office

¹³¹ United Nations Economic and Social Council, ‘UNICEF Country Programme Document: Philippines’ 12–14 September 2018, p7-8.

¹³² UNICEF Philippines, ‘CPAP 2019-2023’ March 2020, p12.

programme, which recommended that greater emphasis should be placed on upstream work and the implementation of policies.¹³³

Its outcome statement is that: *“by 2023, more children and adolescents, particularly the most vulnerable, benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.”* To achieve this outcome, the programme has six outputs, which are the subject of this evaluation.

1. The legislative and institutional framework is strengthened to better protect boys and girls vulnerable and exposed to violence, abuse, exploitation, and harmful gender norms.
2. The child welfare system has strengthened capacity to deliver local, multisectoral, gender-sensitive services that prevent and respond to violence against children.
3. Children and adolescents affected by disasters and in Mindanao affected by armed conflict are increasingly able to access critical social services.
4. The general public in the Philippines, adolescents in particular, are better informed and act to eliminate all forms of violence.
5. The Government have strengthened coordination mechanisms and approaches to enhance the capacities of parents and caregivers to practice behaviours and demonstrate attitudes which help children and adolescents to learn, thrive and be protected from violence.
6. Strengthened capacities of the child protection system (services, families and communities) to protect at-risk children and adolescents in BARMM.

Output 1 and 6 are constructed to address the enabling environment for a functioning child protection system. Outputs 2, 3 and 5 focus on the gaps in supply, while output 4 is constructed to address the demand side of the child protection system. The planned budget for the duration of the programmes was US\$112,180,00 with the actual budget ceiling was USD 1,952,303.00 for both 2017 and 2018.¹³⁴ The estimated indicative budget for Outcome 3, Children and Adolescents Live in a Protection Environment (child protection and access to justice), was USD 20,160,000 of which USD 2,260,000 was estimated as being available from Regular Resources and USD 17,900,000 expected to be mobilised from international and national resources.

The CP programme collaborates with a range of partners to strengthen their capacity to implement the Philippine Plan of Action to End Violence against Children (PPAeVAC), the National Response Plan to Prevent and Address Child Online Sexual Exploitation and Abuse and the Comprehensive Emergency Programme for Children in line with the Children’s Emergency Relief and Protection Act. This includes partnering with key national executive agencies, including law enforcement and the judiciary, to increase their capacity to prevent and respond to violence against children and adolescents, including in humanitarian situations. It also involves programming in target local communities in order to demonstrate the functionality of CP systems in local settings.

A core aspect of the CP programme is the provision of technical assistance and support to national and local government partners to develop strategies that mobilize communities to identify and report cases

¹³³ Goss Gilrory Inc, ‘Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines’, 2017, p54.

¹³⁴ Information provided by UNICEF Philippines.

of violence and provide appropriate, quality and inclusive child welfare services. This entails building the capacity of multiple partners to collaborate on the promotion of positive social norms and the integration of core messages on VAC within the health, education and WASH sectors as part of a larger multisectoral response on violence prevention and response.

Given the raised level of vulnerability faced by children in the conflict-affected parts of Mindanao, the CP programme is partnering with the regional Government and line departments of BARMM, as well as United Nations agencies and CSOs. The goal of these partnerships is to strengthen sub-national capacities to protect children at risk of, or affected by, violence or humanitarian situations.

The key results indicators for the 2019-2023 country programme are shown in Figure 4.

Figure 4: Results framework for Country Programme 2019-2023

Outcome 3: By 2023, more children and adolescents, particularly the most vulnerable, benefit from a more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.					
Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Number of girls and boys who have experienced violence served by social work or justice/law enforcement services (CPD)	Total: 3,862 (2017) M: 1,718 F: 2,144 ¹³⁵	15% for both M/F increase M: 1,975 F: 2,465	DSWD CP data, Subaybay data, Supreme Court data	DSWD, CPN, PNP, DSWD, JJWC	Nationwide
Percentage of reported cases of GRV verified and responded	65% sex disaggregated data available in late 2018	75%	MRM, IMS	DSWD	Nationwide
Percentage of UNICEF targeted LGUs with at least the minimum ration of child-centered social workers and para-professionals (boys/girls per population), based on national standards and with capacity to	TBD	TBD	DSWD qualifications/standards for accreditation. This can be linked to LSWDO functionality monitoring	DSWD	TBD

¹³⁵The baseline is from DSWD's data from Jan-June 2017. Note that DSWD's data is limited to cases reported to LSWDOs and DSWD Regional Offices. It does not provide accurate numbers of children who experienced violence who accessed any government service such as health or law enforcement and those that accessed NGO or faith-based services.

provide gender-responsive child and family social services			which is done annually		
Output 3.1: The legislative and institutional framework is strengthened to better protect girls and boys vulnerable and exposed to violence, abuse, exploitation, and harmful gender norms.					
Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Existence of a Monitoring and Evaluation Framework that will measure results, including core indicators that capture gender dimensions, in the implementation of the PPAEVAC	Not existing	M&E Framework for the implementation of the PPAEVAC YEAR 2: Draft and pre-test YEAR 3: Implemented	Policy documents and NNEVAC mid-year and end-year assessments reporting back on indicators Joint memo circular among agencies concerned	CWC DSWD DepEd DOH DILG DOLE	National
Number of national agencies with plans that are fully or partially inclusive of VAC prevention and response	None	All NNEVAC agencies have plans that are fully inclusive of VAC prevention and response Year 2: 2 NGAs	Plans (government), meetings notes, agency circulars; Joint Memo Circular ensuring the inclusion to address VAC in NGA plans; CWC Exe Board mid-year and end-year reports	CWC Executive Agencies, Supreme Court, JJWC, CRN, HLAF, CPN, TAF	National
Existence of three new or strengthened laws to strengthen the CP system, particularly eliminating harmful gender norms	0	3 At least 1 every 2 years	Plans (government), meetings notes, agency circulars Joint Memo Circular ensuring the inclusion to address VAC in NGA plans CWC Exe Board mid-year and end-year reports	CWC, DSWD, DOJ, CRN	Not stated
					Not stated

Percentage of girls and boys that are in contact with the justice and administrative bodies who are subject to a diversion order or alternative measure as opposed to a custodial sentence through UNICEF-supported programme	7.8 % (2016 Forensic audit of 30% of Family Courts)	30% (2019-2023) 2019: 0 2020: 5% 2021: 10% 2022: 30% 2023: 40%	JJWC Registry and SC data	JJWC, Supreme Court, CSO partners	
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Output 3.2: The Child Protection system has strengthened capacity to deliver local, multi-sectoral, gender/conflict/culturally-sensitive and child focused programs that prevent and respond to violence against children.

Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Number of UNICEF targeted LGUs with at least the minimum ratio of child-centered social workers (f/m per population), based on national standards, and with capacity to provide gender-responsive child and family social services)	None	All Regions + BARMM by 2023 3 Regions / year	Inclusion of workforce strengthening and development of national standards in DSWD and LGU of UNICEF areas' plans and budget	National and regional offices of: DSWD, CWC, DILG, DOH, DepEd	UNICEF priority regions
Number of regions with operational plans to support LGUs in the implementation of focused local child protection plans	0	All Regions + BARMM by 2023 3 Regions / year	Joint memo circular on Convergence of Children's Committees and Councils (4Cs)	National and regional offices of: DSWD, CWC, DILG, DOH, DepEd Professional associations	UNICEF priority regions
Number of targeted LGUs with local development investment plans with allocated budget to localize the Comprehensive National Justice Intervention Programme and other relevant VAC national plans and frameworks	None	15 LGUs by 2023 3 LGUs/ year	JJWC data DILG monitoring report on LGU compliance submitted to JJWC	JJWC DILG	UNICEF priority area

Output 3.3: The Filipino public are more informed and equipped to engage Government to call for its commitment and action to eliminate all forms of violence against children.

Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Number of communities that have participated in a public declaration of support against corporal punishment and sexual violence against children	0	100 barangays (20/year))	LGU Public declarations CWC and LGU reports	Child Rights Network	National UNICEF Priority areas
Percentage of children and youth reached online and offline engaged in youth-led calls and social/digital movements for ending violence in the community	0	10% of young people engaged in online activities 70% of youth engaged in face-to-face activities in any setting (annual targets) Annual targets: Depends on event reports and social media analytics	Social media analytics, post event reports	NYC, youth groups, digital agency	National

Output 3.4: The Government have strengthened coordination mechanisms and approaches to enhance the capacities of parents and caregivers to practice behaviours and demonstrate attitudes which help children and adolescents to learn, thrive and be protected from violence.

Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Level of coordination mechanism functionality of parenting support programmes	Weak – Does not exist	Year 2: initiated Year 3: Existing Year 4 – Championing	Government reports (e.g., CWC Annual Report, Committee Reports) and UNICEF technical papers Modules and guidance materials	Output Lead with CWC in particular, as it can be possibly placed in 2 existing structures: Committee on Family and Alternative Parental Care (ComPAFC) and the National Network to End VAC	National

National government's parenting program is consistent with the national parenting framework	None	Year 3: Existence of a national framework	Monitoring reports Manuals developed and disseminated	DSWD ADMU	National
Existence of an evidence-based holistic national parenting framework or strategy relevant to the context of Filipino family	None	Year 1: MaPa Kids finalized, Mapa Babies - module developed, Mapa Teens - Trials conducted YEAR 2: MaPa Babies - trials conducted, Mapa Teens - finalized, Mapa Kids - feasibility to integrate to 4Ps, PES, ERPAT conducted YEAR 3: Mapa Babies, Teens, Kids - Scaled up	UNICEF and government reports (Coordination Body)	Output Lead DSWD, ECCD Council, NNC, DepEd, and DoH as it these agencies have existing parenting programmes and CWC can convene the coordinating body that will be established	National and new BARMM Govt.

Output 3.5: Children and adolescents affected by disasters and those affected by armed conflict, particularly in Mindanao are increasingly able to access critical multi-sectoral, gender/ conflict/ culturally-sensitive and child focused programs.

Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
Number of Regional Sub-Committees for the Welfare of Children/Regional Child Protection Working Groups (RSCWCs/RCPWGs) with child protection and GBV humanitarian response initiatives in their annual investment plans/ work plans	None	All regions by 2023 4 focus regions (per year)	Annual workplans Joint Memorandum Circular	UNICEF – Child Protection	Nation-wide
Percentage of Grave Child Rights Violations in the context of armed conflict verified and responded to annually (with age and sex disaggregation)	65% (2017) F: 31% (27) M: 50% (43) Unknown: 19% (16)	65% (2017) F: 31% (27) M: 50% (43) Unknown: 19% (16)	Monitoring Reporting Mechanism Information Management System	UNICEF – Child Protection CTFMR, CWC-MRRS, CHR, RHRC	Nation-wide

Output 3.6: Strengthened capacities of the child protection system (services, families and communities) to protect at-risk children and adolescents in BARMM.

Indicators	Baseline	Target	Method/ Means of verification	Key partners	Sites
% of 50 underserved municipalities with a functioning Child Protection System (see separate definition of functioning system)	0	2019: 0 2020: 10% 2021: 40% 2022: 80% 2023: 100%	Not stated	Not stated	BARMM
Number of adolescents and youth (disaggregated girls/boys/IP/geo area) enrolled as U-Reporters	0	2019: 5000 2020: 15,000 2021: 30,000 2022: 60,000 2023: 100,000	Not stated	Not stated	BARMM
Existence of a functioning provincial child-friendly justice for children system	0	2019: 0 2020: 0 2021: 0 2022: 0 2023: 1	Not stated	Not stated	BARMM
% parents, adolescents, youth in 50 underserved municipalities, with knowledge of positive child protection practices and counter radical narratives.	<20	2019: <20 2020: 20 2021: 30 2022: 50 2023: 80	Not stated	Not stated	BARMM
% of reported cases of GCRVs in BARMM verified and responded to annually (with age and sex disaggregation)	80%	2019: 80% 2020: 80% 2021: 80% 2022: 80% 2023: 80%	Not stated	Not stated	BARMM
% of emergencies in Mindanao affecting over 200,000 population for which Core Commitments for Children (CCC) in child	100%	2019: 100% 2020: 100% 2021: 100% 2022: 100% 2023: 100%	Not stated	Not stated	BARMM

3.2.3 Beneficiaries and stakeholders

The primary beneficiaries of the CP programme 2012-2018 and 2019-2023 are rights holder, including boys and girls and male and female adolescents who have experienced any form of violence: either online or offline; children in conflict with the law; children and adolescents affected by armed conflict and disasters in Mindanao and adolescents advocating for legislative changes.

Mothers, fathers and other caregivers, particularly those targeted or reached through parenting support interventions and efforts to influence social norms are also beneficiaries. Other beneficiaries include community members and staff of child protection services, including social welfare actors, the police, the judiciary, and health care workers.

The CP programme collaborates with a diverse range of government and civil society partners at a national, regional and local government unit levels (for a full list, see Appendix C) to advance the protection of children from harm. At the national level, the DSWD is the lead agency for child protection. In BARMM this function is carried out by the Ministry of Social Services and Development (MSSD).

The Council for the Welfare of Children (CWC) plays a critical role in VAC as does the BARRM Regional CWC. The Juvenile Justice and Welfare Council (JJWC) is also a major partner in the area of children's access to justice, especially in relation to implementation of the recommendations of the 2016 Evaluation of the Children in Conflict with the Law. Other partners include the BARRM Regional Government and local government units in the provinces, cities and municipalities in which the CP programme operates as well as NGOs and civil society organisations who are part of the broader child protection sector.

UNICEF partners with other international development organisations across the broad child protection and international development sector, covering donors, fellow UN agencies, academia, research and policy think tanks. For a full list, see Appendix C.

3.3 Theory of change

While the 2019-2023 programme Theory of Change (TOC) is expressed both visually and in writing in the programme strategy note (see also Figure 10),¹³⁶ there was no evidence of a TOC for the 2012-2016 programme or the 2017-2018 extension.

The child protection deprivation statement in the Philippines is that too many children in the Philippines are experiencing violence at home, schools, in communities and online.¹³⁷ Based on this overarching child deprivation statement, the overall long-term change envisioned is that *“more children and adolescents, particularly the most vulnerable, benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.”* To achieve this change, the CP programme is investing its human and financial resources in a series of pathways of change to create three preconditions. These are:

¹³⁶ UNICEF Philippines, 'Programme Strategy Note for UNICEF Philippines 2019-2023', 2018, p 85.

¹³⁷ Ibid, p70.

- The Philippines' legal, policy, frameworks and institutional practices meet international standards regarding protecting children from violence.
- Children and families will have improved and equitable access to, and use, age-appropriate, gender-sensitive, high-quality child protection prevention and response services linking with multisectoral coordination and efforts especially during emergencies.
- Children, parents, caregivers and communities encourage, support, and practice behaviours and positive social norms that are not violent.

The TOC sets out a number of preconditions and pathways to change for each output and areas for investments and collaboration to achieve the output. These are set out in a table in Annex G.

To deliver these results, the CP programme is using fifteen change strategies. They are:

1. **Research and evidence generation:** The purpose of this change strategy is to use the knowledge generated from two flagship reports which are the on-going National Study on the Online Exploitation of Children and the KidsOnline Survey, to inform and guide upstream policy development work to better protect children from violence.
2. **Strengthen partnerships with government, convene and coordinate partners, and to share critical and innovative knowledge, tools and resources:** The purpose of this change strategy is to strengthen capacity and ensure effective leadership of efforts to address child online protection, including in conjunction with broader efforts to prevent and address child sexual exploitation in offline environments.
3. **Development of strategies that strengthens national commitment to a multisectoral response to VAC:** This change strategy seeks to build on existing gains in building a multisectoral coordinated response to VAC across the WASH, Health, Education and social welfare sectors by leveraging the Philippines expertise as a Pathfinder¹³⁸ country and by ensuring that VAC programmes are aligned with *'INSPIRE: Seven strategies to end violence against children.'*¹³⁹
4. **Build evidence on the effectiveness of existing Parenting Support Interventions:** This change strategy is primarily designed to enable the scale-up of tested and proven parenting support initiatives. It also entails using regional learning and sharing of information and experience, particularly among ASEAN countries.
5. **Build alliances with non-traditional child protection partners:** This change strategy is being deployed to a range of type of partnerships such as Internet Service Providers and financial and remittance centres as part of broader efforts to reduce abuse and exploitation of children online. This work began under the previous country programme.
6. **Support legal and policy reforms:** The purpose of this changer strategy is to address challenges in law enforcement, including providing continued support for child friendly justice systems,

¹³⁸ The Global Partnership to End Violence Against Children promotes the concept of Pathfinding which aims to raise awareness, stimulate leadership commitment, galvanize action, and establish a standard of national violence prevention throughout the world. Currently, 30 countries have joined the partnership as Pathfinders. <https://www.end-violence.org/pathfinding-countries>

¹³⁹ Inspire identifies a select group of strategies that have shown success in reducing violence against children. They are: Implementation and enforcement of laws; Norms and values; Safe environments; Parent and caregiver support; Income and economic strengthening; Response and support services; and Education and life skills. World Health Organisation, *Inspire: Seven Strategies for Ending Violence Against Children.* https://www.who.int/violence_injury_prevention/violence/inspire-package/en/

advocacy around the age of criminal responsibility, and specific attention to the age of sexual consent.

7. **Strengthen gender-sensitive, emergency-resilient, multisectoral Child protection systems with emphasis on regional mechanisms** to better support LGUs, LCPCs and their social welfare and child protection services and linking with health, education and WASH sectors for an integrated approach.
8. **Increase access to justice for children** through improving the family courts system, and diversion programmes and tracking of diversion cases.
9. **Promote public discussion and advocacy on the risk and threat of violence against children** to increase knowledge and skills for the care and protection of children.
10. **Engage the participation of children** on behaviour change strategies for the protection and empowerment of their peers in the use of the Internet.
11. **Training on social norms and VAC** and social mobilization towards desired behaviour change and positive social and gender norms.
12. **Implementation of the Monitoring and Reporting Mechanism on grave violations against children in situations of armed conflict.**
13. **Normalization and prevention efforts regarding the recruitment of children as part of broader peace building efforts.**
14. **Eliciting support and commitment in the implementation of LGUs Annual Investment Plan integrating child protection concerns**, by expanding partnership with national social welfare consortiums, and other similar groups.
15. **Utilize the findings of the evaluation** of the Government-UNICEF Child Protection Programme.

