Strengthening Child Protection Systems in the Philippines
Child Protection in Emergencies

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Acknowledgment

This report examines child protection system strengthening in the Philippines following emergency responses to Typhoon Haiyan/Yolanda

Contents

List of Abbreviations

ADB	Asian Development Bank
AOR	area of responsibility
ARMM	Autonomous Region in Muslim Mindanao
BCPC	Barangay Council for the Protection of Children
CBCPN	Community-Based Child Protection Networks
CFLG	child-friendly local governance
CFS	child-friendly space
CP	child protection
CPC	Learning Network Care and Protection of Children / Child Protection in Crisis Learning Network
CPIE	child protection in emergencies
CPWG	Child Protection Working Group
CRC	United Nations Convention on the Rights of the Child
CSPC	Committee for the Special Protection of Children
CSWDO	City Social Welfare and Development Office
CWC	Council for the Welfare of Children
DCW	day-care worker
DILG	Department of the Interior and Local Government
DRR	disaster risk reduction
DSWD	Department of Social Welfare and Development
FTR	family tracing and reunification
GBV	gender-based violence
INGO	international non-governmental organization
IRT	Immediate Response Team
IT	information technology
LCPC	Local Council for the Protection of Children
LGU	Local Government Unit
LSWDO	Local Social Welfare and Development Office
MHPSS	mental health and psychosocial support
MSWD	Ministry of Social Welfare and Development
MSWDO	Municipal Social Welfare and Development Offices
NASWEI	National Association for Social Work Education
NGO	non-governmental organization
PCA	programme cooperation agreement
PDP	Philippines Development Plan
PSS	psychosocial support
PSWDO	Provincial Social Welfare Development Office
RA 7610	Republic Act 7610 (also known as the Local Government Code and Child Abuse Act)
RSCWC	Regional Sub-Committee for the Welfare of Children
RRT	Rapid Response Team
UASC	unaccompanied and separated children
UN	United Nations
UNFPA	United Nations Population Fund
USA	United States of America
USAID	United States Agency for International Development
WASH	water, sanitation, and hygiene
WCPDO	women and children protection desk officers

Executive Summary

The Philippines is a growing socio-economic presence in South-East Asia. It has an annual growth rate of more than 7 per cent, and is one of the most densely populated countries in the world. The well-being and successful growth and development of children in the Philippines are vital to the achievement of national development goals and targets. The centrality of children to the national agenda is clearly reflected in Philippine Government strategies and development policies.

In November 2013 Typhoon Haiyan/Yolanda struck the Visayan Islands. It had a devastating impact on the Philippines, and highlighted the risks posed to this nation of 7,000 islands by the growing threat of climate change. The particular threats to children in this situation (including separation from family and parents, displacement from home/shelter/schools, exposure to violence and abuse, and a lack of safe spaces where they could access basic services and psychosocial care and support), demonstrated that the existing Child Protection (CP) Systems had been severely disrupted and were in most cases not functional. In the immediate aftermath, systems were unable to cope with the protection needs of thousands of displaced and highly vulnerable children.

The UNICEF Philippines Child Protection section has made efforts in recent years to prioritize CP Systems Building as a strategy for development, in contrast to previous programmes and projects that targeted specific groups of children. However, limited programme resources did not encourage extensive work in this area. Then, the emergency resources generated in the global response to Typhoon Haiyan/Yolanda suddenly provided a critical opportunity to direct response and relief efforts towards CP Systems strengthening, in an effort to 'build back better' and address the damage to the system resulting from the emergency. It also afforded an opportunity to address pre-existing weaknesses in the CP System.

This report reviews and analyses how the CP work implemented during Typhoon Haiyan/Yolanda provided an opportunity to tackle the problem of CP Systems building while responding to the immediate need for relief and recovery during the emergency and its aftermath.

The Typhoon Haiyan/Yolanda emergency generated a huge, multi-level humanitarian response by a range of national and international actors, which worked very well in many respects. Specifically, UNICEF Child Protection recognized the demand for support to CP Systems as part of longer-term response and recovery, and worked with the Government, local communities and partners to strengthen CP Systems and identify key child protection needs.

UNICEF initiatives to support CP Systems strengthening during the emergency response and recovery included Project Cooperation Agreements (PCAs) with civil society organisations to strengthen Local Councils for the Protection of Children (LCPC), and support for priority Local Government Units (LGUs). A unique feature of the emergency response in an effort to channel resources more directly to community-based systems and institutions was the provision of funds directly to LGUs. This facilitated targeted work planning by each sector to design the best response. Substantial progress on CP Systems building was achieved, primarily through LCPC strengthening in the 40 Haiyan/Yolanda-affected priority LGUs. A report, 'Documentation of Child Protection Systems Strengthening Initiatives in Typhoon Haiyan Areas', captures this work.

UNICEF established partnerships through PCAs with nine agencies, all of which emphasized elements of CP Systems building, targeting CP priorities including strengthening social work, and establishing national guidelines for Child-Friendly Spaces (CFS) and psychosocial support (PSS).

A key initiative was UNICEF's partnership with the Development Academy of the Philippines to enhance the Child-Friendly Local Governance Course to incorporate Child Protection in Emergencies (CPiE), and thereby strengthen the capacity of LGUs nationwide to better prepare and respond.

UNICEF also funded social workers in target Haiyan/Yolanda-affected municipalities to follow up on outstanding cases, especially those concerning children separated from caregivers and families during the emergency.

In addition, UNICEF is working with a local non-governmental organization (NGO) to replace civil registration documentation including birth certificates to some 80,000 people, using mobile outreach services to reach poor women and children from the most affected areas.

Despite these significant achievements, numerous challenges remain in the emergency response and efforts to address CP Systems Building as an integral component of the Haiyan/Yolanda strategic response. These include maintaining momentum for a sustainable recovery, and strengthening national and local CP systems in the process.

__The primary purpose of this report is to explore the extent to which the emergency response has contributed to strengthening the national CP system in the Philippines, and how it might continue to do so.__

This report finds clear evidence that considerable progress has been made against system strengthening indicators, as a result of international and national collaboration after Typhoon Haiyan/Yolanda, and through CP efforts in ongoing conflict regions. CP and family welfare are established on the agendas of both the Government and, importantly, community organisations, including *barangay* councils.[1] The work of international agencies in initiating and supporting disaster relief and recovery efforts has added significantly to the arsenal of national child protective priorities and mechanisms in the Philippines. Learning and innovation introduced during the response to the ongoing conflict in parts of the country also provide valuable lessons that might be expanded to national level.

However, despite these achievements, challenges still face some aspects of CP systems strengthening work.

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[1] Barangays are the smallest administrative division and can be equated with villages or wards. Although headed by an elected council and funded through LGUs, they have considerable operational autonomy and play a significant role in community life.

The research process undertaken for the study is summarized below.

Research Questions and Conclusions

Three primary questions were explored in this study, through a desk review, individual and small group interviews, and focus group discussions. The stakeholders canvassed included international, national, sub-national organisations, community groups, and in-school and out-of-school youth. The questions and findings are outlined below.

1. **What perceived changes to national CP systems have resulted from emergency responses?**
   The Philippines Government continues to institutionalise emergency-related preparedness and recovery initiatives, including elements related to CP. This has included: instituting national CFS standards and guidelines; incorporating Child Protection Working Group functions into Regional Sub-Committees for the Protection of Children; and committing to the integration of Rapid Family Tracing and Reunification technology into preparedness strategies. Importantly, a process of mainstreaming CP initiatives and responsibilities – within education, health, justice and Disaster Risk Reduction and Management areas in particular – has been strengthened through the combined efforts of national and international actors.

   Although open to emergency relief efforts in times of crisis, and to working with international agencies at other times, the Government is protective of its independence, and defends the right and responsibility to build social protection and CP systems that are appropriate to their unique context. While successful partnerships between the Government and international humanitarian agencies have been established in some areas affected by Typhoon Haiyan/Yolanda, partnerships had difficulty taking root in others.

   The recognition that emergency preparedness could be improved has led to a review of national, regional and local Disaster Risk Reduction and Management structures and processes. The requirement for the establishment of emergency preparedness resources, including CP mechanisms, from national to barangay level is now being more closely monitored.

