

## Annex K: Programme objectives

### 1.1.1 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.”*<sup>1</sup> 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.”*<sup>2</sup>

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.<sup>3</sup>

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,<sup>4</sup> which noted the need for legislation and implementation of laws relating to corporal punishment, promotion of awareness

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<sup>1</sup> UNICEF Philippines, ‘Country Programme Action Plan 2012-2016’, March 2012, p31.

<sup>2</sup> UNICEF Philippines, COAR 2017.

<sup>3</sup> United Nations Economic and Social Council, ‘UNICEF Country programme document: Philippines’, 15 September 2011, p8.

<sup>4</sup> 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

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.<sup>5</sup>

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)<sup>6</sup> 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 1: 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><b>Programme Component Result 3:</b> 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><b>Intermediate Result 3.1:</b> 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><b>Intermediate Result 3.2:</b> 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>		
<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><b>Programme Component Result 5:</b> 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>		

<sup>5</sup> United Nations Economic and Social Council, ‘UNICEF Country programme document: Philippines’, 15 September 2011, p2-3.

<sup>6</sup> S/RES/1612 26 July 2005.

<p><b>Intermediate Result 5.1:</b> 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)</p> <p>Baseline (2009): 41%</p> <p>Target: 90%</p>	<p>5.2 Number of UNICEF-led Peace Action Plans with conflict parties formulated, signed and implemented</p> <p>Baseline: 1</p> <p>Target: 3</p>	<p>5.3 Percentage of conflict prone LGUs integrating child responsive and gender sensitive parameters for budgeting</p> <p>Baseline: 0</p> <p>Target: 50%</p>

### 1.1.2 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.<sup>7</sup> 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.<sup>8</sup> 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 programme, which recommended that greater emphasis should be placed on upstream work and the implementation of policies.<sup>9</sup>

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.

<sup>7</sup> United Nations Economic and Social Council, ‘UNICEF Country Programme Document: Philippines’ 12–14 September 2018, p7-8.

<sup>8</sup> UNICEF Philippines, ‘CPAP 2019-2023’ March 2020, p12.

<sup>9</sup> Goss Gilrory Inc, ‘Formative Evaluation of the UNICEF 7th Country Programme 2012-2018 in the Philippines’, 2017, p54.

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.<sup>10</sup> 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 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 2: Results framework for Country Programme 2019-2023*

<b>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.</b>					
<b>Indicators</b>	<b>Baseline</b>	<b>Target</b>	<b>Method/</b>	<b>Key partners</b>	<b>Sites</b>

<sup>10</sup> Information provided by UNICEF Philippines.

			Means of verification		
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 <sup>11</sup>	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 provide gender-responsive child and family social services	TBD	TBD	DSWD qualifications/ standards for accreditation. This can be linked to LSWDO functionality monitoring which is done annually	DSWD	TBD

**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

<sup>11</sup>The 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.

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
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	Not stated

**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	None	All Regions + BARMM by 2023 3 Regions / year	Inclusion of workforce strengthening and development of national	National and regional offices of: DSWD, CWC, DILG, DOH, DepEd	UNICEF priority regions

national standards, and with capacity to provide gender-responsive child and family social services)			standards in DSWD and LGU of UNICEF areas' plans and budget		
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.**

<b>Indicators</b>	<b>Baseline</b>	<b>Target</b>	<b>Method/ Means of verification</b>	<b>Key partners</b>	<b>Sites</b>
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.**

<b>Indicators</b>	<b>Baseline</b>	<b>Target</b>	<b>Method/ Means of verification</b>	<b>Key partners</b>	<b>Sites</b>
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	Not stated	Not stated	BARMM

		2023: 1			
% 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

### 1.1.3 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 B) 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 B.