In addition, the UNICEF Philippines Country Office has identified an overarching goal for programme effectiveness which is to ensure that all programme components of the Country Programme are implemented in a 'linked up' manner in both development and humanitarian setting. This includes ensuring in particular, strategic alignment and coherence with UNICEF regional and global priorities and the SDGs. The Programme Outcome to achieve this goal is: Programmes are efficiently designed, coordinated, managed and supported to meet quality programming standards in achieving results for children in development and humanitarian settings.¹⁴⁰ Nine office wide change strategies are being deployed as follows:

1. High-level policy advocacy to influence decision makers;
2. Scaling up tested interventions and innovations for children;
3. Coordination across multiple agencies and levels of government;
4. Evidence generation, analysis, and utilization;
5. Expanding private sector fundraising;
6. Harnessing corporate social responsibility and 'Children's rights and business principles';
7. Planning and working together more with other UN agencies;
8. Gender-responsive programming; and
9. Risk-informed programming.

¹⁴⁰ UNICEF Philippines, 'Programme Strategy Note for UNICEF Philippines 2019-2023, 2018, p90-91.

The CP programme specific and office-wide change strategies fall into two main categories. The first category is change strategies are specific to one or more outputs. The second category of change strategies are cross cutting.

Figure 5: Child protection programme change strategies

#	4 Programme outputs 2019-2023	15 Child protection change strategies	9 Office-wide change strategies for programme effectiveness
1	Child Protection policy and legislation	<ul style="list-style-type: none"> Strengthen partnerships Support legal and policy reforms Increase access to justice for children 	<ul style="list-style-type: none"> High-level policy advocacy to influence decision makers
2	Child protection systems	<ul style="list-style-type: none"> Support the development of strategies that strengthens national commitment to a multisectoral response to VAC Build evidence on the effectiveness of existing Parenting Support Interventions Building alliances with non-traditional child protection partners Elicit support and commitment in the implementation of LGUs Annual Investment Plan integrating child protection concerns 	<ul style="list-style-type: none"> High-level policy advocacy to influence decision makers Harnessing corporate social responsibility and 'Children's rights and business principles'
3	Social change to end VAC	<ul style="list-style-type: none"> Promote public discussion and advocacy on the risk and threat of violence against children Engage the participation of children Support the training on Social Norms and VAC 	<ul style="list-style-type: none"> High-level policy advocacy to influence decision makers Expanding private sector fundraising Evidence generation, analysis, and utilization Harnessing corporate social responsibility and 'Children's rights and business principles' Harnessing corporate social responsibility and 'Children's rights and business principles' Coordination across multiple agencies and levels of government:
4	Child protection in humanitarian action	<ul style="list-style-type: none"> Implementation of the Monitoring and Reporting Mechanism 	<ul style="list-style-type: none"> High-level policy advocacy to influence decision makers Evidence generation, analysis, and utilization

		<p>Cross cutting:</p> <ul style="list-style-type: none"> • Research and evidence generation • Strengthening of gender-sensitive, emergency-resilient, multisectoral Child protection systems 	<p>Cross cutting:</p> <ul style="list-style-type: none"> • Planning and working together more with other UN agencies • Gender-responsive programming • Risk-informed programming • Scaling up tested interventions and innovations for children

The TOC identifies eight assumptions on which the success of the programme depends. They can be grouped under three stakeholder types. In essence, the TOC assumes that the government will provide the required leadership needed to ensure implementation of the child protection response, with the UN working together on cross cutting issues, and with NGOs and Non-state actors playing a substantial role. They are:

The Government will:

1. Continue to acknowledge the need to strengthen the social welfare and child protection system and agree to work with UNICEF to address issues and challenges at the national and local level.
2. Continue to prioritise addressing and preventing VAC.
3. Remain open to cooperate with the UN, including in the implementation of recommendations from the concluding observations of the CRC and SG reports on children and armed conflict in the Philippines.
4. Concur and continue to endorse UN’s negotiation with non-state armed groups for the development and implementation of MRM Action Plans.
5. Continue to collaborate with the UN in implementing support to the communities of disengaged and children at risk of recruitment and use by armed groups.

The UN will:

1. Continue to enjoy a collegial relationship with DND and AFP, will acknowledge the issues raised in the United Nation’s Secretary-General’s Reports, and agree to develop proactive measures through a Strategic Plan with the UN.

NGOs and Non-state actors will:

1. Non-state armed groups will continue to acknowledge the issues raised in the United Nation’s Secretary-General’s Reports on Children and Armed Conflict in the Philippines and agree to develop MRM Action Plans with the UN.
2. NGOs will continue to be impartial in verifying grave violations.

In addition, the TOC identifies three critical risks. They are:

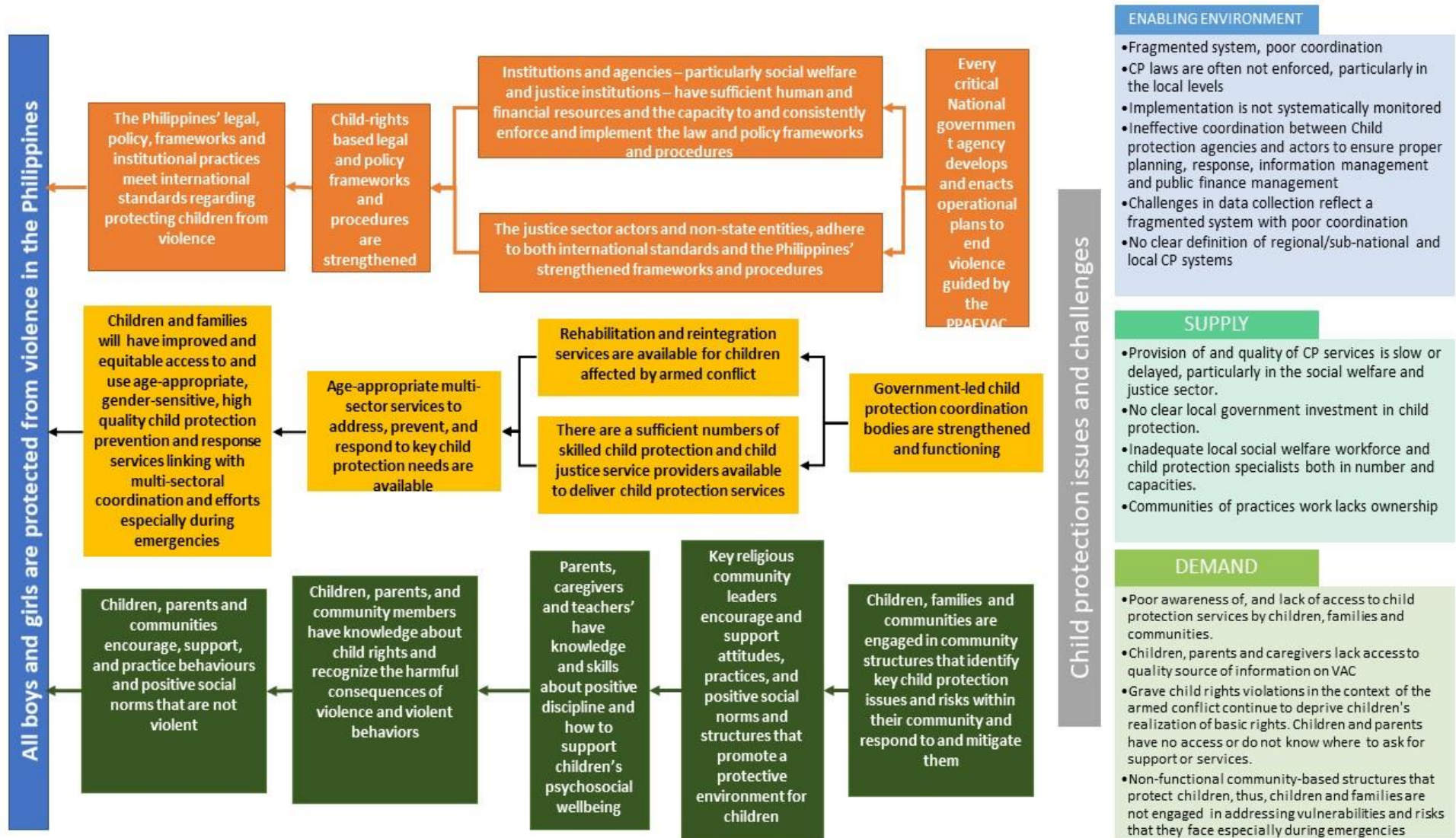
1. Legal limitations on children’s protection rights:

- Lowering the age of minimum criminal responsibility from 15 years of age to 12 or 9 years of age.
 - Prohibition of corporal punishment and promotion of positive discipline.
 - Increasing the age of statutory rape do not pass into law.
2. Government does not invest resources to scale up the number of paraprofessionals in the social welfare workforce and child protection specialists or invest in building the capacity of this workforce.
 3. Reform of federalism may affect the implementation of child protection laws and policies at the local level.

In summary, the CP programme's lines of action and inputs aim to support and strengthen three pillars of work, as expressed in the preconditions, in order to generate the six programme outputs that will contribute to the overall outcome. Firstly, the enabling environment formed by the legal and regulatory framework must be more conducive for child protection, in both development and humanitarian settings. Secondly, the supply of effective and efficient child protection services, including in both development and humanitarian settings, and including specialised VAC services, must be better able to prevent and respond to child protection concerns in a timely and appropriate way. Thirdly, the demand for VAC prevention and response interventions must be strengthened through social and behavioural change, particularly with regards to gender-related norms and behaviours. Through these pillars of work, laws and regulations will be aligned to national policies and international standards, access to child and family welfare services will be improved, the justice system will be more child-friendly, and communities will have an increased understanding of violence against children and how to prevent it.

The programme has several assumptions and risks as highlighted above. In addition, the TOC assumes that crucial terms and concepts are understood, particularly terms such as an 'protective environment' and concepts such as 'child protection' and a 'systems approach'. An additional assumption appears to be that VAC is the main child protection violation in the Philippines. This approach is based on its TOC, the findings of the prioritization exercises and the understanding that VAC is the main driver for other child protection violations. This includes violations relating to children in conflict with the law; child online sexual abuse and exploitation and children affected by armed conflict and in emergencies. A possible danger of this assumption or an unintended consequence, is that child protection, as an international development intervention and a global UNICEF flagship programme, is reduced to a single issue of VAC. In other words, a specific child protection systems response to child protection is replaced by a broader undefined systems response to VAC – albeit a complex and central child protection concern.

Figure 6: Visual representation of the Theory of Change for UNICEF Philippines Child Protection Programme 2019-2023



3.4 Description of interventions

COVID-19 and child protection

As a result of the COVID-19 pandemic, children around the world are facing an increased risk of abuse, violence, exploitation and neglect that are unprecedented in their global reach. Evidence from this pandemic, as well as from previous infectious disease outbreaks such as Ebola, shows that in these situations existing child protection risks are exacerbated, and new ones emerge, from both the disease and from the prevention and control measures put in place to contain it.¹⁴¹

The closure of schools and childcare facilities, increased caregiver stress, and crowded living spaces where families are confined, are contributing to children's heightened risk of violence, neglect, and exploitation. Further, some children are experiencing the death of their caregiver while others are being separated from their families for multiple reasons, including COVID-19 related public health containment measures. As these risks are often hidden within communities, it can become even more difficult to identify vulnerable children without visits or other forms of follow-up by caseworkers under COVID-19-related social distancing measures. Children's sources of support outside of the family, including child protective services, health services and school, are likely to be out of reach for extended periods of time.

In the programme area of area of justice for children, for example, children in confined spaces such as detention facilities are at heightened risk of contracting COVID-19. They are also more vulnerable to neglect, abuse and violence, including gender-based violence (GBV), especially when staffing levels or care are negatively impacted by the pandemic or containment measures. This includes children detained for violations of curfew and movement restriction orders. Children in detention facilities often have inadequate access to clean water and sanitation, nutrition and medical care. These conditions are highly conducive to the spread of diseases like COVID-19.¹⁴²

Against this backdrop, UNICEF country offices are adapting their programme interventions to address the impact of COVID-19 on children. As highlighted below this adaptation has also required the Philippines CP programme to adapt its main interventions.¹⁴³ Examples of key adaptations include the following:

- Rapid Assessment of Child Protection Cases during the pandemic, held in May 2020;
- Crafting of the NCPWG Health, Nutrition and Child Protection Referral Pathway for COVID-19 Emergency;
- Webinar series on Case Management in handling GBV, VAC and OSAEC in May to June 2020;
- In the efforts on OSAEC, UNICEF rolling work plan is centered on enhancing the National Response Plan on OSAEC in collaboration with IACACP;

¹⁴¹UNICEF, 'Access to Justice for Children in the era of Covid-19: Lessons from the Field', New York, 2020. p7-8. <https://www.unicef.org/media/92261/file/Access-to-Justice-COVID-19-Learning-Brief-2021.pdf>.

¹⁴² UNICEF, 'Access to Justice for Children in the era of Covid-19: Lessons from the Field', New York, 2020. p9. <https://www.unicef.org/media/92261/file/Access-to-Justice-COVID-19-Learning-Brief-2021.pdf>

¹⁴³ UNICEF Child Protection's adaptive programming was used as a case study on programme pivot in response to COVID 19

See: <https://www.unicef.org/eap/not-going-back?fbclid=IwAR3g2q9fz4vEHxVL3taYF1YTQZfjLNY1BTdJiVx30XOWnedOiwAX3S9aXvw>

Description of interventions

UNICEF Philippines has focused on delivering results in several programme areas covering child protection legislation and policy, child protection systems and VAC, social change to end VAC, parenting support, and children affected by conflict in BARMM. In 2020, UNICEF scaled-up service delivery efforts in response to the COVID-19 pandemic - an area of programming which was largely absent in the Country Programme. For the 2012-2018, the strategic focus of the CP programme was to improve national and local public sector institutional frameworks based on the assumption that this approach would increase access to well-coordinated child protection services for the most vulnerable children in at least five disadvantaged LGUs. The number of LGUs was increased to ten with the extension of the country programme from 2017-2018. The specific focus of the programme was to provide policy advice, technical assistance and targeted advocacy to address violence against children, including increasing evidence to address online sexual exploitation. For children affected by armed conflict, the priorities were to prevent child recruitment and support disengaged children.

A major child protection intervention entailed expanding support for parenting education through the SCT programme. The Pantawid Pamilya (the 4Ps Conditional Cash Transfer Programme), introduced in 2007, has become the 'cornerstone' of social protection reforms for the country, reaching a total of 9 million children. It has been shown to improve access to health services, keep children in school and has reduced child labour.¹⁴⁴

For 2019-2023, the strategic focus of the CP programme is to support the strengthening of the legal and regulatory child protection framework. Priorities include coordination of the child protection system at national and local levels, and across government departments, with a focus on addressing social norms that encourage and condone VAC. A heightened priority for this country programme is the provision of upstream policy work and strengthening of regional and provincial structures for improved financing and delivery of child protection services. To address social norms that encourage and condone VAC, and as a means for promoting VAC prevention and response, the CP programme is strategically supporting the design of an evidence-based parenting support intervention. Given the multiple protection deprivations faced by children and families affected by armed conflict, including weak capacities of local systems, as well as the increased risks and threats posed by natural hazards, children living in BARMM are a priority rights holder for the CP programme.

The headings used below correspond with the six outputs of the current country programme and are broadly aligned with the focus of the programme for 2012-2018.

Child Protection legislation and policy

Advocacy for an improved legislative and policy enabling environment for children vulnerable to harm is central to UNICEF's work in child protection globally and in the Philippines.

For the 2019-2023 CP programme, output 3.1 is designed to ensure that the legislative and institutional framework is strengthened to better protect girls and boys vulnerable and exposed to violence, abuse, exploitation, and harmful gender norms.

¹⁴⁴ Asian Development Bank. The Social Protection Indicators for Asia: Assessing Progress. 2019. p19. <https://www.adb.org/sites/default/files/publication/516586/spi-asia-2019.pdf>.

For 2020, the CP programme reported that the output was constrained as a result of COVID-19 but were able to provide examples of progress.¹⁴⁵ Specifically, the enabling environment was further strengthened through the formulation of new child protection policies and legislative reforms. UNICEF's work in policy and legislative advocacy led to the formulation of new child protection policies for the Philippine National Police, Department of Information and Communications Technology, and the Department for Education. Engagement with lawmakers contributed to the approval of a draft law to increase the minimum age of statutory rape from 12 to 16 and the drafting of the first Magna Carta for Children.

The three main child protection change strategies deployed to deliver this output were strengthening partnerships; support for legal and policy reforms; and increasing access to justice for children.

To deliver this area of work, the CP programme collaborates with multi partners in the public and private sector. In the area of online protection, UNICEF signed a Memorandum of Understanding with the Australia-New Zealand Chamber of Commerce in September 2020, for the SaferKidsPh Consortium,¹⁴⁶ which was created to raise awareness on OSEAC within the 350 member companies. SaferKidsPh has in turn established ongoing partnerships with telephone companies and is working with Facebook and TikTok to advocate for policies and practices to promote and ensure online safety for children. In partnership with the Child Rights Network, UNICEF conducted a 10-day campaign to end child trafficking, linking such call for accountability with its programme priority of ending child online sexual abuse and exploitation.

Children in conflict with the law

Access to justice for girls, boys, women and men is a fundamental human right and an essential prerequisite for the protection and promotion of all human rights. Children's access to justice is therefore central to UNICEF's global mandate to advocate for the protection of children's rights, in line with the Convention on the Rights of the Child and other international human rights norms and standards.¹⁴⁷

For the 2012-2018 CP programme, the work around justice for children focussed primarily on data collection and monitoring the situation of children, as part of a larger effort to support partners to design and operate a Child Protection Information Management System. Support for the implementation of the Juvenile Justice and Welfare Act 2006,¹⁴⁸ including alternatives to detention was limited.

The context for prioritising children's access to justice in the 2019-2023 CP programme, was the findings of an evaluation on the implementation of the Juvenile Justice Law.¹⁴⁹ This confirmed that implementation of the Law, including significant aspects of the law such as rehabilitation and diversion programmes, was weak and inconsistent. The reach of diversion programmes was found to be limited to a few municipalities and cities, while court-led diversion designed to provide alternatives to detention was not being applied. A further challenge related to the minimum age of criminal responsibility. This is set at 15 in the

¹⁴⁵ UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/001 Child Protection Policy and Legislation', 2021.

¹⁴⁶ SaferkidsPH is a consortium composed of UNICEF, Save the Children, and The Asia Foundation, and supported by the Australian Government. It is a six-year programme that aims to reduce the prevalence of online sexual abuse and exploitation of children in the Philippines by enhancing the child protection system

¹⁴⁷ UNICEF, 'Goal Area 3: Every child is protected from violence and exploitation: Global Annual Results Report 2019', 2020. P61. <https://www.unicef.org/media/76921/file/Global-annual-results-report-2019-goal-area-3.pdf>

¹⁴⁸ Juvenile Justice and Welfare Act, 2006.