2. **How do children and families perceive – and experience – changes in the CP services and support available to them before, during and after an emergency response?**
   Most community-based participants said that they did not receive external support or assistance until at least one week after the typhoon hit. Many described the first weeks and months after the typhoon as a time of overwhelming shock, disbelief, desperation and grief. Survival was the priority for many. All interviewed families identified the following as providing the most immediate relief: barangay; church; family/extended family (in particular those bringing supplies and support from out of the district); (I)NGOs; and UN agencies.

   Youth, family and community members regarded CP and wellbeing as indivisible from family support and wellbeing. They saw CP as firmly embedded within a social protection context – meaning that adequate living conditions are necessary to the most effective protection of their children.

   Key child protection issues identified by UN agency workers, NGO workers and community participants included: poverty; a lack of access to sources of livelihood; overcrowding and lack of adequate shelter; limited access to ongoing education and training for youth; access to medical care (for young children

particularly); and a need for income-generating projects in rural areas. However, approximately nine months after the typhoon, access to sources of livelihood, rebuilding of homes and access to sufficient funds to buy food and meet education and training needs were identified as priority issues that were not being met.

Community participants stated that while the stages of immediate survival, shock and grief had largely passed, things were not getting better and in some cases were getting worse as ongoing stresses (particularly a lack of sources of livelihood, overcrowding and family fragmentation as parents sought work elsewhere) took their toll. This was true in both rural and urban areas affected by the typhoon.

3. **To what extent have nationally initiated activities sought to strengthen local and traditional components of the CP system?**
National initiatives generally focus on strengthening local or traditional components of the CP system. Key national strategic documents and plans emphasise child and family wellbeing. They propose a comprehensive integrated approach incorporating educational and economic development – together with early childhood and health initiatives – as explicit foci for improving child and family wellbeing. Partial decentralisation allows regions, provinces, municipalities and barangays some freedom to develop their own ordinances, systems and processes to meet nationally and locally identified goals. However, there are challenges in fully implementing requirements at LGU and barangay level (as evidenced in multiple policies, ordinances, memoranda and regulatory requirements). While barangays may utilise traditional practises, such as *husayon*[2] to resolve difficulties, child protection actors from the Department of Social Welfare and Development and the health, justice and local government sectors are simultaneously being trained in a *Protocol for Case Management of Child Victims of Abuse, Neglect and Exploitation* (2014). Under this protocol, barangay and other community-based officials are guided to report incidents or disclosures to the relevant authorities, and to support the subsequent social work and police processes for dealing with them. In the partially decentralised context of CP in the Philippines, local and traditional practices promoting child rights may also need to be considered at regional and local level, in alignment with formal components of the CP system.

Consolidated Recommendations

Recommendations primarily fall under one or more of three themes that emerge strongly from this research: Integration; Preparedness; and Resilience. A number of these recommendations are already being put into practice.

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[2]   Traditional process of dispute resolution.

Key Recommendations

1. Maintain focus on strengthening the national CP and welfare systems in the Philippines, including increasing emphasis on mainstreaming, social protection, and preventative initiatives.

2. Increase understanding of national and local/traditional CP systems, with a view to improving alignment and integration of formal and informal system components, particularly where local traditional systems understand and respect child rights.

3. Continue to develop national emergency preparedness measures and monitoring, including: (a) the formation of CP Emergency Response Teams at national and regional level; and (b) reviewing the expectations and improving support for the Department of Social Welfare and Development social workers in emergency situations.

4. Document examples from the emergency response of strengthening LCPC and Barangay Councils for the Protection of Children to better demonstrate CP Systems building as part of the emergency response.

Children gather outside a Child Friendly Space tent in the town of Tanauan – one of the areas hardest hit by Typhoon Haiyan – in Leyte Province, Philippines. ©UNICEF Philippines/2013/Jeoffrey Maitem

1. Introduction

This study on child protection (CP) systems strengthening through humanitarian action in the Philippines is one of a series of case studies initiated by the Columbia University Care and Protection of Children/Child Protection in Crisis (CPC) Learning Network, in collaboration with the UNICEF-hosted Global Child Protection Working Group (CPWG). Emergencies can provide opportunities to strengthen existing CP systems and the impetus to re-examine existing practice, potentially resulting in significant systemic and institutional change. The aim of the studies is to improve understanding of how emergency responses can contribute to strengthening CP systems at national and local level.

Typhoon Haiyan/Yolanda struck the Philippines in November 2013, causing mass devastation – the loss of lives, homes, livelihoods, and infra-structure affecting millions of people, many of whom were children. Both urban and rural areas were affected. This report looks at the lessons international and national actors can learn from the Typhoon Haiyan/Yolanda response and recovery experience in relation to strengthening national and community-based systems of CP. It is based on interviews, observations, documentation and analysis undertaken nine months after the typhoon.

This report highlights the importance of addressing CP policies and practices in the context of broader social and economic systems. Study findings emphasize the critical role of local groups and networks in ensuring CP measures are practiced to reach the most vulnerable and make a real difference to children's lives. Although they have a close understanding of local context, these local groups are often least well resourced and may not even be identified within the formal child protection system. It is therefore critical that United Nations (UN) agencies and international non-governmental organizations (INGOs) engage with these organisations and networks. Reinforcing their role can help to maximise gains and contribute to sustainable and effective CP policy and practice.

This report examines the role of the social service workforce during and outside the typhoon response. International agents including UNICEF were providing social workers to provide additional support required. This support had a particular focus on increasing capacity and emergency preparedness within the offices of Local Government Units (LGUs). Typhoon Haiyan/Yolanda highlighted the challenges associated with the current mandate and areas of responsibility of municipal and regional social workers, which can seem unrealistic, particularly in emergency contexts. Rather than simply attempting to increase the number of social workers within the system, a more immediate, practical, and sustainable solution may be for the government to re-examine the distribution of mandated roles and responsibilities in relation to CP within and beyond emergencies. Such a national level adjustment might open the door to cultivating a community or para-professional workforce. Reconsideration at national level might extend beyond the role of social workers to review the efficacy of current CP structures (for example, LCPCs and Barangay Councils for the Protection of Children [BCPCs]), and consider alternatives that may align better with existing CP system components.

It is important to consider both formal and informal system components when determining what is needed to effectively strengthen CP systems, within and beyond emergencies. The research found clear evidence that UNICEF, other UN agencies, and INGOs operating in the aftermath of the typhoon made a number of positive contributions towards strengthening CP systems. These primarily related to formal system components and practical capacity-building activities (these contributions and a summary of lessons learned are listed in section 4.3.1).

A woman cradling a baby stands amid debris and other destruction caused by Typhoon Haiyan in Tacloban City – the area worst affected by the disaster – on the central island of Leyte in the Philippines. ©UNICEF Philippines/2013/Jeoffrey Maitem

2. Project description

2.1 Purpose and rationale

2.1.1 Overall purpose and rationale

Rationale and Aims of the Study

The international response to emergencies, and in particular level 3 emergencies,[3] presents opportunities to mobilise significant international and local resources in a strategic manner to strengthen national CP systems in addition to providing immediate emergency relief. The focus on strengthening CP systems diverges from earlier approaches, which tended to emphasise specific CP issues without necessarily supporting, maintaining, or improving systems and structures. Emergency situations also present unique opportunities to test the functioning of existing systems, to locate gaps and areas of weakness, and to identify and adopt promising practices and build on successes. A focus of the study is how international, national and local responses to the Typhoon Haiyan/Yolanda emergency have impacted on CP system strengthening in the Philippines.

In addition presenting unique opportunities to strengthening systems, emergencies can provide a shock to the system; something that challenges the status quo and creates space for something different. As one INGO worker noted concerning humanitarian action, "After the initial jolt, institutional change can more easily unfold."[4] Hence, emergencies can provide the impetus for both systems strengthening and significant systemic and institutional change.

Focusing on how emergency responses contribute to systems strengthening also allows better analysis of risk-informed programming. This study examines how responses to Typhoon Haiyan/Yolanda supported existing national and local systems to be better able to respond to future shocks and emergencies.

2.1.2 Specific aims

This study is one of a series initiated by the CPC Learning Network based at Columbia University in collaboration with the global CPWG, which is coordinated by and supported through UNICEF. The broad focus of this series is to assess the impact of emergency responses on strengthening national CP systems. The Philippines research will form part of a multi-country report (including Haiti and Palestine) examining how national and international actors might contribute to CP systems strengthening, and hence sustainability, through strategic responses to emergencies.