¹⁴⁹ Bilog Freddy E, Implementation of the Juvenile Justice and Welfare Act of 2006 (RA 9344): Inputs to Policy Amendments. Asia Pacific Journal of Multidisciplinary Research, Vol. 2, No. 3, June 2014. <http://research.lpubatangas.edu.ph/wp-content/uploads/2014/10/APJMR-Implementation-of-the-Juvenile-Justice.pdf>

Philippines.¹⁵⁰ but there was a move to lower the age to 9 or 12 years as legislators attributed increasing criminality amongst young people to the law's perceived leniency.

The primary partner for this aspect of the CP programme collaborates is the Juvenile Justice and Welfare Council (JJWC).

Child protection systems and VAC

The 2017 evaluation of the country office programme 2012-2018 found that UNICEF was well positioned to provide national leadership on the prevention and response to violence against children. It noted that the CP programmes' support for the design and implementation of the national baseline study on violence against children, which included an extensive literature review on VAC were critical and reflected effective upstream work. It further noted that UNICEF's technical expertise in child protection in the 'digital age will likely be increasingly valued in the Philippines'.¹⁵¹ Accordingly, the CP programme is investing in building national leadership for VAC.

For 2020, the CP programme reported that implementation of output 3.2 is constrained primarily due to COVID-19 and the need to adapt approaches to ensure continuity of service delivery for children and families who cannot access face-to-face services.. UNICEF is also supporting the enhancement of a nationwide network of child protection units (One Stop Centres), in 8 cities and 25 hotspot areas, to facilitate access to multi-disciplinary services for child victims of crime, including through telemedicine. A total of 47 Barangay Violence against Women and Children Desk Officers have been trained on Identification and Frontline Case Management and new triage approaches and reception for patients have been set up to prevent the risk of COVID-19 infections.

Overall, the CP programme reported¹⁵² positive progress has been made in migrating the case management system to a digital electronic platform. The longer-term vision is to align the system with the Primero CPIMS,¹⁵³ and Gender based Violence Information Management System (GBVIMS), commencing in 2021.

The four main child protection change strategies deployed to deliver this output are: support the development of strategies that strengthens national commitment to a multisectoral response to VAC; build evidence on the effectiveness of existing Parenting Support Interventions; building alliances with non-traditional child protection partners; and elicit support and commitment in the implementation of LGUs Annual Investment Plan integrating child protection concerns.

To deliver this output, the CP programme collaborated with a range of agencies including DSWD and the CPN. UNFPA is a major partner for developing a digital case management system.

Child online sexual abuse and exploitation

The context for the inclusion of this child protection violation into the 2018-2023 CP programme is the high rates of cases reported to the DOJ's Office of Cybercrimes (OOC) relating to the online sexual

¹⁵⁰ Juvenile Justice and Welfare Act, 2006, p9.

¹⁵¹ Goss Gilrory Inc, 'Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines', 2017. p34.

¹⁵² UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/002 Child Welfare Systems', 2021.

¹⁵³ Primero is an open-source software platform that helps social services, humanitarian and development workers manage protection-related data, with tools that facilitate case management, incident monitoring and family tracing and reunification. It was developed by UNICEF and partners at the global level.

exploitation of children. The Philippines is ranked amongst the top 10 countries for online sexual exploitation of children.¹⁵⁴

In 2020, through the SaferKidsPH programme, a six-year initiative designed to strengthen investigation, prosecution and adjudication of Online Sexual Abuse and Exploitation of Children (OSAEC) cases and increase access to protection and better quality of services for victims, UNICEF has been able to respond to COVID-19 by significantly scaling-up information dissemination activities through campaigns and engagement with the private sector. UNICEF is also developing policy briefs for Congress to influence legislative reforms on OSEAC and coordinating with the Department of Information and Communication Technology the development of the Child Online Safeguarding Policy.

Social change to end VAC

For the 2019-2023 CP programme, output 3.3 is designed to ensure that the Filipino public are more informed and equipped to engage Government to call for its commitment and action to eliminate all forms of violence against children.

For 2020, the CP programme reported that the output is on track and provided the following examples of progress.¹⁵⁵ Specifically, more than 750,000 individuals were reached through information disseminated on VAC prevention and access to services, using online and offline platforms. In addition, the CP programme invested in building the capacity of partners on Communication for Development (C4D) programming was enhanced, while youth members were mobilized to document their experiences during the pandemic as well as to engage in youth-led calls to end VAC.

UNICEF is providing technical support to the Council for the Welfare of Children (CWC) in the drafting of the Advocacy and Communication Strategy to support the implementation of the PPAeVAC. It is hoped that the plan will be approved by the CWC Board in early 2021. As part of this initiative and in collaboration with the Juvenile Justice and Welfare Council and the Commission on Human Rights, UNICEF is strengthening local capacity in Communication for Development (C4D), Risk Communication and Community Engagement.

A focus for this area of work, is supporting adolescents and young people to mobilise their peers and advocate for greater awareness on the right of children to be protected from violence. SaferKidsPH also provide support to this piece of work, underscoring collaboration across outputs.

The three main child protection change strategies being deployed to deliver this output are: promote public discussion and advocacy on the risk and threat of violence against children; engage the participation of children; and support the training on Social Norms and VAC.

To deliver this area of work, the CP programme collaborates with the National Child Protection Working Group as well as the established partnerships with government agencies, including CWC, JJWC, CRN, CHR, UNFPA, DSWD, and UN agencies, including UNFPA and UNHCR.

¹⁵⁴ UNICEF Philippines. (2018) Programme Strategy Note for UNICEF Philippines 2019-2023. p69.

¹⁵⁵ UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/003 Social Change to End VAC', 2021.

Parenting

For the 2019-2023 CP programme, output 3.4 is designed to ensure that the Government has strengthened coordination mechanisms and approaches to enhance the capacities of parents and caregivers to practice behaviours and demonstrate attitudes which help children and adolescents to learn, thrive and be protected from violence.

For 2020, the CP programme reported that the output is on track and provided the following examples of progress.¹⁵⁶ Most importantly, the contextualization and rollout of the Masayang Pamilya (MaPa) parenting resources, which was adapted from the WHO global Parenting Lifelong Health,¹⁵⁷ commenced. Parenting for Lifelong Health (PLH) is a suite of evidence-based parenting programmes to prevent violence in low-resource settings. The main MaPa parenting tips were translated into seven local languages and disseminated to 70,000 parents, social workers and other service providers through webinars, radio, and social media with the goal of protecting children from abuse, neglect and exploitation in the home and community. Efforts are underway to scale-up the implementation of MaPa by integrating it into the Conditional Cash Transfer Programme.

To deliver this output, the CP programme is collaborating with a range of government, academic and civil society organizations. They include the Department of Social Welfare and Development, the Ateneo de Manila University and the Child Protection Network.

Child protection from conflict

The context for the inclusion of this child protection violation in the CP programme is the impact of armed conflict on children and the work mandated to UNICEF by the UN Security Council. This stream of UNICEF's work encompasses the activation of local child protection networks, advocating for government forces to adopt their own monitoring system and the provision of support for better legislation for children affected by armed conflict.

For the 2019-2023 CP programme, output 3.5 is designed to ensure that children and adolescents affected by disasters and those affected by armed conflict, particularly in Mindanao are increasingly able to access critical multi-sectoral, gender/conflict/ culturally sensitive and child focused programmes.

For 2020, the CP programme reported that this output is on track and provided the following examples of this progress.¹⁵⁸ Specifically, as part of the COVID-19 response, more than 25,000 individuals were reached with mental health and case management support. A further 5,000 children were able to access Child Friendly Spaces as part of the response to Typhoons Goni and Vamco.¹⁵⁹

Given the ongoing threats to the safety and wellbeing of children, UNICEF restarted its engagement with the Armed Forces of the Philippines (AFP) to promote the State's compliance with the protection of children in conflict-affected areas and gained their commitment to formulating a strategic plan to prevent and respond to grave conflicts. The goal of this effort is to reduce the number of grave violations

¹⁵⁶ UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/004 Holistic Parenting', 2021.

¹⁵⁷ World Health Organisation, Parenting for Lifelong Health: A suite of parenting programmes to prevent violence. <https://www.who.int/teams/social-determinants-of-health/parenting-for-lifelong-health>.

¹⁵⁸ UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/005 Child Protection Humanitarian Action', 2021.

¹⁵⁹ On November 1, 2020 Typhoon Goni made landfall in the Philippines and is the strongest typhoon to hit the country that year. Just over a week later, Typhoon Vamco made landfall becoming the fifth tropical storm to reach the country in a three-week period.

committed by the State and increase accountability and compliance with national and international child protection standards.

As part of the Inter-Agency Committee on the Children in Situations of Armed Conflict, UNICEF supported the preparation of a Protocol to provide special protection to children against all forms of abuse, violence, discrimination and other conditions harmful to their development. The protocol also contains measures to prevent the recruitment, re-recruitment, use, displacement of, or grave child rights violations against, these children. It was developed with the Department of National Defense, Australian Federal Police, Commission on Human Rights, DepEd, and Council for the Welfare of Children.

The main child protection change strategy being deployed to deliver this output is the implementation of the Monitoring and Reporting Mechanism.

To deliver this area of work, the CP programme collaborates with the UN Inter-Cluster Coordination Group, which is managed by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). The focus of this collaboration is the response to COVID-19 and the response to typhoons and other disasters. UNICEF chairs the Preventing Sexual Exploitation and Abuse (PSEA) Task Force and provides the secretariat for the UN country taskforce on Monitoring and Reporting grave violations. Additional partnerships are with the Child Protection emergency sub-cluster, and the Inter-Agency Committee on Children and Armed Conflict, both managed and overseen by the National Council for the Welfare of Children.

Peace building and child protection in BARMM

Peace building and child protection have been a UNICEF child protection priority for more than a decade. Replacing the Autonomous Region in Muslim Mindanao (ARMM), the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) was established in 2019 by the Bangsamoro Organic Law. This Law was passed following two legally binding referendums on the region's future on January 21st and February 6th 2019. The creation of BARMM was the result of several years of internationally brokered peace talks, after almost five decades of armed conflict in the region between the Government of the Philippines and several overlapping, yet distinct, armed groups fighting for independence for the Moro peoples.

For the 2019-2023 CP programme, output 3.6 is designed to ensure strengthened capacities of the child protection system (services, families and communities) to protect at-risk children and adolescents in BARMM.

For 2020, the CP programme reported that this output is constrained, primarily because the in-depth review of the Child Protection System was postponed to 2021 due to COVID-19. Reported progress in other areas included¹⁶⁰ a follow-up assessment of 730 children of the 1,869 children disengaged in 2016-2017 from the non-state group Moro Islamic Liberation Front (MILF), which found that none of the have re-associated with any of the armed groups. The CP programme reported that 11 of the 16 grave violations were verified, which highlighted the continued risks to children.

As part of the focus on strengthening positive social norms, child protection and broader child rights, messages were included in sermons/Khutba reaching over 98,478 people. Regular weekly use of polls on

¹⁶⁰ UNICEF Philippines, 'RAM Report: Output: 3420/A0/06/003/006 Peacebuilding and child protection', 2021.

U-report saw approximately 8,000 adolescents and youth voicing their ideas and issues. In response to COVID-19. A

In partnership with Ministry of Social Services and Development-BARMM, UNICEF also supported the provision of Emergency Cash Transfers to 1,000 families with young children.

3.5 Relevant human rights, equity and gender equality issues

At the global, regional and country office level, UNICEF is guided by a mutual commitment to the core values and standards of the Convention of the Rights of the Child, the Convention on the Elimination of all Forms of Discrimination Against Women and other international treaties and conventions ratified and acceded to by the GPH.

At the CP programme level, a range of approaches are deployed to promote human rights, equity and gender equality. Under both the 7th and 8th programme cycles, the programme was explicitly designed to target the most vulnerable children in the Philippines, as reflected in its logical frameworks. The 2012-2018 CP programme outcomes were focussed on the *most vulnerable children in the most deprived regions*. Similarly, the overall outcome of the 2019-2023 programme is focussed on ensuring more children and adolescents, *particularly the most vulnerable* benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.

The country office wide approach to gender equality¹⁶¹ consists of a range of core measures. These measures include using sex-disaggregated data to inform programming and promoting gender-responsive policies. The country office seeks to generate evidence on how policies impact on girls and boys differently and to ensure that services are adapted to address the different needs of girls and boys. This is part of a larger effort to eliminate gender-discriminatory roles and practices and engage men and boys, mothers and fathers, and girls in addressing the root causes of gender-based discrimination and violence.

At the CP programme level, the gender sensitive focus of the programme's design is more explicitly stated in the 2019-2023 programme, which disaggregates children by gender across all outputs as well as the programme's overall outcome. In addition, one of the CP programme change strategies is designed to strengthen gender-sensitive, emergency-resilient, multisectoral child protection systems. Further, the SaferKidsPH Consortium, which is a six-year programme that aims to reduce the prevalence of online sexual abuse and exploitation of children has a specific strategy on gender, disability and social inclusion and PSEA has been mainstreamed.

As is described in further detail below, the evaluation will reflect on the degree to which UNICEF's programme has effectively promoted gender equality, equity and human rights.

¹⁶¹ UNICEF Philippines, 'CPAP 2019-2023' March 2020, p14.

4. PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

4.1 Purpose of the Evaluation

As set out in the Terms of Reference (TOR), the purpose of the formative evaluation is to “inform the Philippine Country Office (PCO) midterm review of its Child Protection Programme and strategic approaches in 2021, its partnerships with the government, particularly the development/review of rolling workplans, and its advocacy approaches to influence government’s policies, strategies, fund allocations, and programme priorities to protect the Filipino children from violence.” The evaluation has two aims. The first is to assess the relevance, coherence, effectiveness, efficiency, and sustainability of the Child Protection Programme for a four-year period covering the last two years of the 7th Country Programme (2017-2018) and first two years of the 8th Country Programme (2019 to 2020). The second is to “identify lessons learned and make recommendations that can be used by UNICEF and government for future child protection interventions in the country.”¹⁶²

As per the TOR, the end users of the evaluation include a range of primary and secondary audiences. Primary users include decision makers within UNICEF and the GPH, including the BARMM Regional Government and technical experts across UNICEF and relevant government departments with a mandate or related function for the protection of children from harm, including specialist coordination bodies and other agencies such as the Juvenile Justice and Welfare Council (JJWC). Secondary users include the broader development sector, including donors, sister UN agencies, the Human Rights Commission, civil society, academia, research and policy think tanks. It is intended that the knowledge generated, including lessons learned, will be of value to other UNICEF country offices, UNICEF regional offices and UNICEF headquarters and contribute to a growing body of global evidence about what works in protecting children from harm.

In addition to this, the evaluation will hold UNICEF accountable for contributing to child protection outcomes for children (or failing to do so) in the Philippines since 2017. Finally, by examining, collecting and analysing credible evidence, this evaluation will help to clarify the changes in child protection in the Philippines that have been brought about by UNICEF’s child protection programme, and whether the programme has the right strategic focus to contribute to the development of child protection in the Philippines going forward. In order to reflect on the programme’s strategic approach, the Evaluation Team will consider the assumptions contained in the child protection theory of change included in the ‘Programme Strategy Note for UNICEF Philippines 2019-2023.’¹⁶³

The table below shows the primary and secondary audience of the evaluation and the intended use of the results.

Figure 6: Audience of the evaluation and intended use of the evaluation

Audience of the evaluation	Intended use of the evaluation
Primary audience	

¹⁶² UNICEF Philippines, Request for Proposals for Services: LRPS-2020-9161742: Evaluation of UNICEF Philippines’ Child Protection Programme from 2017 to 2020, 28 September 2020, p3.

¹⁶³ UNICEF Philippines, ‘Programme Strategy Note for UNICEF Philippines 2019-2023’, 2018, p67-86.

UNICEF Philippines Country Office (PCO)	UNICEF will use the evaluation in order to inform the Mid-term Review of the GPH-UNICEF 8th Country Programme particularly the refinement of the Child Protection Programme and its strategies. In addition, UNICEF will use the evaluation to inform PCO partnerships with the government, particularly the development and review of rolling workplans. UNICEF will draw upon the findings of the evaluation to inform PCO in its advocacy approaches to influence government policies, strategies, and funding priorities in strengthening child protection systems in the country.
Department of Social Welfare and Development (DSWD), BARRM Ministry of Social Services and Development (MSSD)	The evaluation will allow UNICEF's government counterparts, particularly the DSWD, and BARRM MSSD to make strategic adjustments on areas of collaboration that need to be continued, accelerated, deaccelerated or suspended. Both the PCO and the DSWD will be able to use the evaluation to implement strategies to ensure the provision of high-quality technical assistance from DSWD to Regional DSWD including BARRM MSSD and LGUs.
Council for the Welfare of Children (CWC), BARRM Regional CWC, Commission on Human Rights (CHR)	The evaluation will inform PCO, CHR, CWC, and BARRM Regional CWC on areas of collaboration that need to be continued, accelerated, deaccelerated or suspended to ensure the effective inter sectoral coordination of the End Violence Against Children agenda
Juvenile Justice and Welfare Council (JJWC)	The evaluation will inform PCO and JJWC planning and programming for the rest of the Country Programme, including engagement at the local government level to accelerate the implementation of the Juvenile Justice Welfare Act. The evaluation will also validate the Evaluation Response Plan undertaken pursuant to the 2015 CICL Evaluation recommendations which shaped the programme on justice for children for UNICEF from 2016 to present.
BARRM Regional Government	The evaluation will inform both PCO and BARRM Regional Government on areas of collaboration that need to be continued, accelerated, de-accelerated or suspended.
Secondary audience	
UNICEF Country Offices in similar contexts; UNICEF Regional Office and HQ	UNICEF Country Offices in similar contexts, UNICEF Regional Office and UNICEF HQ, will be able to use the new knowledge generated by the evaluation, including lessons learned, to inform local, regional and global strategic approaches to evidence based child protection programming.
Development agencies working in the Philippines Child Protection Sector	Development agencies working in the Philippines Child Protection Sector will be able to use the new knowledge generated by the evaluation, including lessons learned, to inform decision making

	in child protection. This knowledge will also contribute to joint multi-stakeholder advocacy efforts for the adoption of coherent approaches.
Civil Society Organizations working in the Philippines Child Protection sector	<p>Civil Society Organizations working in the Philippines Child Protection sector will be able to use the lessons learned and broader findings of the evaluation to shape their programme interventions. In addition, the results from the evaluation will provide evidence on the usefulness of the Child Protection Programme for development partners and private sector organisations who have supported the programme since 2017.</p> <p>Based on the findings from the evaluation, development partners and private sector partners will be able to hold UNICEF accountable against its programming commitments and results presented progress reports, and to reflect on their allocation of budget resources for child protection programming going forward. UNICEF Philippines CSO and NGO implementing partners will be able to scale up and mainstream the good practices identified during the evaluation and address any weakness that emerged in the course of the analysis.</p>

4.2 Evaluation objectives

As set out in the TOR, the purpose of this formative evaluation is to inform the PCO midterm review of its Child Protection Programme and strategic approaches in 2021, its partnerships with the government, particularly the development/review of rolling workplans, and its advocacy approaches to influence government policies, strategies, fund allocations, and programme priorities to protect the Filipino children from violence.

The evaluation aims to:

1. Assess the relevance, coherence, effectiveness, efficiency, and sustainability of the Child Protection Programme component of the GPH-UNICEF 7th [and the GPH-UNICEF 8th]¹⁶⁴ Country Programme for the last four years (Jan 2017- Dec 2020); and
2. Identify lessons learned and make recommendations that can be used by UNICEF and government for future child protection interventions in the country.

4.3 Evaluation scope

Thematic scope

The scope of the evaluation is limited to two distinct but overlapping Child Protection Programmes covering the last two years of the 7th Country Programme (2017-2018) and the first two years of the 8th Country Programme (2019 to 2020) of the Child Protection Programme component of the GPH-UNICEF

¹⁶⁴ The text in brackets has been included as it is assumed that its omission in the ToR was an error.

Country Programme. The knowledge, data and information generated through the evaluation is to support learning and decision-making that will in turn support better child protection outcomes for children in the future. By collecting and analysing credible evidence, the evaluation will be able to clarify the degree to which the programme has contributed to changes in the field of child protection in the Philippines and to determine whether UNICEF is taking the right strategic focus: one that will enable it to contribute to the development of the Philippines's child protection and social welfare systems in the future.

The scope of the evaluation covers one programme outcome and three outputs for 2017-2018 and one outcome and six outputs for 2019-2020, along with nine office-wide change strategies implemented at the national level and in the UNICEF focus Local Government Units (LGUs).

The programme intervention areas:

1. Child protection policy and legislation;
2. Child protection systems;
3. Social change to end VAC;
4. Parenting;
5. Children in emergencies; and
6. Child protection systems strengthening in BARMM.

The nine office-wide change strategies are:

1. High-level policy advocacy to influence decision makers;
2. Scaling up tested interventions and innovations for children;
3. Coordination across multiple agencies and levels of government;
4. Evidence generation, analysis, and utilization;
5. Expanding private sector fundraising;
6. Harnessing corporate social responsibility and 'Children's rights and business principles';
7. Planning and working together more with other UN agencies;
8. Gender-responsive programming; and
9. Risk-informed programming.

In addition to this, the evaluation will consider linkages between child protection programming and other components of the Philippines Country Programme that relate to child protection, namely: Survive and thrive; Quality and inclusive lifelong learning; Social policy and governance; and specific focus areas such as communications for development and youth participation. This will include the integration of core messages on the prevention of violence against children and response to such violence in the health, education and WASH sectors as part of the broader office wide support of a multisectoral response to VAC.¹⁶⁵

It is noted that the evaluation will not include UNICEF's emergency response programming; however, Child Protection emergency preparedness will be included in terms of risk and evidence informed strategy, programmatic priorities and resources, including staff and capacity. Ongoing child protection emergency recovery programmes in the UNICEF focus LGUs will also be included.

¹⁶⁵ UNICEF Philippines, Country Programme Document 2019-2023, p8.

Geographical scope

UNICEF aims to balance efforts to influence service delivery (i.e., downstream activities) and to influence the enabling environment (i.e., upstream activities). Accordingly, the geographical scope of the evaluation covers upstream' (national) work / focus and the 'downstream' / (local) work focus (though the local work supports the upstream approach also. It includes UNICEF's focus Local Government Units (LGUs) for child protection which are the four cities of Angeles, Valenzuela, Cagayan de Oro, and Zamboanga in the two provinces of Northern Samar and Western Samar and BARMM.

Chronological scope

The chronological scope of the evaluation is limited to two distinct but overlapping Child Protection Programmes covering the last two years of the 7th Country Programme (2017-2018) and the first two years of the 8th Country Programme (2019 to 2020).

Finally, the evaluation will seek to establish the contribution of the UNICEF Child Protection Programme in the achievement of national level results and the effectiveness of the programme in achieving its desired results at outcome and output levels, noting that for a range of reasons, the evaluation will not seek to establish the impact of the programme interventions (for more detail, see section X, 'evaluation criteria and questions').

5. EVALUATION CRITERIA AND QUESTIONS

The evaluation will seek to generate evidence in relation to 5 of the 6 evaluation criteria of the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC), namely: relevance, coherence, effectiveness, efficiency and sustainability.

As specified in the ToR, the evaluation will not seek to establish the impact of the programme interventions. The stated reason for this is that the complexity of the Child Protection programme and the multiple partners working on the programme make it difficult to assess impact. The complexity of the programme, its national / system-wide focus and the involvement of multiple partners also creates challenges in assessing UNICEF's attribution to results achieved. However, to the extent possible, the evaluation will seek to establish the contribution of the UNICEF Child Protection Programme in the achievement of national level results and the effectiveness of the programme in achieving its desired results at outcome and output levels (assessment of attribution is discussed further in the methodology section).

In addition to these criteria, the evaluation methodology will incorporate UNICEF's guiding principles of gender, human rights and equity. A set of research questions in relation to each of these criteria is set out below. These have been developed to meet the aims outlined above. They are broadly in line with the questions contained in the ToR, but have been adjusted, refined and reordered during the inception phase:

Relevance

This set of questions is designed to determine the extent to which the UNICEF Child Protection Programme is suited to the needs, priorities and policies of relevant national stakeholders, LGUs, and beneficiaries.

- To what extent are the objectives, pre-conditions, pathways, change strategies/approaches and implementation modalities of the Child Protection Programme (still) valid and respond to the current needs, priorities and policies of the relevant national and sub-national stakeholders, and rights holders?

Coherence

This set of questions is designed to determine the compatibility of the Child Protection Programme interventions with other priorities and interventions in the country, in the Child Protection sector.

- To what extent is the PCO Child Protection Programme aligned with the Philippine Development Plan, and the SDGs?
- To what extent is the Child Protection programme consistent with other actors' interventions in the same context? This includes complementarity, harmonization and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.

Effectiveness

This set of questions is designed to determine the extent to which the Child Protection Programme attains its objectives.

- To what extent were the desired results of the Child Protection Programme (UNICEF Output level) achieved?
- To what extent and which change strategies contributed to achieve CP Programme results?

- What were the major factors influencing the achievement or non-achievement of UNICEF Output results?

Efficiency

This question is designed to determine the measurement of the Child Programme outputs in relation to the inputs and whether it used the least costly resources possible in order to achieve the desired results.

- To what extent is the Child Protection Programming approach efficient in achievement of desired results in terms of resource utilization and timely delivery?

Sustainability

This set of questions is designed to determine whether the benefits of the Child Protection Programme are likely to continue after UNICEF support has been withdrawn.

- To what extent are the activities and results of the Child Protection Programme likely to continue after UNICEF support has ceased?
- What are the major factors which influence the achievement or non-achievement of sustainability?

Gender, equity and human rights

- To what extent were gender, equity and human rights principles integrated into the design, implementation and monitoring of the child protection programme?¹⁶⁶

5.1 Evaluation matrix

The analytical framework for the evaluation will be driven by the evaluation criteria and questions set out above. The evaluation team's approach to answering these is contained in the evaluation matrix below, which sets out the specific information (indicators and sub questions) which is necessary to answer the evaluation questions, and methods and data sources for measuring / answering these. The evaluation matrix informed the development of the methodology for the evaluation and will guide analysis. Specifically, the evaluation matrix contains:

- The research questions the evaluation will attempt to answer (across the evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability and gender, equity and human rights);
- Qualitative and quantitative indicators which emerge from / relate to the evaluation questions;
- Data sources for answering research questions and measuring indicators; and
- And any limitations in data or the ability of researchers to analyse it.

Existing data sources include: Existing administrative and survey data; raw case data (including case files); programme documents (including baseline information, assessments and studies, programme strategy notes, annual reports and work plans, donor reports, programme materialsetc; relevant laws and policies; literature and evidence on child protection in the Philippines.

¹⁶⁶ This question is overarching / cross-cutting and we suggest that relevant findings and analysis be integrated throughout the evaluation report to avoid repetition and enrich analysis.

Primary data collection methods include: Key informant interviews; life history interviews; file reviews; focus group discussions; stakeholder survey (more details on these are contained within the methodology section 6, below).

Figure 7: Evaluation Matrix

Evaluation questions	Sub Question	Indicators / Measures	Data collection methods	Data analysis technique	Data sources
Relevance					
EQ 1. To what extent are the objectives, pre-conditions, pathways, change strategies/approaches, implementation modalities of the Child Protection Programme, (still) valid and respond to the current needs, priorities and policies of the relevant national and sub-national stakeholders, and rights holders?	EQ 1.1 To what extent are the objectives, pre-conditions, pathways, change strategies/approaches, implementation modalities of the Child Protection Programme, (still) valid and respond to the current needs, priorities and policies of the relevant <i>national stakeholders</i> ?	- (Number and type of) instances where CP programme objectives, approaches and interventions reflect national priorities on VAC prevention and response (<i>qualitative</i>); - Degree to which national priorities on VAC prevention and response are prioritised ¹⁶⁷ in the CP programme (low priority/medium priority/high priority) (<i>qualitative</i>).	Document review; Key informant interviews (national)	Thematic analysis (content analysis, thematic coding); Descriptive analysis of programme strategies and design and results achieved (as captured by indicators).	- Programme documents setting out programme’s strategic approach and Theory of Change (particularly the Child Protection Programme Strategy Note of December 2018); - Programme materials including websites and social media platforms; - Philippines National Development Plan - GoP Policies and Strategies on VAC and Child Protection; - UNICEF Strategic Plans; - Key informant interviews with government counterparts, UNICEF staff members and implementing partners.
	EQ 1.2 To what extent are the objectives, pre-conditions, pathways, change strategies/approaches, implementation modalities of the Child Protection Programme, (still) valid and respond to the current needs, priorities and policies of the relevant <i>sub-national stakeholders</i> ?	- (Number and type of) instances where CP programme objectives, approaches and interventions reflect priorities on VAC prevention and response for sub-national governments in UNICEF programming areas (<i>qualitative</i>); - Degree to which sub-national government priorities in UNICEF programming areas on VAC prevention and response	Document review; Key informant interviews (national and sub-national)		

¹⁶⁷ Level of priority will be measured by assessing emphasis placed on a particular programme component (resources and attention devoted to it, whether it is viewed as important by stakeholders, etc).

		are prioritised ¹⁶⁸ in the CP programme (low priority/medium priority/high priority) (<i>qualitative</i>).			
	EQ 1.3 To what extent are the objectives, change strategies/approaches, implementation modalities of the Child Protection Programmes, still valid and respond to the current needs, priorities and policies of the relevant <i>rights holders</i> ?	<p>- (Number and type of) instances where CP programme objectives, approaches and interventions reflect needs of rights holders on VAC prevention and response (<i>qualitative</i>);</p> <p>- Degree to which where CP programme objectives, approaches and interventions reflect priorities of rights holders on VAC prevention and response (<i>qualitative</i>), including:</p> <ul style="list-style-type: none"> ○ Extent to which CP programme objectives, approaches and interventions are based on robust evidence (<i>qualitative</i>); ○ Level of active participation reported by beneficiaries and services providers (<i>qualitative</i>); 	Literature review; Document review; Key informant interviews (national and sub-national); Beneficiary interviews.	Thematic analysis (content analysis, thematic coding, grounded theory) Descriptive analysis of beneficiary demographic profiles (frequencies).	<p>- Programme documents setting out programme’s strategic approach and Theory of Change (particularly the Child Protection Programme Strategy Note of December 2018);</p> <p>- Programme materials including websites and social media platforms;</p> <p>- UNICEF Strategic Plans;</p> <p>- Data and analysis on VAC and CP in the Philippines (analysis of existing data sets (e.g. DHS) to identify need;</p> <p>- Monitoring data on delivery of prevention and response services;</p> <p>- Qualitative interviews with children and adolescents, case workers/service providers, family members, caretakers;</p>

¹⁶⁸ Level of priority will be measured by assessing emphasis placed on a particular programme component (resources and attention devoted to it, whether it is viewed as important by stakeholders, etc).

		<ul style="list-style-type: none"> ○ Number¹⁶⁹ and type of examples where activities / interventions / services have incorporated feedback from beneficiaries, particularly (vulnerable) children adolescents (<i>qualitative</i>). 			<ul style="list-style-type: none"> - Case file reviews; - Key informant interviews with government counterparts, UNICEF staff members, implementing partners and beneficiaries.
Coherence					
EQ 2. To what extent is the PCO Child Protection Programme aligned with the Philippines Development Plan (PDP) and the SDGs?	EQ 2.1 To what extent is the CP Programme aligned with the PDP?	<i>(see above, EQ 1.1)</i>	<i>(see above, EQ 1.1)</i>	<i>(see above, EQ 1.1)</i>	<i>(see above, EQ 1.1)</i>
	EQ 2.2 To what extent is the CP Programme aligned with the SDGs?	- (Number and type of) instances where CP programme approaches and interventions reflect SDGs	Document review; Key informant interviews.	Thematic analysis (content analysis, thematic coding)	<ul style="list-style-type: none"> -SDGs; - Programme documents setting out programme’s strategic approach and Theory of Change (particularly the Child Protection Programme Strategy Note of December 2018); - UNICEF Strategic Plans; - UN planning documents; - Key informant interviews with government

¹⁶⁹ We will describe examples of programme interventions that have incorporated feedback from beneficiaries, but do not necessarily expect to report on this numerically in the evaluation.

					counterparts, UNICEF staff members, implementing partners and beneficiaries.
EQ 3. To what extent is the CP Programme consistent with other actors' interventions in the same context? (Including complementarity, harmonisation and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort)	EQ 3.1 To what extent has the CP Programme been informed by and consistent with the interventions of child protection development actors?	- Type of UNICEF commitments made to development agencies working in the Philippines Child Protection Sector (<i>qualitative</i>); - Degree to which the strategic priorities of development agencies working in the Philippines Child Protection Sector have been prioritised ¹⁷⁰ in the CP programme (low priority/medium priority/high priority) (<i>qualitative</i>). - Degree to which the CP Programme is consistent with the priorities and activities of development partners working on child protection (<i>qualitative</i>).	Document review; Key informant interviews.	Thematic analysis (content analysis, thematic coding, grounded theory); Descriptive analysis of programme strategies and design against analysis of priorities and activities of key development partners.	- UNICEF's programme and planning documents; - UN planning documents - Planning documents of development agencies working in the Philippines Child Protection Sector - Key informant interviews with UNICEF staff, development partners and government counterparts.
	EQ 3.2 To what extent has the child protection programme complemented / added value to the efforts of other development partners?	- Degree of complementarity between UNICEF and UNICEF CP Programme and other child protection development partners (<i>qualitative</i>).	Document review; Key informant interviews.		
	EQ 3.3 To what extent has the child protection programme duplicated or detracted from the efforts	- Degree of duplication between UNICEF and UNICEF CP Programme and other child protection development partners (<i>qualitative</i>).	Document review; Key informant interviews.		

¹⁷⁰ Level of priority will be measured by assessing emphasis placed on a particular programme component (resources and attention devoted to it, whether it is viewed as important by stakeholders, etc).

	of other development partners?				
Effectiveness					
EQ 4. To what extent were the desired results of the Child Protection Programme achieved on the protection of girls and boys (covering six programme areas/ou[uts] as per the country programme documents and subsequent annual work plans? To what extent and how can the results be attributed to the Child Protection Programme (i.e., UNICEF's contribution)? What were the major factors influencing these results? NOTE that we have merged the three 'effectiveness' questions from the TOR into one as they are quite dependent / connected and, in our view, would best be considered under one overarching question.	EQ 4.1 To what extent did the Child Protection Programme's interventions contribute to the intended results on the reform of child protection policy and legislation? <ul style="list-style-type: none"> ○ Results achieved; ○ Change strategies; ○ UNICEF contribution. 	<ul style="list-style-type: none"> - Results achieved¹⁷¹ on the reform of policy and legislation at national and sub-national level in line with (<i>qualitative and quantitative</i>); - Number and type of adjustments and changes to policy, institutional and legal framework in the Philippines made during the implementation of the programme and which relate to UNICEF's advocacy efforts (<i>qualitative</i>); - Any remaining gaps between the policy, institutional and legal framework in the Philippines and the UNCRC (including its optional protocols) (<i>qualitative</i>); - Change strategies utilised (<i>qualitative</i>); - Partnerships utilised (<i>qualitative</i>); - Degree to which UNICEF's change strategies contributed to these / nature of UNICEF's contribution (e.g., were changes a result of UNICEF advocacy, technical support, use of relevant change strategies, etc and how did 	Document review; Key informant interviews; Service provider survey.	Legal analysis of the Philippines' legal and institutional framework as compared to international and regional standards; Thematic analysis (content analysis, thematic coding, grounded theory); Inferential analysis to determine underlying factors associated with particular outcomes.	<ul style="list-style-type: none"> - International laws on child protection; Philippines child protection laws, policies and guidance; - UNICEF Country Programme Documents (2012 – 2018 and 2019 – 2023) and annual work plans (2017 – 2020); - Government administrative data on child protection services (disaggregated by gender, age, type of case, outcome, etc); - Key informant interviews (at national, regional and local levels); - Focus group discussions; - In-depth interviews; - Service provider (SP) survey.

¹⁷¹ See results under CPD 2012-2018 Output 3 and under CPD 2019-2023 Output 3.1.

		UNICEF technical support influence outcomes) (<i>qualitative</i>).			
	<p>EQ 4.2 To what extent did the Child Protection Programme’s interventions contribute to the intended results on child protection system strengthening?</p> <ul style="list-style-type: none"> ○ Results achieved; ○ Change strategies; ○ UNICEF contribution. 	<ul style="list-style-type: none"> - Results achieved¹⁷² on strengthening of child protection system; - Number and proportion of intended results that have been achieved; - Degree to which child protection system and services are provided in line with best practice in UNICEF programming areas (<i>qualitative and quantitative</i>); - Degree to which services provided effectively addressed underlying protection needs and resolved cases in UNICEF programming areas (<i>qualitative</i>); - Change strategies utilised (<i>qualitative</i>); - Partnerships utilised (<i>qualitative</i>); - Changes in child protection system and service provision resulting from UNICEF support (<i>qualitative and quantitative</i>); - Changes in outcomes of child protection services resulting from UNICEF support (<i>qualitative and quantitative</i>). - Degree to which UNICEF contributed to these / nature of UNICEF’s contribution (e.g. were changes a result of 	<p>Document review; Key informant interviews (national, regional and local); In-depth beneficiary interviews; Case file reviews; Service provider survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory); Descriptive analysis of beneficiary profiles (frequencies); Inferential analysis to determine underlying factors associated with particular outcomes; Comparative analysis of results in intervention and non-intervention sites.</p>	<ul style="list-style-type: none"> - International guidance and best practice on child protection system strengthening - UNICEF Country Programme Documents (2012 – 2018 and 2019 – 2023) and annual work plans (2017 – 2020); - Government administrative data on child protection services in UNICEF programme areas (disaggregated by gender, age, type of case, outcome, etc); - Key informant interviews (at national, regional and local levels); - In-depth beneficiary interviews; - Service provider (SP) survey.