The primary subject of this study is the emergency response to Typhoon Haiyan (known as Yolanda in the Philippines), which struck in November 2013. Although the primary lessons distilled in this study come from the Haiyan/Yolanda response, the Philippines also has an ongoing conflict situation in Mindanao, the responses to which contribute valuable lessons to this study.

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[3] A Level 3 emergency is defined as: An Emergency Response that calls for organization wide mobilization to address an emergency that is rated at the highest level of emergency based on: scale, urgency, complexity, capacity and reputational risk.

[4] Child Frontiers, *Child and Family Welfare System Policy Implementation Framework (Draft)*, 2014.

2.1.3 Key questions

The key research questions guiding this study were originally set by the CPC Learning Network and the global CPWG:

1. What perceived changes to national child protection systems have resulted from emergency responses?

2. How do children and families perceive – and experience – changes in the Child Protection services and support available to them before, during, and after an emergency response?

3. To what extent have nationally initiated activities sought to strengthen local and traditional components of the CP system?

2.2 Methodology

The research examined efforts by UN bodies and international, national, regional, local and community actors to strengthen the national CP system via the emergency response to Typhoon Haiyan/Yolanda. In addition to a comprehensive desk review and observation of meetings and training events, a series of individual, small group, and focus group interviews gathered perspectives from a range of sources. The multiple methods provided rich data to be triangulated in relation to the primary themes of the research.

2.2.1 Data sources

Documents

A wide range of documents was reviewed for the research, including:

- Internationally and nationally focused academic books and articles
- UNICEF documents – reports, plans, strategies and evaluations
- (I)NGO documents and reports
- Philippine national, regional and local government documents – reports, legislation and research
- Barangay information visuals and plans

The breadth of the documentary review allowed the author to contextualise international, national and local information in relation to broader and well-established typologies and knowledge bases. This in turn helped to prevent the study from becoming a series of observations on individual organisations' initiatives and outcomes, and assisted in the synthesis of a complex study into a set of manageable principles focused on systems strengthening.

Interview and Focus Group Guidelines

The interview and focus group guides were developed by the CPC Learning Network research team, working with guidance from a technical review team representing the global CPWG and other actors. The tools were designed for administration across multiple research sites. Hence the interview and focus group formats would parallel those administered in the companion research context. However, slight modifications were made to the interview outlines and focus group guides for the Philippines context. Interviews and discussions were semi-structured, allowing for particular areas of significance, interest and expertise to be explored at greater depth.

Localities Accessed

The primary field research sites centred on Manila and Regions 6 and 8 (in the Visaya Islands), with participants from Tacloban, Ormoc and Le Pas on the Island of Leyte in Region 8. Region 6 participants included in- and out-of-school youths and local barangay and NGO workers, as well as those from regional and national level who attended a three-day child abuse case management protocol training in Roxas. Although the Level 3 emergency encompassed Regions 6, 7 and 8, participants in this study were drawn almost exclusively from Regions 6 and 8. A total of 78 people participated in individual and group interviews and focus groups.

2.2.2 Stakeholder participation

UNICEF assisted in the identification of key informants within the organisation, and in other UN agencies, INGOs and government organisations. ChildFund also assisted in the organisation of youth focus groups. Other barangay and community-based stakeholders were identified and contacted by the researcher.

The interviews and group discussions used rapid ethnography techniques. Although three weeks in the field did not allow time for an in-depth ethnographic study or the establishment of strong connections between the researcher and stakeholders, some community and barangay interviews benefited from relationship building principles.

Interviews and focus group discussions were conducted with a range of participants with varying experiences and perspectives, including:

- UN agency staff (primarily UNICEF workers from different levels and orientations within the organisation)
- Regional CPWG members
- Staff from several INGOs and local NGOs
- National government officials in the areas of CP and justice
- Local government councillors and staff
- Department of Social Welfare and Development (DSWD) social workers
- Day-care workers (DCWs)
- Police and healthcare workers
- Barangay councillors and community members
- In- and out-of-school youth
- Community members not affiliated to local barangays, notably internally displaced people

Table 1. Number of interviewees by identified role or organisational affiliation

Role/Affiliation	Number of Participants (N = 78)
Government (includes national, regional and local government)	9
INGO & NGO	15
UN Agency/UNICEF	15
Community (includes youth, day-care and voluntary workers, internally displaced people, and barangay members)	37
Academic	2

2.2.3 Ethical safeguards

Participants were provided with information and consent forms. The research protocols and participants' rights were also verbally outlined in most cases, including all people for whom English was a second language. Permission was sought in the consent process to audiotape the interviews, and the protocols detailed confidentiality and storage arrangements for the recordings and subsequent transcripts. The protocols and rights identified also included the right not to answer any question(s) and the right to withdraw from the research. Participants were invited to ask questions about anything of concern to them.

Interpreters were used where possible in order to enable participants to express themselves in their first language where this was preferred. While most participants spoke in English, a number used a mixture of languages and some spoke predominantly in their native tongue.

2.2.4 Limitations

Interviews and observations for this study were conducted over a three-week period in July 2014. The fact that most interviews were conducted in English, which was not the first language of most community participants, may have limited the depth of exploration of issues. When interpreters were available, they translated participant responses, clarified and translated the researcher's questions for participants' benefit, and followed up with prompts and further questioning as needed. Future research should include a native language speaker as a constant part of the team.

Time constraints also limited the ability to build trust and follow usual community research practises in relation to barangay councils, community members, and youth groups.

Regions 6, 7 and 8 were significantly affected by Typhoon Haiyan/Yolanda. Region 7 was not visited, and few interviews referred to post-typhoon response and recovery practises in this region. Anecdotal accounts indicate that this region's Regional Sub-Committee on the Welfare for Children (RSCWC) chose to manage the functions that would otherwise have been handled by international agencies. Anecdotal accounts also describe active relief and recovery efforts by local authorities and communities, including communities neighbouring those most affected by the typhoon.

Children aged under 11 years were not interviewed for this study. Family and barangay members, and child-friendly spaces (CFS) and day care workers (DCWs) were interviewed about the effects of the typhoon emergency on young children, and on the services designed for them. Nonetheless, the omission of young children from the interview schedule could be seen as a limitation of this study.

While the interviews sought information about gender-related issues in relation to the emergency, response and recovery processes, there were no gender-specific focus or discussion groups. This may have limited the depth of gender-related information disclosed.

Indigenous communities are often located in hard-to-access areas and may have limited interaction with mainstream systems and structures, particularly those at regional and national level. It can also be challenging to reach children with disabilities. Little specific information was available regarding how these groups fared during the post-typhoon emergency, nor was there reference to indigenous groups or children with disabilities by most UN agency, INGO, NGO or community groups interviewed. This lack of information is unfortunate as indigenous perspectives and the perspectives of people with disabilities may have added significantly to the study.

A sign alongside a road in the barangay of Calugcog, on the way to Tacloban, one of the areas hardest hit by Typhoon Haiyan. In the aftermath of the typhoon, the word 'bangon', meaning 'rise up' in English, was used by some survivors as an expression of resilience. ©UNICEF Philippines/2014/Giacomo Pirozzi

3. Context

3.1 Child protection: The broader context
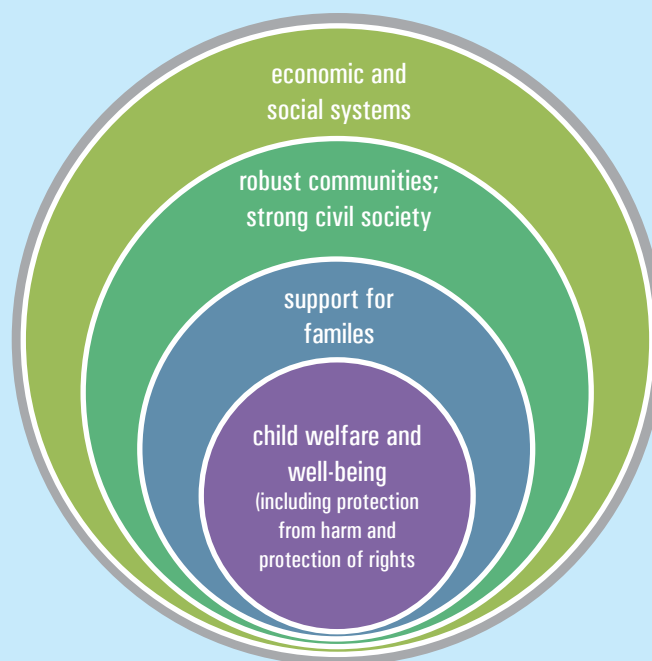
3.1.1 What is child protection?

One cannot reduce the number of children living on the streets without also engaging with the problems at home or in school that could explain their situation. A child who faces the risk of being trafficked may also be disabled, in conflict with the law, and experience violence in the home. Understanding the underlying causes and addressing this interconnectedness is key. Child protection systems seek to address the full spectrum of risk factors in the lives of all children and their families. Along with partners, including governments, non-governmental organizations, civil society actors and the private sector, UNICEF promotes the strengthening of all components of child protection systems - human resources, finances, laws, standards, governance, monitoring, and services. Depending on the country context, child protection systems may cut across part of the social welfare, education, health, and security sectors.[5]