¹⁷² See results under CPD 2019 – 2023 Output 3.2.

		UNICEF technical and/or financial support and how did UNICEF support influence outcomes) (<i>qualitative</i>).			
	<p>EQ 4.3 To what extent did the Child Protection Programme’s interventions contribute to the intended results on community attitudes and behaviours?</p> <ul style="list-style-type: none"> ○ Results achieved; ○ Change strategies; ○ UNICEF contribution. 	<p>- Results achieved¹⁷³ on the community attitudes and behaviours (<i>qualitative and quantitative</i>);</p> <p>- Number and proportion of intended results that have been achieved (<i>quantitative</i>);</p> <p>- Proportion of parents and service providers that demonstrate improved attitudes on violence in communities which received community mobilisation and social norm/behaviour change interventions, as compared to communities which had not (<i>quantitative</i>);</p> <p>- Proportion of the community (parents, service providers) that have reported improved practices and behaviours (in relation to violence against children in communities which received community mobilisation and social norm/behaviour change interventions, as compared to</p>	<p>Document review;</p> <p>Key informant interviews (national, regional and local);</p> <p>In-depth beneficiary interviews;</p> <p>Service provider survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory);</p> <p>Inferential analysis to determine underlying factors associated with particular outcomes;</p> <p>Analysis of results in intervention sites.</p> <p>Comparative analysis (considering differences in attitude and behaviour change in programme and non programme sites);</p>	<p>- UNICEF Country Programme Documents (2012 – 2018 and 2019 – 2023) and annual work plans (2017 – 2020);</p> <p>- Government administrative data on child protection services (disaggregated by gender, age, type of case, outcome, etc);</p> <p>- Key informant interviews (at national, regional and local levels);</p> <p>- Focus group discussions with community members (if possible);</p> <p>- In-depth beneficiary interviews;</p> <p>- Service provider (SP) survey.</p>

¹⁷³ See results under CPD 2012 – 2018 Output 3 and CPD 2019 – 2023 Output 3.4.

		<p>communities which had not (<i>quantitative</i>);</p> <ul style="list-style-type: none"> - Number and type of changes in attitudes, practices and behaviours attributed to mobilisation efforts supported by UNICEF (<i>quantitative</i>); - Degree to which UNICEF contributed to these / nature of UNICEF's contribution (e.g., were changes a result of UNICEF technical and/or financial support and how did UNICEF support influence outcomes) (<i>qualitative</i>). 			
	<p>EQ 4.4 To what extent did the Child Protection Programme's interventions contribute to the intended results on strengthened coordination mechanisms and approaches to enhance parenting?</p> <ul style="list-style-type: none"> ○ Results achieved; ○ Change strategies; ○ UNICEF contribution. 	<ul style="list-style-type: none"> - Results achieved¹⁷⁴ on the community attitudes and behaviours (<i>qualitative and quantitative</i>); - Number and proportion of intended results that have been achieved (<i>quantitative</i>); - Type of changes in attitudes, practices and behaviours attributed to mobilisation efforts supported by UNICEF (<i>quantitative</i>); - Degree to which UNICEF contributed to these / nature of UNICEF's contribution (e.g., were changes a result of UNICEF technical and/or financial support and how did UNICEF support influence outcomes) (<i>qualitative</i>). 	<p>Document review; Key informant interviews (national, regional and local); In-depth beneficiary interviews; Service provider (SP) survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory); Document review.</p>	<ul style="list-style-type: none"> - UNICEF Country Programme Documents (2012 – 2018 and 2019 – 2023) and annual work plans (2017 – 2020); - Government administrative data on child protection services (disaggregated by gender, age, type of case, outcome, etc); - Key informant interviews (at national, regional and local levels); - In-depth beneficiary interviews; - Service provider (SP) survey.

¹⁷⁴ See results under CPD 2012 – 2018 Output 3 and CPD 2019 – 2023 Output 3.4.

	<p>EQ 4.5. To what extent did the Child Protection Programme contribute to the intended results for children and adolescents affected by armed conflict?</p>	<ul style="list-style-type: none"> - Nature and type of barriers that prevent adolescents affected by disasters and armed conflict from accessing services; - Programme approaches to addressing barriers during implementation; - Nature and type of barriers that have been overcome or reduced as a result of UNICEF's programming (and explanatory analysis of how UNICEF's programming reduced these). 	<p>Key informant interviews; Life history interviews; Case file reviews; Focus group discussions; Service provider survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory); Descriptive analysis of quantitative data.</p>	<ul style="list-style-type: none"> - Monitoring Reporting Mechanism Information Management System - Information Management System (CFSI) - National statistical data on child protection risks (child protection Baseline Research Summary Report; Rapid Assessment of Child Protection); - Government administrative data on child protection and child protection services (see for example Children need rights not rites: Data gallery 2017); - Key informant interviews, particularly with social workers and other service providers; - In-depth interviews with children and families / caretakers who have received a child protection response; - Service provider (SP) survey.
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	<p>EQ 4.6. To what extent did the Child Protection Programme contribute to the intended results for strengthened capacities of the child protection system (services, families and communities) to protect at-risk children and adolescents in BARMM</p> <ul style="list-style-type: none"> ○ Results achieved; ○ Change strategies; ○ UNICEF contribution. 	<p>- Results achieved¹⁷⁵ on strengthening of child protection system in BARRM;</p> <p>- Number and proportion of intended results that have been achieved;</p> <p>- Degree to which child protection system and services are provided in line with best practice in UNICEF programming areas (<i>qualitative and quantitative</i>);</p> <p>- Degree to which services provided effectively addressed underlying protection needs and resolved cases in UNICEF programming areas (<i>qualitative</i>);</p> <p>- Change strategies utilised (<i>qualitative</i>);</p> <p>- Partnerships utilised (<i>qualitative</i>);</p> <p>- Changes in child protection system and service provision resulting from UNICEF support (<i>qualitative and quantitative</i>);</p> <p>- Changes in outcomes of child protection services resulting from UNICEF support (<i>qualitative and quantitative</i>).</p> <p>- Degree to which UNICEF contributed to these / nature of UNICEF's contribution (e.g. were changes a result of UNICEF technical and/or financial support and how did UNICEF support influence outcomes) (<i>qualitative</i>).</p>	<p>Document review;</p> <p>Key informant interviews (national, regional and local);</p> <p>In-depth beneficiary interviews;</p> <p>Case file reviews;</p> <p>Service provider (SP) survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory);</p> <p>Descriptive analysis of beneficiary profiles (frequencies);</p> <p>Inferential analysis to determine underlying factors associated with particular outcomes;</p> <p>Comparative analysis of results in intervention and non-intervention sites.</p>	<p>- International guidance and best practice on child protection system strengthening</p> <p>- UNICEF Country Programme Documents (2012 – 2018 and 2019 – 2023) and annual work plans (2017 – 2020);</p> <p>- Government administrative data on child protection services in UNICEF programme areas (disaggregated by gender, age, type of case, outcome, etc);</p> <p>- Key informant interviews (at national, regional and local levels);</p> <p>- In-depth beneficiary interviews;</p> <p>- Service provider (SP) survey.</p> <p>- Monitoring Reporting Mechanism Information Management System</p>
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¹⁷⁵ See results under CPD 2019 – 2023 Output 3.2.

<p>EQ 5. To what degree have gender and equity results been achieved? [Note that this question has been added to incorporate gender and equity criteria]</p>	<p>EQ 5.1. To what degree has the national child protection system been able to respond to the needs of vulnerable girls and boys, especially the most marginalised, that were exposed to violence?</p>	<ul style="list-style-type: none"> - Numbers of vulnerable girls and boys in the Philippines in need of a child protection response (e.g., at-risk of different forms of violence) disaggregated by type of child protection need, gender and equity criteria in UNICEF programme areas (<i>quantitative</i>); - Numbers and types of child protection interventions (disaggregated by type of violence / category of need) and outcomes of interventions (<i>quantitative</i>); - Change strategies utilised (<i>qualitative</i>); - Changes in services provision resulting from UNICEF support (<i>qualitative and quantitative</i>); - Degree to which services provided effectively addressed underlying protection needs and resolved cases (<i>qualitative</i>); - Changes in outcomes of child protection services resulting from UNICEF support (<i>qualitative and quantitative</i>). 	<p>Key informant interviews; In-depth beneficiary interviews; Case file reviews; Service provider (SP) survey.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory); Descriptive analysis of quantitative data; Inferential analysis of quantitative data.</p>	<ul style="list-style-type: none"> - National statistical data on child protection risks (child protection Baseline Research Summary Report; Rapid Assessment of Child Protection); - Government administrative data on child protection and child protection services; - Key informant interviews, particularly with social workers and other service providers; - In-depth interviews with children and families / caretakers who have received a child protection response; - Service provider (SP) survey.
<p>EQ 6. What has the level of satisfaction been among women, girls, boys and men, and communities on UNICEF's Child Protection Programme? with the quality of prevention and response services that they have received through the child protection programme?</p>	<p>EQ 6.1 What has the level of satisfaction been among women, girls, boys and men with the quality of prevention and response services that they have received through the child protection programme?</p>	<ul style="list-style-type: none"> - Proportion of surveyed respondents who participated in UNICEF supported interventions who would recommend these to a friend or family member (<i>quantitative</i>); -Type of perceptions of services, broken down by type of service (prevention, response, etc), and the 	<p>In-depth beneficiary interviews; Case file reviews.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory).</p>	<ul style="list-style-type: none"> - Document review (existing evaluations and assessments); - Case file reviews; - Qualitative interviews with children, case workers/service providers, family members, caretakers.

<p>[Note that this question has been added to ensure a space for beneficiary feedback and child participation]</p>		<p>beneficiary's profile and circumstances (age, gender, background, nature of case, etc) <i>(qualitative)</i>; - Level of satisfaction with services, broken down by type of service (prevention, response, etc), and the beneficiary's profile and circumstances (age, gender, background, nature of case, etc) <i>(qualitative)</i>.</p>			
<p>EQ 7. Has sufficient attention been given to measuring, monitoring and reporting results including results, including those related to gender and equity? How effectively has evidence been used to inform programmatic changes and adjustments? [Note this question has been added to capture cross-cutting importance of monitoring and use of data etc.]</p>	<p>EQ 7.1. Has sufficient attention been given to measuring, monitoring and reporting results related to gender and equity?</p>	<ul style="list-style-type: none"> - Frequency of monitoring reports / evaluations <i>(qualitative)</i>; - Number and type of recommendations implemented as part of the CP programming as a result of monitoring and evaluation processes <i>(quantitative, qualitative)</i>; - Level of participation from implementing organisations to monitoring mechanisms (by type of mechanisms) <i>(qualitative)</i>; - Level of relevance of indicators to CP programme outcome (not relevant, moderately relevant, highly relevant) <i>(qualitative)</i>. 	<p>Document review; Key informant interviews; Monitoring data.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory; Descriptive (numeric) analysis of monitoring processes and programme reviews.</p>	<ul style="list-style-type: none"> - Review of documents setting out programme design, and approaches; Monitoring and evaluation frameworks and tools applied by UNICEF and partners; - Evaluation and monitoring reports; - Key informant interviews with UNICEF staff, donors and project partners.

	EQ 7.2. How effectively has evidence been generated and used to inform programmatic changes and adjustments and what are the enabling factors and barriers to the effective use of evidence and lessons learned to inform programmatic changes and adjustments?	<ul style="list-style-type: none"> - Number and type of adjustments made to programme in response to evidence (<i>quantitative and qualitative</i>); - Degree to which these changes have been based on learning from monitoring, reporting, evaluation (changes are evidence based, changed are somewhat evidence based, changes don't reflect evidence) (<i>qualitative</i>). 	Document review; Key informant interviews.		
Efficiency					
EQ 8. To what extent is the Child Protection Programming approach efficient in achieving desired results in terms of resource utilisation and timely delivery?	EQ 8.1. How has UNICEF mobilised and used its resources (human, technical and financial) to achieve its planned results for child protection?	<ul style="list-style-type: none"> - Specific amount of financial resources (and proportion of the budget) allocated towards different components (outputs, results) of the child protection programme (<i>quantitative</i>); - Programme budget and actual expenditure (for context) (<i>quantitative</i>); - Number and type of funding sources that have been mobilised during implementation (by type of source and resource mobilising strategy) (<i>qualitative, quantitative</i>); - Strategies for mobilisation employed by UNICEF (e.g. through working with donors, the private sector) (<i>qualitative</i>); - Human resources dedicated to the programme both within UNICEF and externally (number of staff and technical capacity) (<i>qualitative and quantitative</i>); 	Document review; Key informant interviews.	Resource analysis – breakdown of resources (financial, human, time, and otherwise) dedicated to different aspects of programming and sources of these.	<ul style="list-style-type: none"> - Detailed programme (forecast) budget, actual expenditure data (for context); - Document review (programme planning and strategy documents); - Programme materials including websites and social media platforms; - Key informant interviews with UNICEF, development partners and implementing partners, particularly those involved in service delivery.

		<ul style="list-style-type: none"> - Alignment of human resources within UNICEF and externally to enable the key core components of the national child protection system to function - Capacity of human resources within UNICEF and externally to enable the key core components of the national child protection system to function - Type of stakeholder perceptions regarding the use of resources to achieve results (<i>qualitative</i>): - in a timely manner; - in the most efficient way. 			
	EQ 8.2. To what extent have resources (human, technical, financial) been sufficient, both in quantity and quality?	- Nature and type of gaps in resource that impact on the effectiveness of the programme and its ability to achieve intended results (nature of gaps and their impacts) (<i>qualitative</i>);	Document review; Key informant interviews.		
	EQ 8.3. How adequate are the capacities of UNICEF staff and implementing partners?	- Nature and type of gaps in capacity that impact on the effectiveness of the programme and its ability to achieve intended results (<i>qualitative</i>).	Document review; Key informant interviews.		
	EQ 8.4. To what extent have human resources been sufficient to provide the necessary technical support to national partners for the operation of the national child protection systems?	- Nature and type of gaps in resource that impact on the effectiveness of the programme and its ability to provide technical advice across all six components of the child protection system (<i>qualitative</i>);	Document review; Key informant interviews.		

EQ 9. Do more cost-effective ways of achieving the same child protection results exist? [Note additional question]	n/a	- Nature and type of alternative strategies which may have helped produce same results at lower costs (<i>qualitative</i>).	Document review; Key informant interviews.	Resource analysis – breakdown of resources (financial, human, time, and otherwise) dedicated to different aspects of programming and sources of these.	- Detailed programme (forecast) budget, actual expenditure data (for context); - Programme materials including websites and social media platforms; - Key informant interviews with UNICEF staff, implementing partners, government counterparts and development partners; - Qualitative interviews with implementing partners, particularly those involved in direct delivery of services /interventions.

<p>EQ 10. How effectively have coordination mechanisms been working between UNICEF’s child protection programme and other UNICEF programme outcomes (across education, health, nutrition, WASH, social protection, adolescent, and communication for development) to create and sustain linkages across sectors, and between child protection actors, especially related to violence against children? [Note additional question]</p>	<p>EQ 10.1. How effectively have coordination mechanisms been working between UNICEF’s child protection programme and other UNICEF programme outcomes to create and sustain linkages across sectors, and between child protection actors to prevent violence against children?</p>	<ul style="list-style-type: none"> - Time and amount of financial resources spent on coordination / creating linkages (<i>quantitative</i>); - Number and type of coordination mechanisms within UNICEF during the project to achieve intended results (per type of results); - Type of results achieved as a result of coordination with other programme outcomes and other child protection actors (<i>quantitative and qualitative</i>); - Number and proportion of CP service providers who received referrals from health workers, police, teachers, local authorities (<i>quantitative</i>); -Level of integration of VAC messaging into education materials, etc (<i>qualitative</i>). 	<p>Document review; Key informant interviews.</p>	<p>Thematic analysis (content analysis, thematic coding, grounded theory); Resource analysis – breakdown of resources (financial, human, time, and otherwise) dedicated to different aspects of programming and sources of these.</p>	<ul style="list-style-type: none"> - Detailed programme (forecast) budget, actual expenditure data (for context); - Document review (evaluations and reports documenting achievements resulting from joint programming).value - Key informant interviews with UNICEF staff members across sections (education, health and nutrition, social protection and social policy, adolescent and youth empowerment, communication for development, and early childhood development); - Key informant interviews with key partners who have been involved in collaborative work (DSWD, MSSD, CWC, MoE, JJWC, etc); - Key informant interviews with UN agencies involved in joint programming; - Focus groups discussions in communities; - Service provider (SP) survey.
<p><i>Sustainability</i></p>					

EQ 11. To what extent are the activities and results of the Child Protection Programme likely to continue after UNICEF support has ceased? What measures were taken so that the Government of Philippines and targeted communities could take ownership of the child protection programme?	EQ 11.1 To what extent are the activities and results of the Child Protection Programme likely to continue after UNICEF support ceased?	<ul style="list-style-type: none"> - Number and type of measures integrated in programme design to promote government ownership of programming (<i>qualitative</i>); -Number of instances where government has taken (financial) responsibility for delivering services (by programme output areas) (<i>qualitative</i>); - National financial resources devoted to child protection services by Government as a result of UNICEF programming / to support continued delivery of interventions (<i>quantitative</i>). 	Document review' Key informant interviews; Service provider survey.	Thematic analysis; Inferential analysis of survey data.	<ul style="list-style-type: none"> - Analysis of key documents setting out programme strategy and design; - Key informant interviews with UNICEF staff and partners involved in programme design; - Key informant interviews with government counterparts, development partners and implementing partners; - Government budgets and strategies / plans.
	EQ 11.2. To what extent are activities and results likely to be sustained through scalability and use of partnerships?	<p>Number and type of Interventions which government, and other partners:</p> <ul style="list-style-type: none"> - Have replicated or scaled up; - Intend to replicate and scale up (<i>qualitative</i>). 	Key informant interviews; Service provider survey.		
	EQ 11.3. To what extent are activities and results likely to be sustained through changes at family and community level?	<ul style="list-style-type: none"> - Number and types of measures integrated in programme design to promote community ownership of programming (<i>qualitative</i>); - Nature of participants' perceptions about whether changes in attitudes, norms and behaviour will last going forward and explanations for why or why not (<i>qualitative</i>); - Number and type of changes in knowledge, attitudes and 	Key informant interviews; Service provider survey.		

		practices at family and community level that can be attributed to programme interventions (<i>quantitative</i>).			
EQ 12. To what extent has the child protection programme contributed to the generation of capacities at national and sub-national levels? How likely are these to be used after the end of the programme? To what degree have these changes been embedded into the national and sub-national child protection systems?	EQ 12.1. To what extent has the child protection programme contributed to the generation of capacities at national and sub-national levels.	<ul style="list-style-type: none"> - Changes in capacities of CP duty-bearers at national and sub-national levels since the beginning of the programme that have occurred as a result of programme outputs (<i>qualitative</i>); - Proportion of duty-bearers with improved capacities that can be attributed to the CP programme (by type of capacity) (<i>quantitative and qualitative</i>); - Proportion of stakeholders who believe that the CP programme contributed to an increase in their capacities or the capacities of other CP stakeholders (<i>qualitative and quantitative</i>). 	Document review; Key informant interviews; Service provider survey.	Descriptive and inferential analysis of survey data; Thematic analysis (content analysis, thematic coding, grounded theory).	<ul style="list-style-type: none"> - Service provider (SP) survey; - Key informant interviews with government counterparts at national and sub-national levels; - Government budgets, action plans, pre-and in-service training materials, etc.
	EQ 12.2 to what extent have these capacities been embedded into the national and sub-national child protection systems?	<ul style="list-style-type: none"> - Changes to the national and sub-national child protection systems since the beginning of the programme that have occurred as a result of programme outputs (qualitative); - changes to human resource planning to embed these changes in national and sub-national child protection systems 	Document review; Key informant interviews; Service provider survey.		