Popular conceptions of child protection have tended to emphasise issues of abuse, exploitation, neglect, and the promotion of the rights of the child. It is essential that these issues, however important, are also understood within a broad approach that addresses how systems and situations impact upon child welfare and well-being. Economic and social systems – including education, health, justice, housing, income and labour – affect not only children's vulnerability to exploitation, abuse and neglect, but also the quality of life and opportunities open to them. Robust community networks and a strong civil society with clear child and family support mechanisms are also vital.

If CP is to work effectively and sustainably, it needs to be seen as part of the wider conversation rather than a collection of discrete problems and issues. Figure 1 summarises this embedded approach.

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[5] www.unicef.org/protection/57929_57990.html. Retrieved 01/03/15.

Figure 1. Embedding child protection in a broader framework.

economic and
social systems

robust communities;
strong civil society

support for
families

child welfare and
well-being
(including protection
from harm and
protection of rights

The UNICEF Child Protection Strategy clearly articulates an approach in which child protection is recognised as being embedded within this broader framework of systems:

Child protection systems comprise the set of laws, policies, regulations, and services needed across all social sectors – especially social welfare, education, health, security and justice – to support prevention and response to protection-related risks. These systems are part of social protection and extend beyond it. At the level of prevention, their aim includes supporting and strengthening families to reduce social exclusion and to lower the risk of separation, violence, and exploitation.[6]

The UNICEF Strategic Plan 2014 – 2017 reaffirms this systemic approach and places particular emphasis on the need to address equity issues in effecting sustainable change. The equity strategy, emphasizing the most disadvantaged and excluded children and families, requires a focus on social, political, economic, civic and cultural dimensions and how they impact on children's right to a safe and healthy environment:

Child protection: *Improved and equitable prevention of and response to violence, abuse, exploitation, and neglect of children. UNICEF programming will emphasize strengthening of child protection systems and support for social change for improved protection of children. Programming approaches will increasingly take into account the interplay between child protection systems and social norms. Efforts will also focus on preventing violence, exploitation, abuse, and neglect, including through strengthening the protective capacities of families and communities. Recognizing that child protection issues span the care, justice, and civil registration domains, UNICEF will build on and emphasize inter-sectoral approaches. Greater emphasis will be placed on the role of allied systems, such as health, social protection, and education, in preventing and responding to child protection concerns.[7]*

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6   United Nations Economic and Social Council, *UNICEF Child Protection Strategy.* E/ICEF/2008/5/Rev.1: p.4-5.
7   www.unicef.org/strategicplan/files/2013-21-UNICEF_Strategic_Plan-ODS-English.pdf. Retrieved 01/03/14.

If this systemic approach is to function effectively, it is essential to identify how systems are translated and actioned at community level. While nationally mandated legislation and services may be relatively easy to identify, there are likely to be local, informal, and often undocumented systems in operation that may either facilitate or hinder formal processes. Understanding, respecting and working with local communities is essential to developing and implementing the most effective and sustainable approaches to strengthening CP.

3.1.2 Child protection in and following emergencies

It is recognised that the vertical, issue-focused programming that characterised earlier approaches to CP and welfare, while producing positive results in a number of areas, is enhanced by a community-based approach rooted in local perceptions and practices. This is particularly relevant to emergency response and recovery situations, where risks to children, as well as donor funding and resources, are likely to be temporarily elevated. In these situations, it is particularly important to adopt a systemic approach that will deliver long-term, sustainable gains in CP and child welfare. In the past, fragmented initiatives have tended to dissipate when humanitarian aid is diverted to the next global crisis situation, and these initiatives may have little lasting impact on national or local CP policies and practices. There is also a danger of duplication of services and of some issues slipping through the gaps. In summary, the 'specific issues' approach is marked by inefficiency, substantial areas of unmet need and the risk of having little lasting impact.[8]

A systems approach to CP aims to embed strategies and responses in ongoing CP concerns as well as those produced or exacerbated by emergencies. The importance of coordinating the responses of the different groups who are likely to be involved in a humanitarian response to an emergency is clearly essential:

> It is essential to identify the ultimate and intermediate goals of CP, and to clarify who has responsibility for different components of the overall system. In addition, differing perspectives on what constitutes CP should be recognised. A 2010 UN1ICEF-sponsored paper noted the importance of shared multi-stakeholder goals in developing a coherent CP system, the centrality of establishing clear boundaries for the system, and the implications these factors have for defining the functions, capacities, and processes of care, governance, and accountability.[9]

A key body in international efforts to achieve such coordination is the global CPWG:

> [The CPWG] is the global level forum for coordination and collaboration on child protection in humanitarian settings. The group brings together NGOs, UN agencies, academics and other partners under the shared objective of ensuring more predictable, accountable, and effective child protection responses in emergencies. [It] supports field level child protection coordination groups in their coordination efforts and technical capacity in humanitarian situations through its Rapid Response Team [RRT] to strengthen child protection responses.[10]

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[8]   Tasselone, C. and Ray, O., *GCPS, Building Links* Presentation to the XIX ISPCAN International Congress on Child Abuse and Neglect; Turkey, 9-12 September 2012.

[9]   UNICEF, *Adapting a Systems Approach to Child Protection: Key Concepts and Considerations* (authored by Wulczyn, Daro, Fluke, Feldman, Glodek and Lifanda), 2010: p.26.

[10]   www.cpwg.net. Retrieved 01/03/15.

UNICEF, in collaboration with a number of international agencies, has developed strategic documents outlining key instruments, assumptions and definitions of CP and the nature of CP systems. In identifying the systems that contribute to child protection in emergencies (CPiE), it is useful to distinguish between three broad sets of mechanisms and structures:

1. **Formal CP structures and mechanisms**
   Primarily refers to central, regional and local government legislation, memoranda, policies, structures and processes.

2. **Integrated structures and mechanisms**
   Primarily relates to formal structures and mechanisms that impact significantly on child and family well-being and protection. Includes health, education, justice, housing, labour and social welfare legislation, policies and practises at central and local government levels.

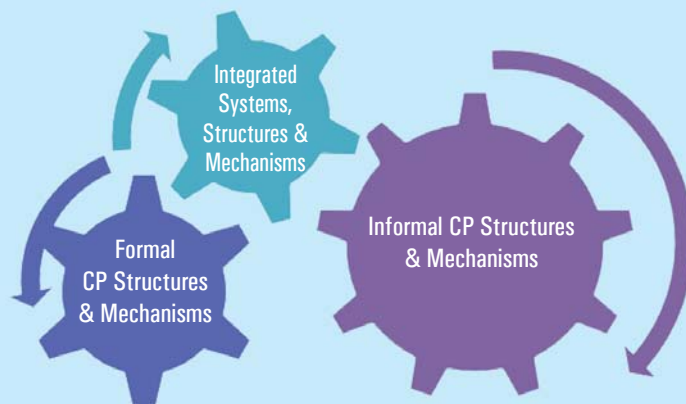3. **Informal structures and mechanisms**
   Includes traditional and contemporary cultural and community-level structures, processes and practices pertaining to CP and child and family welfare.

These three broad groupings may vary in size and strength but ideally should be connected and complementary. In many communities, the informal structures and mechanisms have most impact on children and families, as they tend to be the systems that families access first in times of crisis.

The extent to which the cogs of a CP system engage with each other at operational level illustrates the degree of integration between components within the system. This level of integration will determine the effectiveness of the system, including its ability to function and respond in times of crisis.

The components of the system may vary in size and strength, depending on the relative emphasis that various actors accord them within different types of systems. However, the system itself becomes challenged if one or more components are disconnected and is particularly challenged if components are in conflict or disengaged from each other.