	EQ 12.3. How likely are these to be used after the end of the programme?	- Level of integration of capacity development initiatives (supported by the programme) into the national child protection system (<i>qualitative</i>).	Document review; Key informant interviews.		
EQ 13. What are the major factors which influence the achievement or non-achievement of sustainability?	EQ 13.1. What are the major enabling factors that are likely to influence replication and sustainability? What are the major factors which influence the achievement or non-achievement of sustainability?	- Nature and type of identified major factors that are likely to contribute to the sustainability of results in the long term and the replication and scale up of interventions (<i>qualitative</i>). <i>Will also emerge from explanatory analysis of effectiveness and efficiency of programme.</i>	Document review; Key informant interviews; Service provider (SP) survey.	Thematic analysis (content analysis, thematic coding and grounded theory).	- Qualitative interviews with project partners and child protection duty bearers.
	EQ 13.2. What are the major constraining factors that are likely to influence replication and sustainability?	- Nature and type of major factors that are likely to hinder the sustainability of results in the long term and the replication and scale up of interventions (<i>qualitative</i>). <i>Will also emerge from explanatory analysis of</i>	Document review; Key informant interviews; Service provider survey.		

		<i>effectiveness and efficiency of programme.</i>			
Gender, equity and human rights					
EQ 14. To what extent were gender, equity (including disability, geographic location, socio-economic circumstances, ethnicity etc.) and human rights principles integrated into the design, implementation and monitoring of the child protection programme? NOTE: This question is overarching / cross-cutting and we suggest that relevant findings and analysis be integrated throughout the evaluation report to avoid repetition and enrich analysis.	EQ 14.1. To what extent were gender, equity and human rights principles integrated into the design of the child protection programme?	- Nature and type of references to gender, equity and human rights principles in programme design (<i>qualitative</i>);	Document review; Key informant interviews; In-depth beneficiary interviews; Service provider survey; Case file review.	Thematic analysis (content analysis, thematic coding, grounded theory).	- Review of documents setting out programme design, strategy and approaches; - Programme materials including websites and social media platforms; - Key informant interviews with UNICEF, government counterparts and implementing partners; - Analysis of monitoring data maintained by implementing partners / government administrative data; - Service provider (SP) survey.
	EQ 14.2. To what extent were gender, equity and human rights principles integrated into the implementation of the child protection programme?	- Examples where gender, equity and human rights considerations have informed programme implementation (<i>qualitative</i>); - Examples where gender, equity and human rights considerations have not informed programme implementation (<i>qualitative</i>).			
	EQ 14.3. To what extent were gender, equity and human rights principles (for instance to ensure the relevance of programming to the particular needs of girls, to enable their participation) integrated into the monitoring of the	- Degree to which programme monitoring has considered gender, equity and human rights dimensions of programming, and monitoring data is disaggregated by relevant characteristics (gender, , etc) (<i>qualitative</i>).			

	child protection programme?				
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6. METHODOLOGY

6.1 Overall methodological approach

This methodology is framed around the evaluation criteria of the Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC), namely relevance, effectiveness, efficiency, sustainability, and coherence. The evaluation methodology has been developed according to the UNEG Norms and Standards for Evaluation (2016) and will also incorporate UNICEF's guiding principles on gender equality, equity, and human rights. Our approach is equity and rights-based, rooted in the UN Convention on the Rights of the Child (UNCRC), the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of People with Disabilities (CRPD) and other key international standards. We pay special attention to vulnerable or 'at risk' groups of children, particularly girls, children from ethnic minorities, and children with disabilities, to ensure that their particular needs are identified, represented and addressed through our data collection and sampling techniques, analysis and recommendations. Through these approaches, we include and represent a diverse range of voices in the research.

As set out below (see section 6.2), the methodology has been developed and methods adapted in accordance with the restrictions imposed as a response to the Covid-19 pandemic. It should be noted that all data collection will be carried out remotely.



6.1.1 Theory-based approach

As noted in the ToR, given the complexity of the UNICEF Philippines Child Protection Programme, involving multiple partners, the evaluation will not attempt to measure impact (i.e. the extent to which the programme achieved broad results), making an experimental or quasi-experimental design unnecessary. Instead, as the intervention aims to assess results at the outcome and output levels, a theory-based approach and non-experimental design will be used. The framework for the theory-based approach will be the Theory of Change for UNICEF's 2019 – 2023 Child Protection Programme, as set out above (see Section 3.3). The Theory of Change reflects UNICEF's approach to child protection systems building in the current programme cycle and articulates how programme interventions and strategies are expected to achieve outputs and outcomes, and ultimately contribute to a broader vision of change in line with the overall result: "by 2023, more children and adolescents, particularly the most vulnerable, benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence."

The results for the 2012 – 2018 programme will also be used as the evaluation time-frame includes the final two years of the 2012 – 2018 programme: "By 2016, improved national and local level public sector institutional gender sensitive framework in place enabling improved access to well-coordinated child protection services for the most vulnerable in at least 5 disadvantaged LGUs (programme component 3);" and "By 2016, an improved and inclusive peace conditions and social service delivery achieved through conflict analysis, integration of child rights violations information and peace initiatives (UNICEF Action Plans with conflict parties on child soldiers) in national and local plans

especially for conflict affected LGUs (programme component 5). It is noted these results fall within three of the specific outcomes of the 2019 – 2023 Programme, so will be considered in this evaluation as steps toward and benchmarks against which to measure progress toward the achievement of Outputs 2, 3 and 6 of the current Programme:

Figure 8: Programme outputs, results and outcome: consolidation of 2017 – 2018 and 2019 – 2023 Programmes

Results, 2017-2018 Extended Programme	Outputs, 2019 – 2023 Programme
<p>Output 1: Strengthened institutional frameworks to prevent and respond to violence, abuse and exploitation of children.</p> <p>Output 2: The social welfare system has strengthened approaches and evidence to improve services for children and families at risk.</p>	<p>Output 1: The legislative and institutional framework is strengthened to better protect girls and boys vulnerable and exposed to violence, abuse, exploitation, and harmful gender norms.</p> <p>Output 2: The child welfare system has strengthened capacity to deliver local, multisectoral, gender-sensitive services that prevent and respond to violence against children.</p> <p>Output 4: The general public in the Philippines, adolescents in particular, are better informed and act to eliminate all forms of violence.</p> <p>Output 5: The Government have strengthened coordination mechanisms and approaches to enhance the capacities of parents and caregivers to practice behaviours and demonstrate attitudes which help children and adolescents to learn, thrive and be protected from violence.</p>
<p>Output 3: Strengthened national, local and individual capacities and responses for child protection in humanitarian situations.</p>	<p>Output 3: Children and adolescents affected by disasters and in Mindanao affected by armed conflict are increasingly able to access critical social services.</p> <p>Output 6: Strengthened capacities of the child protection system (services, families and communities) to protect at-risk children and adolescents in BARMM.</p>
	
<p>Result: By 2016, improved national and local level public sector institutional gender sensitive framework in place enabling improved access to well-coordinated child protection services for the most vulnerable in at least 5 disadvantaged LGUs (programme component 3)</p> <p style="text-align: center;">... and</p> <p>Result: By 2016, an improved and inclusive peace conditions and social service delivery achieved through conflict analysis, integration of child rights violations information and peace initiatives (UNICEF Action Plans with conflict parties on child soldiers) in national and local plans especially for conflict affected LGUs.</p>	
	

Outcome for 2017 and 2018: By end of CP, improved and inclusive access to well-coordinated national and local child protection services in 10 LGUs supported by a functional public sector institutional framework focused on protective elements of ECD, and promoting equity and social inclusion, in coordination with Social Protection and a broader Social Protection strategy.



2019 – 2023 Overall Programme result: By 2023, more children and adolescents, particularly the most vulnerable, benefit from more effective, quality, gender-sensitive, preventive, and responsive child protection system, and live in communities that better protect children from violence.

The evaluation team will use a theory-based approach to determine whether, how, and why UNICEF's child protection programme is (or is not) on track to achieve its vision for change. Focusing on the theory of change for the current child protection programme will help the team to better examine the causal links between programme strategies and consequent outputs and outcomes by interrogating the mechanisms, assumptions, risks and contextual factors that may have supported or hindered progress and verifying the relevance and coherence of the theory itself.

The evaluation will also apply an 'outcome harvesting' approach. This approach collects ("harvests") evidence of what has changed ("outcomes") and then works backwards to determine whether and how these outcomes are caused by an intervention. Outcome harvesting is particularly useful when the programming context is complex, and for supporting learning about the achievement of different outcomes as part of an evaluation such as this one.¹⁷⁶

6.1.2 Systems strengthening framework

Given the centrality of systems thinking to the UNICEF Philippines Child Protection programme and the key framework for UNICEF's child protection programming globally), a child protection systems framework will be applied to interpreting knowledge, data and information generated through the research. A systems approach recognises that programming toward building and strengthening the child protection system as a whole is crucial to the protection of children and adolescents from violence, abuse, neglect and exploitation, rather than shorter-term projects or narrow policy changes that do not contribute to strengthening the child protection system itself.

Information box: UNICEF's systems building approach

Historically, UNICEF focused on protecting at-risk and vulnerable child populations, such as displaced children, children in street situations or children in the worst forms of child labour. From 2000, UNICEF accepted that focusing on particular issues rather building a holistic child protection system led to fragmentation, the development of parallel systems for protecting children and failed to address the needs of all children suffering violence, abuse, neglect and exploitation. This acceptance led to a

¹⁷⁶ Wilson-Grau, R., 'Outcome Harvesting', Better Evaluation, 2015.
www.betterevaluation.org/en/plan/approach/outcome_harvesting [2 April 2020].

change of approach, reflected in UNICEF’s 2008 Child Protection Strategy (the 2008 Strategy), which has remained the overarching strategic framework driving UNICEF’s child protection programming globally. Rather than focussing on issue-based programming (e.g., programmes to address child labour, child trafficking, etc.), the strategy promoted child protection system strengthening.

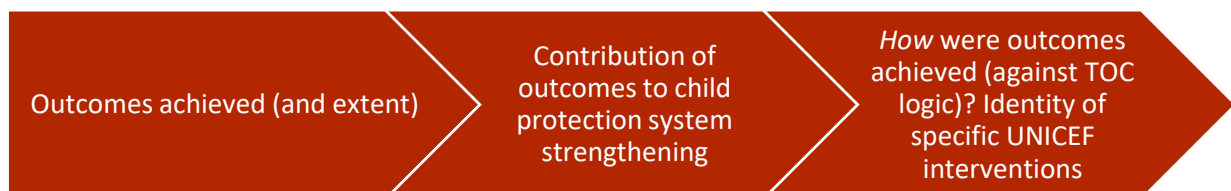
At the global level, UNICEF is currently reviewing its approach to child protection systems strengthening; however, it has largely agreed that child protection systems strengthening should include the following elements:

- A robust legal and regulatory framework, as well as specific policies related to national child protection systems strengthening;
- Effective governance structures, including coordination across government departments, between levels of decentralization and between formal and informal actors;
- A continuum of services (spanning prevention and response);
- Minimum standards and oversight (monitoring and accountability mechanisms);
- Human, financial and infrastructure resources;
- Mechanisms for child participation and community engagement; and
- Robust data collection and monitoring systems.¹⁷⁷

This will involve assessing the programme’s achievements against the extent to which it has contributed to strengthening the child protection system (i.e. its contribution to achieving the elements listed above).

Figure 10, below, sets out how these different frameworks will work together.

Figure 10: Programme outputs, results and outcome: consolidation of 2017 – 2018 and 2019 – 2023 Programmes



6.1.3 Mixed-methods design

The evaluation will employ a mixed-methods approach to data collection, including both quantitative and qualitative methods. A mixed methodology will be used in order to draw from the strengths of both qualitative and quantitative methods; to gather data that is rich, accurate and measurable; and, to improve the validity of results through triangulation. A mixed method approach will enable the evaluation team to collect high quality data that is both in-depth and comprehensive, conduct meaningful analysis, and ultimately, render the study of greater use for informing future programming developments.

¹⁷⁷ UNICEF HQ, *Technical note: UNICEF’s programmatic approach to child protection systems strengthening* (2021), Unpublished draft.

Quantitative data will be used to provide an overall description and numerical measure of programme characteristics and results, and of the context in which the programme operates. Quantitative data sources will include:

- Existing (published) collated administrative and survey data to examine the programme context, which will be particularly relevant to evaluation questions focusing on relevance and coherence;
- Raw or collated administrative data from programmes supported by UNICEF during the programming phase, which will be used to assess whether outputs have been achieved and the extent to which programme outcomes have been achieved (i.e. have key targets been met?). This will be particularly relevant to evaluation questions focusing on effectiveness; and
- Primary survey data collected by the team from service providers involved in UNICEF's programmes and (if possible – see explanation below) from programme beneficiaries.

Disaggregated quantitative data will be collected to enable a gender and equity sensitive analysis.

Qualitative data will be used to provide deep, explanatory analysis in relation to the evaluation questions. Given the formative nature of the evaluation, and the need to engage in a process of critical reflection and learning about the relevance, effectiveness, efficiency and sustainability of UNICEF's strategies for undertaking child protection work in the Philippines, qualitative data will be particularly useful. Qualitative research methods have greater interpretative and explanatory potential than quantitative approaches and provide the best opportunity for exploring how and why particular strategies or approaches have, or have not, worked in the Philippines context. In particular, qualitative data will include:

- Key informant interviews with a range of stakeholders (UNICEF, partners, service providers – see Section 6.3 below on sampling);
- In-depth interviews with programme beneficiaries (if possible); and
- Case file reviews / case studies.

6.1.4 Participatory approach

The evaluation will take a consultative and participatory approach with UNICEF, stakeholders, and beneficiaries. The evaluation team will integrate virtual consultations, participatory evaluation techniques and validation sessions throughout the methodology. In our experience, this approach is essential to ensuring that deliverables are context-appropriate and high quality, and that stakeholders have overall ownership of the process and outputs. This promotes future implementation and sustainability of the deliverables after the conclusion of the evaluation and ensures that the evaluation provides useful learning for the UNICEF Philippines child protection team. Further, this approach reinforces our accountability for the evaluation.

6.2 Data sources and data collection methods

The evaluation will draw upon a range of data sources and data collection methods to ensure the reliability of results, promote impartiality, reduce bias, and ensure that the evaluation is based on the most comprehensive and relevant information possible. Data sources and methods have been identified to ensure that evaluators are able to obtain in-depth and accurate information on the relevance, coherence, effectiveness, efficiency, and sustainability of programming, as well as to address cross-cutting issues (i.e., equity, gender equality and human rights sensitivity).

The evaluation will also prioritise creative and innovative methods in order to obtain data that is authentic and reflective of respondents' lived experiences and subjective views. However, it is important to note that all data collection will be carried out remotely, owing to the travel restrictions present in the country at the time of the evaluation, in response to the Covid-19 pandemic. Some adjustments have therefore been made to adapt the data collection methods to this unique context, with the aim of ensuring that data collection methods are robust and ethically sound within a remote or virtual context.

Given these considerations, we anticipate the evaluation will include the following methods.

6.2.1 Desk review

Throughout the inception stage of the evaluation, the evaluation team has been working through a large number of documents made available by UNICEF (Annex F). These documents have included: programme design documents and the results frameworks for both country programme cycles; policies and strategic plans; stakeholder engagement, mappings and contact lists; programming monitoring and data reports; assessments, evaluations and reports related to programme interventions; and financial and donor information.

In addition, the team has carried out a review of existing administrative and survey data, studies and reports, policies and laws relating to child protection in the Philippines, in order to examine the context for the Child Protection programme, which is particularly important in ensuring a robust assessment of the Programme's relevance and coherence.

This information has been critical to the design of the evaluation framework and the methodology more broadly; it will also be useful for answering the evaluation objectives and questions set out above.

6.2.2 Key informant interviews (virtual)

Much of the data collection will be conducted through key informant interviews of stakeholders at both national and sub-national levels. The aim of these interviews will be to obtain detailed and specific information from experts or key informants who have in-depth knowledge in a particular area relevant to the evaluation. Individual interviews will allow respondents to engage with evaluators in a private and confidential setting where they are likely to feel more comfortable sharing their experiences and views than they would in a group setting. A semi-standardised approach will be adopted, guided by a structured tool, but allowing for a participant and response-directed interaction.

We anticipate that key informants will include (but not be limited to): members of the Evaluation Reference Group, UNICEF programme staff (in child protection and also those with aligned programmes or working on relevant cross-cutting issues, such as adolescence, risk and gender), officials and practitioners in the child protection and child justice systems (Social Development Officers, Police, Prosecutors and Court personnel involved in child protection work), LGU officials, implementing partners, other NGOs and CBOs working on child protection, donors, and community leaders. Group interviews may be held in some cases, where this would increase the comfort of respondents and enrich the interaction.

6.2.3 Case studies

In order to gain a concrete understanding and examine, in an in-depth manner, the results or impacts of UNICEF interventions in the programming areas, a series of case studies will be carried out. This will involve selecting a range of cases held by UNICEF's implementing partners (primarily DSWD Social Welfare and Development Officers and / or LGU Social Workers / Para-Social Workers) in which there has been a child protection intervention and examining the case from a range of perspectives. Interviews will also be done with those involved in the child's case, including members of their family and the district social welfare officer or caseworker assigned to the case. The purpose of the case study interviews will be to learn about these children's experiences and the outcomes of their case from multiple perspectives. These interviews will provide the evaluation team with a series of in-depth case studies to achieve a clear, concrete and multi-perspective understanding of how the child protection system / child protection services are functioning in practice, as well as their effectiveness and impact. Specific case studies will also illustrate whether UNICEF's support has had any direct impact on children in need of protection, influenced local response and/or impacted the application of international standards in policy/legislation. The following methods will be used:

In-depth individual interviews with children and their carers (virtual)

In-depth life history interviews will also be carried out with children whose cases have been subject to a child protection or child justice intervention by DSWD Social Welfare and Development Officers and / or LGU Social Workers / Para-Social Workers, police or other service providers. A range of case 'types' will be included, for instance: children who have been exposed to violence, abuse or neglect in the home; children who have been exploited (e.g. victims of sexual exploitation or trafficking); those involved in child labour; children who have been abandoned or separated; and children in conflict with the law who have been subject to diversion. In-depth interviews will most likely be carried out remotely (due to the travel restrictions imposed by Covid-19). They will be guided by a participatory, responsive, child-friendly question schedule, to be piloted by the team before data collection commences.

In-depth interviews with social workers and service providers (virtual)

The key / allocated DSWD Social Welfare and Development Officer and / or LGU Social Worker / Para-Social Worker will be interviewed about the case, including on the process, the decision-making, case management and case outcomes, along with questions designed to identify the particular inputs provided by UNICEF under its Child Protection Programme and the contribution of these inputs to any changes in case processing.

In addition, other connected professionals will be interviewed, in order to enable a full, multi-perspective in-depth analysis of the cases. This will depend on each case but may include: Police Officers, Prosecutors, Judges and other court personnel, CSO / NGO or other service providers, teachers, health care professionals etc.

Question schedules will be developed to guide these interviews; however, interviews will be semi-structured, in order to ensure that they are participant-led.

Case file reviews

The evaluation team will triangulate information gathered from child protection practitioners, and clients, through reviewing a sample of files kept by DSWD Social Welfare and Development Officers and / or LGU Social Workers / Para-Social Workers concerning individual child protection cases that have been serviced by the child protection system, involved in child protection proceedings or reunified with their families and communities. While this would typically be done by a team member reading the files, this will be quite challenging in the Covid-19 context. Instead, the team will engage with key social workers to do a 'walk through' the case files, utilising zoom to facilitate screensharing of files (digital copies). A prompt will be used to pull out key information. This data will give evaluators a sense of the types of cases which are being brought to or picked up by the case management system, and the response that is being implemented. It will also allow the team to examine the implementation of case management systems in a concrete way and assess any changes in practice on the grounds, as a result of UNICEF's programme interventions.

As noted in the ethical protocol, no identifying information (name, address etc.) will be used to ensure anonymity.

6.2.4 Survey of service providers

A survey will be disseminated to DSWD and LGU Social Development Officers / Social Workers / Para-Social Workers in UNICEF intervention LGUs. The survey will enable us to collect basic data on the types of child protection cases referred to district level service providers, the nature of services offered, their quality and appropriateness, the capacity of service providers to address child protection issues, and their awareness and use of guidelines and operating procedures introduced through UNICEF's child protection programming.

In addition, the survey will elicit data on the views and perceptions of social workers as to the utility and impacts of specific UNICEF interventions on their work and on strengthening the child protection system at the local level more generally. It is anticipated that the survey will be emailed / made available online (e.g. through Survey Monkey), for completion by social workers on an anonymous basis.

6.2.5 Collation and secondary analysis of existing statistical data

The team will collate and compile all existing data sources or databases that contain data on indicators relevant to child protection in the Philippines. These data sources will include the Demographic and

Health Survey, the Multiple Indicator Cluster Survey, and other key survey data (see the bibliography for a full list of sources).

In addition, service user monitoring data, reports and other data records for tracking cases will be examined, along with any other monitoring data generated as part of the Child Protection Programme. Ideally, the team will be able to obtain raw data on which secondary data analysis can be performed, with variables disaggregated by characteristics such as age, gender, disability, and wealth quintile where possible.

Request forms have been prepared (see Annex D) for the purposes of collecting administrative data in UNICEF programming / research sites from (1) Social Welfare Development Officers; and (2) Police, Prosecutors and Courts.

6.2.6 Collation and secondary analysis of existing statistical data

The team will also collect media, including social media, platforms in order to assess UNICEF published outputs, including social media posts / messages, articles, video content etc.

6.3 Sampling strategy

6.3.1 Selection of sites

As per the ToR, the geographical area to be covered by the evaluation will include the following UNICEF programming LGUs: Valenzuela City, Angeles City, Zambonga City, Cagayan de Oro City, the provinces of Northern Samar, Western Samar, as well as BARMM. The research will be focused at the LGU level, however, key provincial and regional stakeholders will also be included in data collection. For Northern and Western Samar, data collection will be carried out at the regional and provincial level, but also in one LGUs in each province in order to examine UNICEF programming at the provincial and local levels. Likewise, in BARMM, two diverse LGUs will be identified – one each from two separate provinces within the region, along with regional stakeholders.

Figure 11: Research sites

Region	Province	LGU
-	-	Valenzuela City
-	-	Angeles City
-	-	Zambonga City
-	-	Cagayan de Oro City
-	Western Samar	1 LGU (to be selected: (city/municipal or Barangay level)
-	Northern Samar	1 LGU (to be selected: (city/municipal or Barangay level)
BARMM	Province 1 (to be selected)	1 LGUs (to be selected: (city/municipal or Barangay level)

	Province 2 (to be selected)	1 LGUs (to be selected: (city/municipal or Barangay level))
TOTAL: 8 LGUs		

6.3.2 Qualitative data collection

Given the qualitative nature of the majority of the data collection methods, we anticipate that sampling strategies for the selection of participants will primarily be purposive and non-random. This means that all sample members will be selected based on their satisfaction of criteria relevant to the evaluation questions, and whose information is likely to be of use for developing and testing emerging analytical ideas. Different sampling approaches will be used for each type of qualitative interaction. Purposive sampling will prioritise diversity so that respondents of diverse backgrounds and with diverse perspectives are included in the evaluation.

Key informant interviews: The national, provincial and local stakeholders who play a role in the implementation of UNICEF’s child protection programme and child protection system more broadly will be identified for interview. At the national level, this will include key UNICEF staff, relevant government agencies, other UN agencies and NGOs / CSOs as key implementing partners. A detailed draft list of participants is attached at Annex C.

Within each province/LGU we will carry out key informant interviews with stakeholders in relevant government agencies at regional, provincial and city / municipality or barangay levels, as well as NGO and CBO partners, social welfare and community development officers, police officers, members of the judiciary, and possibly health and education professionals and so on. The purpose of this selection is to obtain particular knowledge, expertise and accurate information in relation to indicators in the evaluation framework, from stakeholders with in-depth knowledge of child protection, including stakeholders.

We aim to carry out **34 interviews at the national level**, according to the following:

Figure 12: Interviews at national level

Government (including BARMM)	NGOs / CSOs	UNICEF Donors	Other UN Agencies	UNICEF Staff	Academia
10	11	3	2	6	2

At the national level, the technical leads in each team / agency / department will be selected for the interviews. In selecting particular professionals to be included in the research at the sub-national level, we will select the professional who is specially designated as the professional to work with child or families, and if more than one, we will include the professional who has been with the relevant institution for the longest period of time (and is more likely to have a stronger / more accurate understanding of how child protection cases are handled, along with any changes over the period of implementation of UNICEF’s child protection programme). We will aim to reflect the perspectives of

diverse stakeholders and expect that the sample will be finalised in consultation with UNICEF's child protection section and the Evaluation Reference Group.

In each of the 8 research locations, we will aim to conduct **6 – 8 KIIs at the LGU city / municipality or barangay level with additional interview at the provincial and / or regional level** (as appropriate given UNICEF interventions). KIIs may be carried out in small groups of two or three professionals where suitable or appropriate. Data collection at the sub-national level is summarised in table 13, below.

Case studies / in-depth life history interviews: For case studies, a 'typical case sampling' approach will be used primarily. We will aim to conduct two case studies in each location (**16 in total**). Cases will be selected from monitoring data held by implementing partners to represent typical child protection cases (e.g. where children have received prevention and response services through UNICEF's programme). Implementing partners will be asked to consider what criteria they associated with a 'typical' child protection case, for example in terms of how the case was referred, the type of child protection case, and the type of service or intervention received and what the outcomes of the case were. Cases meeting these criteria will be selected with a view to achieving diversity in terms of demographic characteristics, such as gender and age, as well as the type of child protection case and the type of service or intervention received. In addition, interviews with implementing partners or local government institutions will seek to identify any particularly important or revealing case studies. These might include cases which were handled exceptionally well, or where there was a particularly positive outcome for the child, as well as cases that were handled poorly or resulted in a negative outcome for the child. This will allow us to reflect on the factors that are critical in determining the effectiveness (and ineffectiveness) of particular child protection interventions and approaches. It can also allow us to analyse how and why certain outcomes link to the child protection system more broadly.

Where possible, evaluators will aim to speak with the child concerned, their parent or guardian, and professionals involved in the case in order to gather information from multiple perspectives. Based on our extensive experience interviewing children and young people, including in the Philippines, we suggest that the minimum age for interviewing children will be 12 years. Children under the age of 12 may find an interview setting intimidating, and may, in some cases, lack the ability to describe their experiences chronologically with accuracy. Interviews will likely be carried out remotely, and special measures will be taken to ensure that the interview is appropriate, age-sensitive and not harmful to the participants (measures will be set out in the ethical protocol).

A draft detailed list of research participants is attached at Annex C.

6.3.3 Quantitative data collection (service provider survey)

Quantitative data (the service provider survey) will be collected from key social workers (DSWD and LGU) within each of the 8 research LGUs (local level) and 8 provinces (provincial level). The survey will be disseminated to Heads and Unit Heads within each location, including: LGU / Provincial Social Welfare and Development Heads, Senior Social Worker/s, Heads of the Child Protection Centres, Centre Heads of Bahay Pag-asa (House of Hope) and Head of Bahay Kalinga (shelters for victims /

survivors of exploitation and abuse). The survey is not intended to be nationally representative but instead is intended to capture the views and experience of a range of service providers.

The survey will be disseminated by email and response will be closely followed up. The team anticipates a response rate of 80 per cent.

Figure 13: Summary of data collection at sub-national level

Evaluation Site	KIIs	Stakeholder survey	Case study
Valenzuela City	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Cagayan de Oro City	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Zamboanga City	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Angeles City	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Western Samar (province level)	4: government (DSWD, PNP, prosecutor, family court etc.)	TBD	-
1 LGU in Western Samar (city/municipal or Barangay level)	6 - 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Northern Samar (province level)	4: government (DSWD, PNP, prosecutor, family court etc.)	TBD	-
1 LGU in Northern Samar (city/municipal or Barangay level)	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
BARMM (regional level)	4: government (DSWD, PNP, prosecutor, family court etc.)	TBD	-
Province 1 in BARMM (province level)	4: government (DSWD, PNP, prosecutor, family court etc.)	TBD	-
1 LGU in Province 1 of BARMM (city/municipal or Barangay level)	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)
Province 2 in BARMM (province level)	4: government (DSWD, PNP, prosecutor, family court etc.)	TBD	-
1 LGU in Province2 of BARMM (city/municipal or Barangay level)	6 – 8: government (DSWD, PNP, prosecutor, family court etc.); NGO / CSO	TBD	2 (CP and CJ)

6.4 Implementation

The evaluation methodology will be implemented in four discrete phases: inception; data collection; data analysis; and reporting and communication.

6.4.1 Inception phase

The inception phase has entailed an initial inception meeting, a project document review, a remote inception mission conducted by the international consultant, an in-depth document review, and the production of this inception report.

The inception phase of the project has provided the evaluation team with an opportunity to gather preliminary information in relation to the programme and the context in which it is being implemented to inform the development of this methodology. The results and learning of this phase have been integrated into this report.

Remote inception meetings

Due to the travel restrictions imposed by the COVID-19 outbreak, the inception mission was carried out through remote meetings rather than an in-country visit. The project began with an initial Skype meeting, attended by all members of the Coram team and the evaluation management team. The purpose of the meeting was to agree the content and scope of the Terms of Reference, to provide the Coram team with an introduction to the Philippines' Child Protection Programme, to collect and identify relevant documentation, and to engage in initial planning discussions regarding the inception phase and time frame for the evaluation.

A further inception workshop took place involving UNICEF's Child Protection Team and PME personnel. This workshop involved a presentation led by the Chief of Child Protection, and a discussion session, during which the evaluation team gathered a more in-depth understanding of the development and implementation of the Programme to date. The key aim of the inception meetings was to strengthen the evaluation team's understanding of the context of child protection in the Philippines, the content of UNICEF's child protection programming and its intended approach and outcomes. The inception meetings also provided the evaluation team with an opportunity to identify additional documents to be included in the desk review, to map relevant stakeholders to be included in the data collection phase, and to establish existing data sources held by UNICEF and its partners (e.g. case files, databases, etc.).

A full list of stakeholders consulted during the virtual inception visit is included at Annex E.

Inception presentation for the Evaluation Reference Group

The Coram team has developed a PowerPoint presentation to present key findings from the desk review and to summarise the evaluation methodology. Following the submission of the inception report to UNICEF, a member of the Coram team delivered this presentation remotely to the Evaluation Reference Group in order to explain the approach and thinking behind the methodology, and to

discuss any concerns that Group may have on the methodology, before the Group reviews the inception report. This was considered particularly important in light of the unique context in which the evaluation will be carried out (during a time of significant restrictions of movement due to the Covid-19 pandemic, with substantial implications to the data collection).

Following the presentation and the review of the inception report (to be completed) by the evaluation management team and reference group, Coram will address any comments and make any changes required before finalising the inception report.

Inception phase outputs

1. Inception report including methodology and tools, and incorporating feedback from the ERG and UNICEF evaluation management team (this document)
2. Ethical protocol, tools and review documentation (to be developed following consultation with DSWD on review process)

6.4.2 Data collection phase

After the completion and finalisation of this inception report, and agreement on the methodology and workplan with UNICEF, the evaluation team will begin the data collection phase of the evaluation. The tools to be used for data collection are included in Annex D.

Figure 14 lists the data collection tools together with the stakeholders with whom the tool will be used.

Figure 14: Data collection tools and stakeholders for each tool

Data collection tool	Stakeholder
Quantitative	
Quantitative survey	DSWD Social Welfare and Development Officers
	LGU Social Workers / Para-Social Workers
Qualitative	
Key Informant Interview Tool	Key Informants interviewed at national, and LGU level (mixture of provincial, city / municipality and barangays), including members of the reference group, UNICEF programme staff, officials and practitioners in the child protection and child justice systems, implementing partners, other NGOs and CBOs working on child protection, donors, and community leaders.
Key Informant Interview Tool – Social Welfare and Development Officers	Department of Social Welfare Officers – case studies

Life History Interview Guide: Children in contact with child protection services	Children who have been in contact with child protection services: Children whose cases have been subject to a child protection intervention (e.g. by DSWD and LGU social workers, diversion service providers, NGOs, etc.); who have been in contact with the justice system; or who live in a residential home (or other alternative care arrangement).
Life History Interview Guide: Parents or caregivers of children in contact with child protection services	Parents or caregivers of children who have been in contact with child protection services
Case File Review Tool	Case files held by DSWD Social Welfare Officers / LGU (Para) Social Workers

Due to the current situation with regards to the global Covid-19 outbreak, global travel restrictions prevent the evaluation team from travelling to Philippines. In addition, data collection by our in-country researchers will be heavily restricted due to the prevailing restrictions on freedom of movement.

Training and pilot of data collection tools

The Coram team leader will develop training presentations to be delivered to in-country researchers remotely. An initial half-day training / orientation session will be done with the national consultants, on Zoom. This session will provide an overview of the research design, quantitative and qualitative data collection methods, and will also be used as an opportunity to finalise logistics for the piloting. It will also involve some practical sessions in order to test out the data collection tools and enable the researchers to become familiar with them. The piloting will be done by the national consultants (it is suggested that two local level KIIs be carried out and two in-depth interviews with children and families be carried out), with a detailed debrief meeting held remotely with the international consultants to discuss any issues and finalise the tools and methodology. The Coram team will review data gathered in order to ensure it is of sufficient quality and provide any necessary feedback to national researchers. After the training is complete, the Coram team will hold a remote debrief meeting with UNICEF and the national consultants to provide an overview of the training and piloting, and to approve the final tools.

Field-based data collection

After the completion of the training and pilot, the Coram evaluation team and national consultants will carry out data collection in line with the evaluation methodology set out above. As mentioned, due to the restrictions of movement currently in place, it is anticipated that all data collection will be done remotely.

National level KIIs will be carried out by all members of the team, while local level data collection (in the 8 LGUs / provinces) will be primarily carried out by the two national researchers, with the international researchers carrying out a number of KIIs in these research locations for quality

assurance and to ensure familiarity with the context and issues for the purposes of the analysis and writing up findings.

As mentioned, the service provider survey will be administered by email or online.

6.4.3 Data analysis phase

The evaluation team will conduct a systematic review and analysis of all data, identifying key themes, patterns, discourses, relationships and explanations relevant to the research questions and indicators set out in the evaluation matrix. The evaluation matrix will be used as a framework to organise data and guide analysis.

Analysis of qualitative data

All raw qualitative data will be uploaded into Nvivo software and coded to identify key themes, patterns and relationships relevant to the research questions.

The evaluation team will use a thematic analysis, with a focus on understanding how the child protection system functions to prevent and respond to violence and child protection violations, and the role of UNICEF's programme within that. We will seek to identify both anticipated and unanticipated results of programming, good practices, challenges, levels of capacity and areas where improvements can be made. We will also consider findings which validate or challenge the assumptions and relationship included in the Theory of Change.

Analysis of quantitative data

Quantitative data from the stakeholder survey will be imported into Stata software, where it will be reviewed and cleaned to ensure that it is valid, precise, consistent and uniform. Initial analysis will be carried out to create a basic descriptive profile of results and to identify relationships between key variables. Additional statistical inferential analysis techniques will be performed to further explore relevant patterns, relationships and trends.