Figure 2. The relationship between child protection system components

Integrated Systems, Structures & Mechanisms

Formal CP Structures & Mechanisms

Informal CP Structures & Mechanisms

The strengths and challenges of each of these components in the post-typhoon environment are discussed in Section 4.3.2.

3.1.3 Tension between formal and informal protection systems

This relationship between different components of CP has particular relevance in situations where formal structures and mechanisms are drawn predominantly from an ideological framework that is not informed by informal structures reflecting community customs and traditions. Local communities may perceive national and international CP measures as imposed, irrelevant or even counter-productive, and therefore give national and/or international efforts to promote CP only lip service.

Due to the relative status accorded international and national organisations in relation to local networks and organisations, the socio-cultural knowledge of local groups in the community may be unrecognised and under-utilised.

It is therefore essential to make the most of the contributions that all participants have to offer in relation to the strengthening of CP systems. To address existing tensions, it is important that actors work towards ensuring that informal and formal components of CP systems are aligned, linked and mutually reinforcing (see figure 2).

3.1.4 Systems strengthening

UNICEF has increasingly developed responses that not only address immediate and mid-term needs in emergencies but also contribute to on-going child welfare, protection and well-being by strengthening local, community-based and national systems of CP. This approach has the potential to improve resilience, preparedness and sustainability; it aims to maximise system effectiveness, minimise duplication and utilise resources responsibly.

Although they are devastating and undermine and weaken existing systems, emergencies can provide opportunities to work with governments to 'build back better' and strengthen systems, through measures including legal reform, policies and capacity building.[11]

'System strengthening' here refers to action taken to improve the functioning, coordination, integration and, ultimately, effectiveness of CP components and their interaction.[12] According to a recent study, a system is considered to have been strengthened if there is evidence of, for example:

- Additional capacity
- Improvement in the quality of processes and services
- Expanded reach
- Integration or coordination of mechanisms that were previously separate
- Improvement in the functioning of processes and mechanisms[13]

A short description of the systems in place before Typhoon Haiyan/Yolanda would therefore enable comparisons to be drawn.

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[11] www.unicef.org/protection/57929_62178.html. Retrieved 01/03/15.
[12] Save the Children, *Strengthening National Child Protection Systems in Emergencies through Community-Based Mechanisms,* 2010.
[13] Ibid.

3.2   The Philippines

3.2.1 General information

Geography

The Republic of the Philippines is an archipelago in South-East Asia made up of 7,107 islands, with the bulk of the population living on just 11 of them. The islands are volcanic in origin and the terrain is mostly mountainous with coastal lowlands that range from narrow to extensive. Natural hazards include typhoons (usually 19 to 25 each year), active volcanoes, earthquakes and tsunamis.

People

The Philippines has an estimated population of some 107 million, making it the seventh most populated country in Asia and the 13th most populated country in the world.

The country also has one of the highest birth rates in Asia with forecasters predicting that the population could double within three decades. Statistics indicate that teen birth rates have doubled in the past five years.[14]

Official languages are Filipino (based on Tagalog) and English, with eight major dialects spoken in different areas.

The major religion is Christianity (92 per cent) with approximately 80 per cent of the population Roman Catholic. The second major religion is Islam (5 per cent) with the majority of this group living on the island of Mindanao.

Economy

The economy, one of the South East Asian region's best-performing in the 1990s, slowed down at the turn of the century but has recovered steadily since 2004, with its export economy moving away from agriculture to goods including electronics and petroleum. Domestic consumption is relatively resilient, and is boosted by large remittances from four to five million overseas workers, and household incomes in the Visayas conform to this pattern.

Despite recent economic growth, approximately 25 per cent of the population is living in poverty. Economic disparity is pronounced between rural and wealthier urban regions, with 70 per cent of Philippine children living in poverty in rural areas.[15] There is also, however, a sizeable informal and undocumented settler or squatter population in some urban areas. Poverty levels amongst informal settler populations are likely to be significant but may not be recorded in official figures.

Unemployment hovers around 7 per cent, but an estimated 20 per cent of workers are underemployed; more than 40 per cent of employed people are estimated to be working in the informal sector.

Poverty is a very significant factor in the participation of children in child labour. Families are particularly likely to rely on child labour earnings in times of crisis. It is important to note that 11 per cent of children aged

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[14] CIA, *World Factbook,* https://www.cia.gov/library/publications/the-world-factbook/rankorder/2119rank. html?countryname=Philippines&countrycode=rp&regionCode=eas&rank=13#rp, retrieved 27/02/15; http://www.bbc.com/news/world-asia-15521300, retrieved 27/02/15

[15] UNICEF, *Global Study on Child Poverty and Disparities*, 2010.

between 5 and 14 are engaged in some form of labour.[16] Poverty-related factors contribute significantly to poor rankings of the Philippines in terms of child well-being, health, deprivation and education.[17]

Government and administration

Although there is relative political stability in the Philippines, subsequent governments have been faced with two major areas of conflict:

- Moro rebels fought for four decades for a separate Islamic state on the southern island of Mindanao. This conflict claimed over 120,000 lives before a peace deal in 2012 laid the grounds for greater Muslim autonomy in the south.

- The New People's Army has waged a protracted guerrilla campaign, and although an agreement was reached to work towards a peace deal in 2012, mutual distrust remains a problem.[18]

There are 17 regions that form the primary national administrative divisions. These include 14 numbered regions and the National Capital Region (centred on Manila), the Autonomous Region in Muslim Mindanao (ARMM), and the Cordillera Administrative Region. These regions are further divided into provinces, cities, municipalities, and barangays.

The Philippines has partially decentralised government structures and policies, defined largely by the Local Government Code (1991), which provides for significant areas of responsibility to be undertaken by local governments, including health and social services, education (schools and day-care facilities) and barangay operations. Capacity and resources available to different regions, provinces, municipalities and barangays vary to the extent that the effects of disparity in local capacity for resource mobilisation cannot be underestimated.[19]

Barangays are the smallest administrative division, and there are over 42,000 throughout the Philippines. They might loosely be equated with villages or wards. Each is headed by an elected council and receives funding through LGUs, but has considerable autonomy in the way that they operate within their communities. Barangays play a significant role in day-to-day life, and government policy may either be implemented or subverted through their actions.

3.2.2 Child Protection in the Philippines

The Philippines has a mixed approach to CP, predominantly influenced by two quite different conceptual approaches. At the local level, informal systems and processes are much influenced by an ethos of shared responsibility and collective action. At the national level, a more formal systems approach is operational, largely supported by international agencies and sometimes based on top-down processes that require compliance. In such systems, official responsibility and professional expertise are seen as primary in ensuring that children's rights are protected and promoted.

Both approaches can make valuable contributions to children's well-being, and ideally the two should be mutually supportive. A challenge of particular relevance to the current aim of strengthening policy and practice

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[16] Bruckhauf, Z., Family Support and Parnting Support: Philippines, p. 7, 2014 (unpublished paper).
[17] The World Bank, Philippines, World Development Indicators 2014; Department of Labour, Philippines. Findings on the Worst Forms of Child Labor, 2012; Lau and Bradshaw, Child Wellbeing in the Pacific Rim, 2010; in Bruckhauaf, Z., op. cit.
[18] www.bbc.com/news/world-asia-15521300. Retrieved 01/03/15.
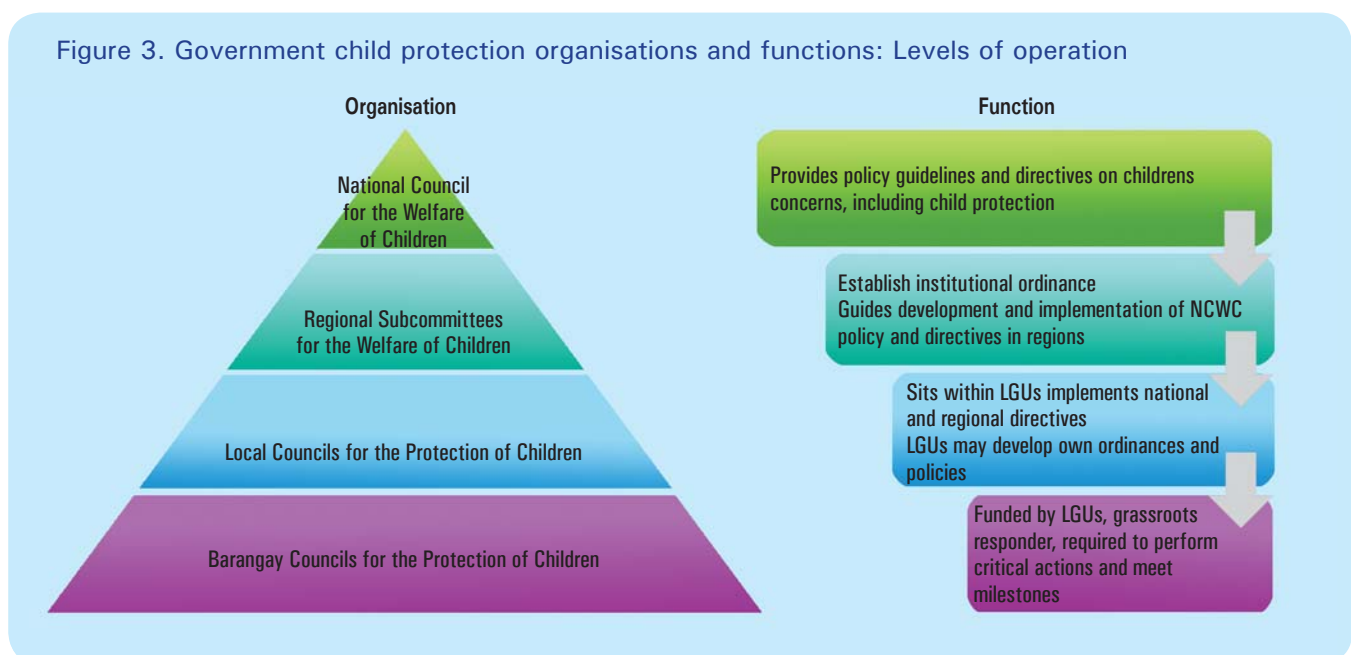[19] Bruckhauf, Z., op. cit., p.2.

lies in bridging the gap between these two systems. National policies and directions, which incorporate a raft of Family Service-type approaches and initiatives, have taken very positive steps in this direction.[20]

The formal system: National Government Child Protection System and the emergency response

The Philippines Government has been developing and implementing a range of inter-connected legislative, institutional and policy planks designed to reduce poverty and support children and families (social protection), as well as those specifically targeting CP. Two key documents provide the basis for building and promoting child and family well-being: *The Philippines Development Plan: 2011-2016 and The Philippines National Strategic Framework for the Development of Children 2001-2025* (known as Child 21); and the Government's Comprehensive Program on Child Protection 2012-2016: building a protective environment for children. In these documents, CP is embedded within economic and social development. It is essentially in line with the systems approach to CP, advocated by UNICEF and other international agencies.

Specific issues are addressed through the provisions of the Republic Act 7610, also known as the Local Government Code and Child Abuse Act (RA 7610), which provides a strong legislative framework designed to protect children from abuse, uphold children's rights and outlaw practices that are harmful to them.

CP and welfare structures at national level include the DSWD, under whose auspices the Council for the Welfare of Children (CWC) operates. The CWC is charged in part with the coordination, implementation and enforcement of all laws relating to the promotion of child and youth welfare.[21] The Council mandate goes further, however, as it develops policy and guidelines, conducts research, and oversees monitoring of formal CP mechanisms. The CWC has RSCWCs that should not be confused with the National Committee for the Special Protection of Children (CSPC) and its regional sub-committees, which specifically focus on the protection of children from all forms of abuse, neglect and exploitation. The Special Protection bodies involve partnerships with justice actors and have a significant medico-legal focus that includes the identification of cases, evidentiary processes, and prosecutions. The national-level structure in terms of CP systems and institutions is essentially replicated through the different levels of Philippines institutional child welfare and CP structures (see Figure 3).

Figure 3. Government child protection organisations and functions: Levels of operation

Organisation

- National Council for the Welfare of Children
- Regional Subcommittees for the Welfare of Children
- Local Councils for the Protection of Children
- Barangay Councils for the Protection of Children

Function

- Provides policy guidelines and directives on childrens concerns, including child protection
- Establish institutional ordinance Guides development and implementation of NCWC policy and directives in regions
- Sits within LGUs implements national and regional directives LGUs may develop own ordinances and policies
- Funded by LGUs, grassroots responder, required to perform critical actions and meet milestones

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[20] Cameron, G., and Freymond, N. (Eds.), *Towards Positive Systems of Child and Family Welfare*, 2006.
[21] Bruckhauf, Z., op. cit.

Decentralisation has given local government a primary role in operating localised CP systems through RA 7610. Resourcing[22] of LGUs varies considerably, with those in poorer areas typically having fewer resources.[23]

The Local Councils for the Protection of Children (LCPC) play a significant part in creating a protective environment for children and localizing the National Strategic Framework for Plan Development for children, which plans programmes and interventions to promote the rights of Philippine children. LCPC play a key role in the protection of children, particularly in coordinating with and assisting the Local Government Units (LGU) in the formulation and implementation of a comprehensive plan on juvenile delinquency prevention. Moreover, the Department of Interior and Local Government (DILG) has highlighted the responsibility of the LCPC for planning and spearheading programmes for children at the local level to make localities 'child-friendly'. Hence, LCPC must function as the core local institution for child-related programmes.

However, the functionality of LCPCs does not reflect their importance. DILG reported that only 61 per cent of provinces, 68 per cent of cities, 56 per cent of municipalities and 43 per cent of barangays had functioning LCPCs by the end of 2010. The numbers of LGUs that are not reporting are also high, a fact that DILG attributes to elections and natural calamities. If one assumes that these LGUs either have nothing to report or that they belong to LCPCs classified as 'basic' and 'progressive' (i.e. not yet functional), LCPCs are functional in only 36 per cent of provinces, 56 per cent of cities, 44 per cent of municipalities and 34 per cent of barangays.[24]

The functionality of LCPCs could be affected by a lack of support from the Local Chief Executive and changes in the composition of the Council every three years or after election. Additional factors could restrain the functionality of these councils, including: overlapping community-based organizations and the corresponding duties and responsibilities; limited capacity of barangay officials and staff; and incomplete and inadequate orientation to strengthen BCPC.[25]

This under-resourcing of LGUs – and by extension the LCPCs and BCPCs – is a challenge that impacts on CP and child and family welfare, which translates into a gap in support for integrated mechanisms, structures and systems and contributes to tension between formal and informal systems of protection.

The vital role of LGUs in implementing policies that impact on CP is undeniable: LGUs represent close to 17 per cent of total government expenditure and play a critical role in the provision of basic services including health, education, housing and community development.[26]

In early 2014, the Government, assisted by the Asian Development Bank (ADB), launched a collaborative review and reform of the Local Government Code ('RA 7610') with a particular focus on LGU resourcing and accountability.

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[22] Refers to the full range of resources including human resources and capacity.
[23] Certainly in the area of child protection, where poverty increases risk to children and youth.
[24] Towards More Effective Local Councils for the Protection of Children in Child Rights Responsive Governance in the Philippines, 2012.
[25] Understanding the Non-organization and Non-functionality of the Local Council for the Protection of Children in the Philippines: Evidence from Selected Local Government Units" (Paunlagui, 2011).
[26] www.adb.org/news/adb-assist-review-philippines-local-government-code, February 2014.

The reforms include performance-based mechanisms such as the Performance Challenge Fund, which ties greater access to funding to performance, and the Bottom-up-Budget, which aims to improve budget transparency and alignment of national and local development priorities. These mechanisms are designed to boost municipal revenue streams for the provision of better basic services and to assist local economic development and job creation.[27] Although the reforms are not specifically or solely focused on CP, they have made a significant contribution to the mainstreaming of CP in local planning, resourcing and accountability criteria.

The response to Typhoon Haiyan/Yolanda shows that much work remains to assist municipal governments in organizing and strengthening their LCPCs. Strengthening the national, regional, local government and community-level elements of the CP system has been identified as one of the key priorities in the UNICEF Strategic Response Plan to Typhoon Haiyan/Yolanda. Accordingly, several UNICEF initiatives are being undertaken, including programme cooperation agreements (PCAs) developed with civil society organisations that included the strengthening of LCPC in their programme areas. Certain priority LGUs were assisted on LCPC strengthening by UNICEF. Moreover, in August 2014, UNICEF partnered with the Development Academy of the Philippines to enhance the initial child-friendly local governance (CFLG) course designed to incorporate CPIE, and to document child-friendly practices by the police and LGUs to aid their replication in UNICEF priority LGUs. The revised CFLG course was rolled out to representatives of 40 LGUs from the Haiyan/Yolanda-affected priority areas.