Preliminary quantitative data analysis will involve cleaning and checking the data to understand whether weighting for non-response is necessary, and the extent and randomness of missing data. Initial analysis will produce descriptive statistics on the composition of the sample and the overall results, disaggregated by factors of interest.

We also propose to conduct a secondary analysis of any available case data maintained by UNICEF, the child protection system, etc. The purpose of this analysis will be to gain comprehensive, descriptive and objective information regarding the numbers of cases progressing through the system in different regions; the demographic characteristics of children receiving support including gender, age and disability; the types of cases referred; referral sources; and case outcomes. This analysis will depend on what data is available, particularly whether disaggregated data is available, and on the reliability of the available data.

Data triangulation

Different types of data and different data sources will be triangulated with one another in order to identify any inconsistencies in information. Triangulation will help ensure the accuracy of findings, analysis and interpretation: drawing on different methods and theories will help evaluators overcome any biases or weaknesses associated with a particular method. Where findings appear to be incompatible or inconsistent, this may indicate either a bias or inaccuracy in the data or in the interpretation of the data, or a complexity that requires further exploration and analysis of existing data or the collection of additional information, which will be explored and reported on in the final evaluation report.

Human rights-based and gender sensitive focus

As previously mentioned, the evaluation will apply a human rights lens to data analysis, considering all evaluation findings from a conceptual framework which is normatively based on human rights standards and laws. This entails the consideration of inequalities and structural forms of discrimination, and the power dynamics that drive these, within the analysis of people's ideas and experiences of the child protection and child justice systems. All data generated will be disaggregated, including by sex, ethnicity, age and disability (where this data is available) and a gender and equity sensitive analytical lens will be applied to all evidence. The evaluation team will refer to the United Nations Evaluation Group (UNEG) Guidance on Integrating Human Rights and Gender Equality in Evaluation and UN System Wide Action Plan (UN-SWAP) Evaluation Performance Indicator Criteria.

Data analysis phase outputs

Datasets containing clean, anonymised data. Transcripts may include identifying information on participants. We suggest that we anonymise the transcripts and remove any identifying information before sharing them with UNICEF, and use the preliminary findings meeting and the validation workshop to discuss the data in detail and answer any queries that UNICEF may have.

6.4.4 Reporting and communication phase

In light of the data collected and analysed, and considering discussions with the Evaluation Management Team and Reference Group regarding the initial findings, the evaluation team will produce a comprehensive draft report containing findings in relation to all of the research questions and the indicators contained in the evaluation matrix. The draft report will be developed according to an outline and format agreed with UNICEF, and in accordance with the UNICEF-adapted UNEG Evaluation Reports Standards (2016).

The report is likely to include the following elements: Title page; Table of Contents; Acknowledgements; List of abbreviations; List of Diagrams and Tables; Glossary of terms; Executive summary; Introduction; Background and programme description (object of the evaluation); Design and methodology; Findings and analysis; Conclusions; Recommendations; and Lessons learned. The report will be developed to a standard format agreed with UNICEF and will be submitted in editable Word format and PDF format. The team will produce a concise report (which it will aim to keep under 45 pages), with detailed information in annexes.

The draft report will be submitted to the evaluation management team for an initial review.

Validation workshop

The team leader and one national consultant will present evaluation findings to the evaluation management team, the evaluation reference group, and key stakeholders in a half-day virtual workshop (most likely using Zoom). This will provide an opportunity for the team to engage with stakeholders on the evaluation findings, and refine and revise the recommendations through a participatory workshop about their applicability and practicality in the Philippines context.

Two rounds of revisions of draft report

The evaluation team will address all comments provided by the evaluation management team (we expect that comments will be provided in a comment matrix which will allow the team to clearly respond to comments, explaining how they have been addressed). The evaluation team will submit a revised draft, which will then be circulated to a wider set of stakeholders including the evaluation reference group. The evaluation team will then address comments provided by the wider group (again in a comments matrix format) and produce a penultimate evaluation report.

Development of final report and materials

The team leader will develop a final evaluation draft and evaluation brief (according to the format provided by UNICEF). The team leader will deliver a PowerPoint presentation remotely to the evaluation management team and evaluation reference group once the report is finalised and approved.

Reporting phase outputs

Final evaluation report
Evaluation policy briefs
PowerPoint presentation summarising final evaluation report

6.5 Quality control, mitigation of constraints and ethics

As highlighted above, the Covid-19 outbreak will be a significant limitation. We have outlined above how data collection could be altered if international travel restrictions remain in place. Throughout the evaluation the Coram team will take our usual approach to quality control and risk mitigation in order to ensure that the evaluation proceeds as smoothly as possible. We will be in regular contact with the UNICEF evaluation management team and will be flexible and prepared to respond to the changing situation as needed.

6.5.1 Quality control, management and communication

The Coram team will undertake a number of measures to ensure quality control and assurance, in order to ensure that all aspects of the consultancy are delivered to the highest standard, and within

the required time frame as far as is possible under current circumstances. These measures are as follows:

Child-focused multidisciplinary approach: The proposed consultancy team for this baseline assessment comprises team members from a range of disciplinary backgrounds. This team will be supported by the wider Coram International department and associated consultants, who, collectively, draw on a diversity of skills, experience and expertise to contribute a full range of perspectives to the completion of the consultancy. The team includes legal and social research experts, social policy advisors, and practitioners in different fields - including policing, social work, local government, the judiciary, and prisons - all of whom have a particular specialism in protecting and promoting the rights of children within their respective areas of work. This variety of perspectives helps to ensure that all findings, conclusions and recommendations are assessed and processed through a number of different lenses and increases the overall relevance and applicability, and, in the case of recommendations, helps to make them actionable on a multi-disciplinary level.

Training and technical expertise: The consultancy team members have up-to-date and competitive knowledge in their particular fields of expertise. As part of Coram International's quality assurance efforts, team members regularly attend trainings, courses, workshops and conferences.

Client contact: At the inception of the consultancy, the project team will work together with UNICEF to agree on a common understanding of the required work products, deliverables, time-frame and approach. We find this initial contact extremely important as a means to establish a productive working relationship and a shared vision of next steps and the overall approach to the consultancy. The team leader will be responsible for requesting and responding to feedback and other requests from the UNICEF contract lead for the duration of the contract. In addition, each team member will maintain communication with each other and the UNICEF team as appropriate.

Oversight and review: All of our products and deliverables are reviewed thoroughly by the team's Director, Professor Carolyn Hamilton, as well as members of the team with relevant expertise, to ensure their quality before delivery.

Management: Management support is provided by our senior management team and our project management staff who keep track of and provide support in relation to deliverables and time frames through effective communication techniques, including regular emails, project management software, and face-to-face communications.

Impartiality: We fully acknowledge the importance of maintaining independence and impartiality throughout the evaluation process in order to produce objective results. In order to promote impartiality, we have ensured that the evaluation team, including national consultants, do not have any conflicts of interest (such as prior involvement in UNICEF Philippine's child protection programme). The methodology has also been designed to promote objectivity: for example, all interviews will be kept anonymous and wherever possible evidence will be triangulated to promote impartiality.

6.5.2 Potential limitations, constraints and mitigation measures

Constraints/ Limitations	Mitigating Strategies
COVID-19 outbreak	<p>The COVID-19 outbreak will put significant constraints on data collection and travel within the Philippines. As discussed above, we will:</p> <ul style="list-style-type: none"> • Monitor the situation on a continuous basis, paying particular attention to public health advice issued by the UK Government, the Government of the Philippines, UNICEF, and the World Health Organisation, in order to inform decisions regarding travel and any necessary amendments to data collection procedures; • Plan to carry out all data collection, through Zoom, MS Teams, WhatsApp and Skype; • Put in place robust training, mentoring and supervision of national consultants (through the use of regular Zoom meetings, creation of a Whats App group etc.); • Ensure special ethical procedures are in place in order to minimise harm to children and parents during remote interviews (the ethical protocol will include information on this); and • Closely communicate with the UNICEF team on any potential slippages in terms of access to stakeholders / research participants, who may be experiencing heavier than usual workloads in light of Covid-19.
Access to respondents	<p>This evaluation relies on the participation of a number of stakeholders and programme beneficiaries. If their participation is not secured, this will compromise the evidence base on which the evaluation can draw. We will:</p> <ul style="list-style-type: none"> • Work with UNICEF and the ERG members to ensure that the necessary permissions are granted at the national and regional levels to enable access to key stakeholders; • Communicate with participants well in advance of the data collection in order to secure their availability; and • Ensure that evaluators are available to interview children and community members outside of school and working hours. Where participants are not available during the data collection phase, national consultants may conduct interviews at a later stage.
Determining causality and isolating effects	<p>Whilst this evaluation will not be designed to measure the (long-term) impact of UNICEF's CP programme, evaluators will consider baseline data in order to gain a stronger understanding of how the CP programme contributed to outcomes for children, as well as the effectiveness of different interventions and, where possible,</p>

	determine causality. The TOC will be used as a guide for testing contribution along the results chain.
Reporting bias	The evaluation will deal with sensitive issues and will also involve evaluating professionals' work. Given these sensitivities, it is likely that the evidence gathered may be affected by a degree of reporting bias. Respondents may be reluctant or unwilling to share sensitive and personal information either about traumatic events in their lives (children and adults) or about aspects of their professional experience which they may have feared might reflect badly either on them or on UNICEF (programme and case management implementing staff). To mitigate against reporting bias, evaluators will carefully explain to all respondents that this is a learning-based exercise; and explain that their anonymity will be protected, and no negative personal or professional consequences will result from the information they share.
Recall bias	Given that the evaluation involves speaking with respondents about past experiences, it is likely that the evidence may also be affected by recall bias. This may lead to some inaccuracies where respondents have forgotten or misremembered events that happened previously; and respondents' ideas about when, where, how and why such events took place may have been coloured by subsequent events. Evaluators will be careful to consider the impact of recall bias in the analysis and interpretation of research data. Wherever possible, evaluators will seek to triangulate objective information through the assistance of other sources of information and documentation (e.g., files, reports, etc.).

6.5.3 Ethical considerations

In all of Coram International's research, strict ethical guidelines are in place and are followed at all times. In order to complete this assessment, the consultancy team will consult these guidelines, the UNEG Ethical Guidelines and the Ethical Principles of Research Involving Children¹⁷⁸ to develop a tailored ethical protocol to guide the research. All research will be carried out in full accordance with the UNEG Ethical Guidelines and Coram International's own Ethical Guidelines as well as UNICEF's Ethical Standards in Research, Evaluation Data Collection and Analysis.

A tailored ethical protocol and tools is attached at Annex B, in line with the guidelines listed above. The protocol was adapted in line with (and also shaped) the project's methodology and data collection tools and plan.

The research and its ethical protocol and tools will undergo an ethical review by a Government body (within DSWD) or an independent board (Coram or UNICEF). For this purpose, an ethical protocol and tools will be developed and the team will complete necessary documentation required for a Government review.

¹⁷⁸ UNICEF Office of Research. 2013. Ethical Research Involving Children. <https://childethics.com/wp-content/uploads/2013/10/ERIC-compendium-approved-digital-web.pdf>

All team members have expertise in carrying out research with a range of stakeholders, including children, young people and vulnerable groups. All the international evaluators have also been criminal-record checked within the UK through the Disclosure and Barring System. Furthermore, all of Coram International's projects undergo an internal ethical review process prior to commencement of data collection. All our research is conducted according to the 'do no harm' principle and is wholly child-centred.

6.5.4 Risk management

Child-sensitive approach: We are mindful that this evaluation may cover information which is sensitive and which could involve a risk of harm, privacy concerns around potentially illegal or quasi-illegal actions or other potential negative impacts to those participating in our research. For example, we may engage with a child participant who goes on to disclose abuse, or whose participation is viewed as a threat by an adult in their lives, which could lead to that child being chastised or harmed in some way. Therefore, we will ensure a child-sensitive approach that respects privacy and anonymity and minimises the risk of harm to all participants, and particularly child participants, through careful planning and awareness and by implementing a child protection policy at all times. In particular, children's privacy and safety will be the central consideration in the design of the research methods and tools.

Security: Our team will work closely with UNICEF Philippines to make any necessary adaptations to the research design in response to any security issues that may arise and potentially impact upon the accessibility of research sites and/or the safety of participants. This includes following any public health guidance issued by the Government of Philippines and the World Health Organization.

Financial risk: A further risk associated with any research is that of financial risk to the parties. For Coram International's part, the Trustees, together with the management of Coram Children's Legal Centre, have assessed the major financial risks to which the charity is exposed, in particular those relating to the specific operational areas of the charity, its investments and finances. The Trustees believe that, by monitoring reserve levels, by ensuring that controls exist over key financial systems, and by examining the operational and business risks faced by the charity, they have established effective systems to mitigate those risks where possible.

7. EVALUATION WORKPLAN AND MANAGEMENT

7.1 Evaluation team

Below we set out the roles and responsibilities of the team members as well as their bios.

Team leader: Professor Dame Carolyn Hamilton will be responsible for managing the evaluation process, including overall coordination of the evaluation team, and assuring the quality and timely delivery of all evaluation products. Professor Hamilton will provide leadership in the development of all deliverables, particularly the inception report and evaluation report. Finally, Professor Hamilton will deliver the final validation workshop for the evaluation.

International child protection and research experts: The international child protection and research experts, Kirsten Anderson and Bruce Grant, will contribute to the document review and methodology design for the evaluation. They will also, along with the Team Leader, carry out inception interviews and present the methodology to the ERG. They will train / orient the national researchers and provide supervision, trouble shooting and quality assurance throughout the data collection process. The international child protection and research experts will contribute significantly to the data analysis and development of the evaluation report, including the evaluation brief and recommendations.

National researchers: Vilma Cabrera (Cheche) and Aiza Baldonardo are our national research consultants. Meetings with the national consultants have formed part of the inception mission, and their feedback has contributed to the development of this inception report. The national consultants will also conduct data collection for the assessment and support in logistical arrangements for data collection. Finally, national consultants will input into the evaluation report, support in the interpretation of results and contribute to the validation workshop.

Project management and research support: Management support is provided by our senior management team and the project manager for this evaluation, Alice Rafter, who will keep track of and provide support in relation to deliverables and time frames through effective communication techniques, including regular emails, project management software, and face to face communications.

Catherine Burke is the team's International Research Assistant and she will contribute to the desk review and drafting of the inception report, along with providing support in scheduling, conducting interviews and transcribing during data collection and contributing to the data analysis and report drafting.

7.2 Evaluation workplan

Task	Deliverable	Days and location	Updated Timeline
Inception phase			
Initial meeting and follow on meetings by Skype or Zoom (four follow on meetings via Zoom or Skype - dates to be established with ERG)		8 days (remote) <i>Team Leader: 2 days</i> <i>International consultants: 4 days</i> <i>National consultant: 2 days</i>	11 th January 2021 (date of first meeting)
In-depth document review	Deliverable 1: Inception Report (after incorporation of feedback from the ERG) including methodology, final evaluation matrix, and evaluation instruments/tools	17 days (remote) <i>Team Leader: 2 days</i> <i>International consultants: 13 days</i> <i>National consultants: 2 days</i>	15 th March 2021 – First Draft Submitted 29 th March 2021 – Comments from UNICEF shared 12 th April 2021 – Final Report Submitted
Data collection phase			
Development of ethical protocol and review documentation	Deliverable: ethical protocol and tools	3 days (remote)	1st April 2021
<i>[Ethical review process]</i>	-	-	<i>[estimate ethical approval process takes one month]</i> <i>Approval received 23rd April 2021</i>

Orientation with national data collection team	-	4 Days (remote) <i>International consultants: 2 days</i> <i>National consultants: 2 days</i>	May 2021
Field-based data collection (national level)		12 days (remote) <i>Team leader: 2 days</i> <i>International consultants: 10 days</i>	May/June 2021
Pilot of data collection tools (sub-national level)		3 days (remote) <i>International consultants: 1 day</i> <i>National consultant: 1 day</i> <i>National consultant and research coordinator: 1 day</i>	Week of 7 th June 2021
Dissemination of service provider survey	-	-	Send out: 11 th June 2021 Return: 18 th June Follow up and return of outstanding: 25 th June 2021
Field-based data collection (sub-national level)		45 days (remote) <i>Team leader: 2 days</i> <i>International consultants: 6 days</i> <i>National consultant: 15 days</i> <i>National consultant and research coordinator: 22 days</i>	June/July 2021
Data processing and analysis phase			
Analysis of data		17 days (remote) <i>Team Leader: 3 days</i> <i>International consultants: 10 days</i> <i>National consultant: 2 days</i>	July/August 2021

		<i>National consultant and research coordinator: 2 days</i>	
Development of draft report	Deliverable 2: Zero draft Evaluation Report	19 days (remote) <i>Team Leader: 5 days</i> <i>International consultants: 10 days</i> <i>National consultant: 2 days</i> <i>National consultant and research coordinator: 2 days</i>	6th August 2021
Validation phase			
Validation workshop	Deliverable 3: Validation workshop documentation	7 days (remote) <i>Team Leader: 4 days</i> <i>National consultant: 1 day</i> <i>National consultant and research coordinator: 2 days</i>	Week of 9 th August 2021
Final draft Evaluation Report and Evaluation Brief			
Second draft Evaluation Report and Evaluation Brief		10 days (remote) <i>Team Leader: 5 days</i> <i>International consultants: 5 days</i>	23 rd August 2021
One round of revisions of draft report	Deliverable 4: Draft Evaluation Report and Evaluation Brief		10 th September 2021 (comments received)
Final Evaluation Report and Evaluation Brief phase			
Development of final report and evaluation brief	Deliverable 5: Final Evaluation Report and Evaluation Brief	5 days (remote) <i>Team Leader: 5 days</i>	20 th September 2021
Presentation of Final Evaluation Report			
Presentation of Final Evaluation Report	Deliverable 6: PowerPoint presentations summarising final evaluation report	5 days (remote) <i>Team Leader: 2 days</i> <i>National consultant: 1 day</i> <i>National consultant and research coordinator: 2 days</i>	Week commencing 20 th September 2021

Total number of days	Total: 155 days <i>Team leader: 32 days</i> <i>International consultants: 62 days</i> <i>National consultant: 28 days</i> <i>National consultant and research coordinator: 33 days</i>
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LIST OF ANNEXES

Annex A: Terms of Reference

Annex B: Ethical Protocol and tools

Annex C: Draft Data Collection Schedule

Annex D: Draft Data Collection Tools

Annex E: List of Inception Phase Key Informant Interviews

Annex F: Bibliography

Annex G: TOC: Pathways and preconditions

Annex H: Legal framework