An important part of the emergency response has seen UNICEF staff working closely with the DSWD in disaster-affected regions. In a collaborative process, UNICEF staff and social workers have learned from the emergency response to identify key capacity-building needs for the Local Social Welfare and Development Office (LSWDO). Co-developing work plans, providing cash transfers and providing human resource support to implement these plans could to lead to sustainable systems strengthening. In particular, the LSWDO may be more effective if resourced realistically, including through the provision of additional administrative and social worker positions.

An additional initiative identified LGUs that were 'lagging' (including in terms of CP and social protection capacity). It found that LGUs in the Mindanao region were over-represented amongst this group. Accordingly, work plans we developed that aimed at strengthening lagging LGUs with a particular emphasis on the Mindanao region.

One of the outcomes of Typhoon Haiyan/Yolanda was to expose gaps remaining in the social welfare system and the provision of resources to address some of these gaps.

A summary of the CP building efforts in PCA partnerships follows:

- *Balay Rehabilitation Center, Inc.:* This PCA provided psychosocial support (PSS) capacity building to government partners at various levels, including technical support to the Provincial Social Welfare Development Office (PSWDO) Leyte. Members of PSWDO Leyte received a number of different PSS trainings that they synthesized to develop their own curriculum, which they rolled out with DCWs. The rationale behind this was that the DCWs provide immediate support for members of their communities and are instrumental in setting up safe spaces for children. Balay gave technical support to PSWDO in the roll out of this training to 428 DCWs, and ensured that contextualized and appropriate psychological first aid and PSS training was conducted.

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[27] Ibid.

- **National Association for Social Work Education (NASWEI):** Many social workers are posted to Municipal Social Welfare and Development Offices (MSWDOS) and do not receive regular in-service or refresher training. NASWEI, in collaboration with UNICEF and DSWD Regional, the body mandated by law to provide technical support and capacity development for municipal social workers, developed a curriculum to upgrade knowledge and practical skills in CPIE case management. This one-week refresher training was welcomed by municipal social workers, for not only upgrading their skills but also bringing together social workers from across the region to share experiences and reinforce networks of mutual support.

- **LGU work plans:** As an emergency response activity, UNICEF worked with the municipal government across all of the sectors it supports (water, sanitation and hygiene [WASH], health, nutrition, education, disaster risk reduction [DRR], CP, social policy). UNICEF signed a memorandum of agreement with 40 priority LGUs and funded and gave technical support for the development of a one-year work plan. In the social welfare sector, UNICEF supported activities in: community engagement on child protection issues; strengthening community-level councils for the protection of children; adolescent activities; awareness raising; and case management. At the beginning, the focus on strengthening the community councils capacity to protect children and the adolescent-focused activities were treated with suspicion. However, through UNICEF technical support including coaching and mentoring of social workers and the development of technical guides for discussion, the MSWDOs became engaged with the process, saw the results and finally embraced the concepts. UNICEF asked LGUs to complete the 'e-partners results matrix' as part of the partnership agreement. After a year, during which UNICEF assisted MSWDOs and LGUs to respond to the three required indicators of the matrix, the MSWDOs seemed to have become comfortable in thinking about the outcome of their work as a measure of their success. The UNICEF CP team saw this, on a completely subjective level, as a positive outcome of its work with the MSWDOs.

3.3 The typhoon

3.3.1 General information

Typhoon Haiyan, known as Yolanda in the Philippines, was one of the most powerful tropical storms on record. Upon landfall in November 2013, it brought flooding, landslides and widespread damage, particularly in East Samar and Leyte Provinces.

The United States Agency for international Development (USAID) provided the following data summarising the impact of the typhoon:[28]

People Affected	16 million
Deaths	6,300
Houses Damaged or Destroyed	1.1 million
People Displaced	4.1 million

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[28] USAID. *Typhoon Haiyan/Yolanda Fact Sheet* #22 April 21, 2014. The information was the most up-to-date information available at the time that the research was undertaken.

The impact of the typhoon continues to be felt in ways directly impact on children's welfare and well-being. Discussion of these areas by participants in the current research is detailed in Section 4.3.2.

Shelter and settlements

After initially focusing on providing life-saving emergency shelter assistance to typhoon-affected populations, recovery priorities began to shift towards self-recovery and longer-term support. However, more than 2 million people still lacked access to durable shelter in April 2014, partly due to households rebuilding without adequate construction knowledge or quality materials. Complicating matters is the limited availability of public land on which the Government can build or support building of housing, and restrictions on the ability to build on what public land there is. In addition, minimum housing standards need to be established and met through support or enforcement from national and local government. The shelter sector remains underfunded, despite being identified as one of the most pressing recovery needs. Twelve months after Typhoon Haiyan/Yolanda "government reported that out of the target 8,629 housing units, 1,252 housing units were completed… Providing a layer of complexity is that policy restrictions and institutional mandates are straitjacketing a much-needed and critical response in post-disaster housing. Government agencies responding to the housing concern are caught in the rigidity of their specific mandates. One agency deals only with relocation of people who are moved from informal settlements (not post-disaster). Another government agency deals only with temporary, not permanent, housing for post-disaster situations. Another one facilitates community mortgage arrangements but does not actually build houses."[29]

However, positive developments include the creation of the Office of the Presidential Assistant for Rehabilitation and Recovery after Haiyan/Yolanda, and the Yolanda Comprehensive Rehabilitation and Recovery Plan approved in November 2014. The Recovery Plan "is the country's biggest rehabilitation effort since World War II, requiring a total cost of PhP 170 billion to implement programmes, plans, and activities in four clusters: infrastructure (PhP 33.9 billion), social services (PhP 26.7 billion), resettlement (PhP 75.7 billion), and livelihood (PhP 33.7 billion). The aspiration is that the rehabilitation would be 80 to 85 percent accomplished before President Aquino completes his term in June 2016."[30]

Livelihoods

An estimated 5.9 million workers lost income sources due to Typhoon Haiyan/Yolanda, primarily as a result of infrastructure damage, lack of market access and disrupted cash flow. As of January 2014, approximately 413,000 people had received livelihood support in the form of cash assistance. However, as the typhoon response shifted from 'emergency' to 'early recovery', relief agencies transitioned from unconditional cash assistance programmes to cash-for-work and cash-for-training activities.

Although livelihood programmes have been successful, the UN reports that early recovery and livelihood activities remain underfunded. The impact of the typhoon was hardest on the livelihoods of the poorest members of the community, with agricultural and fishing communities particularly badly hit.[31] Some 1.4 million vulnerable agricultural workers and 1.1 million other vulnerable workers remained in need of livelihood support in December 2013.

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[29] Sylvia Miclat, *Ecojesuit*, June 2015.
[30] Ibid.
[31] http://reliefweb.int/report/philippines/poorest-people-left-behind-philippines-typhoon-response. Retrieved 01/03/15.

A child is vaccinated at a temporary health centre that was set up in the town of Tanauan, Leyte Province after Typhoon Haiyan. ©UNICEF Philippines/2014/Giacomo Pirozzi

Health

Typhoon Haiyan/Yolanda caused approximately $16 million in damage to 571 health facilities. To improve the resilience of health facilities and the healthcare system to future disasters, recovery efforts focussed on developing integrated services and universal health coverage. This would ensure the availability of a health workforce and essential medicines, particularly in remote areas. UN agencies and INGOs are also working to strengthen disease surveillance systems, and to prevent and respond to disease outbreaks. However, by April 2014 health cluster partners were reporting significant funding gaps for the rehabilitation of health facilities.

Agriculture and food security

Food and water supplies were urgently needed in all affected areas in the immediate aftermath of the typhoon. However, as of April 2014 it was estimated that 5.6 million people remained in need of food assistance and support to prevent food insecurity and restore agricultural and fishing livelihoods.

Education[32]

It is estimated that over 2,500 schools reported damaged (affecting over 17,000 classrooms), while 2,500 day care centres were damaged or destroyed. Subsequent assessments found that many children in relocation sites and urban centres had stopped going to school following the typhoon. The Philippines education clusterreported that distance to original schools, lack of transport and children's reluctance to attend new schools were the main reasons for non-attendance.

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[32] http://www.humanitarianresponse.info/system/files/documents/files/Education_Cluster_SNAPSHOT_April2014.pdf. Retrieved 01/03/15.

Child Protection

3.3.2 International agency responses in relation to child protection

The humanitarian relief operation was initially hampered by a number of significant obstacles, including a general lack of transportation, extremely limited communication systems, damaged infrastructure and seriously disrupted government services. Despite the physical and logistical challenges, regular relief activities reportedly reached most of the worst stricken areas within two weeks of the storm.

Response	Brief description
1. **Surge: rapid response**	• Yolanda was quickly recognised as a Level 3 emergency requiring CP Immediate Response Team (IRT) and CPWG RRT deployment within 72 hours. • Both CP IRT and CPWG RRT surge support were deployed and based at the UNICEF country office in the Philippines. • Evaluations of CPWG RRT end-user satisfaction in 2012 and 2013 found that 100% of respondents provided with remote assistance by CPWG RRTs were satisfied, and 87% were satisfied with the in-country emergency support received.
2. **Surge stand-by partner rosters/ fast track recruitment**	• The use of stand-by partner rosters and fast track recruitment was a feature of UN agency responses to the emergency. • A full evaluation of the utility of these mechanisms has not been completed in the Philippines context, although a Real Time Evaluation[33] provided an early overview of the UNICEF response.
3. **PCAs**	• L3-simplified PCAs were available to UNICEF and were initiated through the CP IRT support deployed in the Philippines national office.[34] The L3-simplified approach to PCAs was not adopted to accommodate CP systems strengthening programme components in the PCAs. This accommodation delayed the finalization and signature of the PCAs. • Operationalization of the PCAs was and is a vital part of activating a coordinated emergency response and recovery period.
4. **Cluster group**	• The cluster group was comprised of the CPWG and the Gender-Based Violence (GBV) Area of Responsibility (AOR); both 'areas of responsibility' within the Global Protection Cluster. Following Typhoon Haiyan/Yolanda, UN Agencies responsible for the protection sub-clusters activated the GBV and CP working groups, led by UNICEF and the United Nations Population Fund (UNFPA) respectively, in co-leadership with DSWD.

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[33] Darcy, J., Leonardi, E., Robitaille, P., Manzanal, M., and Gandin, J., Real-Time Evaluation of UNICEF's Response to the Typhoon Haiyan in the Philippines. This evaluation reports on the first four months of UNICEF activities and outcomes in response to the typhoon.

[34] It is worth noting that this was one of the first IRT deployments, so there was little practice or precedent to inform the approach.

Response	Brief description
4. Cluster group	• These sub-clusters or AORs bring together key local government actors (particularly from the DSWD), UN agencies, NGO and INGO actors in the fields of CP and GBV. However, community representation and participation in the CPWG processes observed was limited. • CPWGs were active in Regions 6 and 8, where they ensured that vital lines of communication between key actors, particularly amongst international humanitarian agencies, and local or regional representatives were operating, and that response strategies and AORs were mostly clear and agreed between parties. • The cluster approach was first activated in Northern Mindanao in December 2011 in response to the emergency generated by Tropical Storm Washi/Sendong, and co-led by DSWD and the United Nations High Commissioner for Refugees, with the GBV sub-cluster co-led by UNFPA and DSWD, and the CP sub-cluster led by DSWD and UNICEF. • The two sub-clusters initially conducted separate coordination meetings and operated largely independently. • With the phasing out of UN-agency co-leadership, DSWD supported the development of joint meetings for the GBV and CP sub-clusters. This practice has proved effective because the CP and GBV sub-clusters have a number of common members and share many protection concerns. Thus it was considered that joint meetings would maximise the effective use of time and resources, and would be beneficial to both groups. • In Mindanao, and specifically in Cotabato-based sub-clusters, the groups developed a system of working together, developing shared agendas, implementing key activities jointly, adopting shared referral pathways and forms and tools, and partnering to produce terms of reference and a joint strategic plan. In Haiyan/Yolanda-hit areas of Region 8, CPWG information management developed 3W ('who, what, where') maps based on 5W ('who, what, where, when, with whom') excel data shared by CPWG partners, to provide a clear picture of their activities and serve as a reference on the areas covered, the CPWG member organizations working, and the activities conducted in the covered areas to avoid duplication of services. • The Protection Cluster monitored and respond to the needs of vulnerable groups in typhoon-affected areas, including women, children, indigenous populations, the elderly and the disabled. Cluster partners operated in 119 municipalities and worked closely with the Government to identify assistance gaps and address ongoing challenges.

Response	Brief description
5. Rapid family tracing and reunification (FTR)	• A surge team was based at Tacloban to conduct RapidFTR for unaccompanied and separated children (UASC) on behalf of the Inter-Agency Working Group for UASC in Tacloban City and other affected areas on Leyte. • UNICEF supported new software and methodology designed to save cost and time in identifying UASC, using android phones, laptops, routers and solar suitcases. • The technology allowed data to be uploaded from mobile phones directly into the Department of Social Welfare and Development (DSWD) database, eliminating the need for paper-based reports and time lag in centralising data and notifying support agencies. • The team providing training and supervision with the RapidFTR tool were deployed 10 days after the Government requested humanitarian assistance with the emergency. • Local officers working in pairs (MSWDOs, DSWDOs and women and child protection desk officers [WCPDOs]) in Leyte and Samar; were supplied with approximately 60 cell phones, trained in the digital technology, and supervised and supported by members of the surge team. • The mission identified 75 UASC in the first three weeks after deployment. • By late January 2014, 129 UASC had been registered in the system.[35]
6. Child-friendly spaces (CFS)	• CFS have been a feature of emergency relief and recovery in the Philippines for 15 years and were first established in Mindanao for children displaced by conflict. • UNICEF and its partners established 125 CFS in Regions 6 and 8, in the immediate aftermath of the emergency reaching an estimated 24,000 children and 4,500 caregivers, and including CFS in the temporary shelters (housing up to 103,000 people). • The Government played a key role in developing the set of national standards and guidelines for CFS finalised in May 2014. • Importantly, these guidelines serve to harmonise, rather than simply standardised, approaches to CFS establishment and development – providing flexibility for communities to adapt the CFS design and operation to suit their own contexts.[36] • CFS provided a positive, immediate response in communities and in some created longer-term 'spaces' in communities for child and adolescent participation.

[35] RapidFTR Surge Team Trip Report, 2014.
[36] UNICEF Philippines (CP Section), Documenting Child Friendly Spaces Across Typhoon Haiyan Affected Areas; April 2014, p.2.

Response	Brief description
7. PSS training	• PSS was identified as a priority in the Typhoon Haiyan (Yolanda) 2014-2015 Strategic Response Plan[37] and training for workers and agencies across sectors prioritized in the response and recovery period.
8. Cash transfers	• Conditional cash transfers were already a part of the Philippines programme for national development under the Pantawid Pamilyang Pilipino Program. • Transfers are tied to CP elements involving health, education and parenting (e.g., child immunisation, school attendance and completion of a parenting programme). • The existing conditional cash transfer system was supplemented by UNICEF who provided a (top up) unconditional cash allowance to the poorest families.
9. Capacity building for local organisations	• Capacity building was based on the provision of training for local workers. • Training was provided mainly by international organisations, sometimes in partnership with government agencies.
10. Monitoring and evaluation	• Monitoring and evaluation of emergency responses has been routinely undertaken by individual organisations and NGOs, but the evidence base for the outcomes and impact of CP measures is fragmentary. • One of the major impacts and setbacks of Typhoon Haiyan/Yolanda was the loss of records from organisations, including LGUs, barangays and NGOs. In many cases, data and records (both paper and computer-based) were almost completely destroyed. • This loss of records has had a direct impact on the accuracy and ease of obtaining data for overall monitoring and evaluation of the impact of the emergency response. • UNICEF and its partners are working to replace records that may have been destroyed and to lead the development of more sustainable data management practises. • In some areas (e.g., conflict-affected Mindanao) basic data, such as birth registrations, are lacking. This is largely a political choice, engendered by the conflict situation. • The Philippines is subject to on-going monitoring through the UN Security Council Resolution 1612 provision for monitoring and reporting of grave violations against children, since approximately one third of the country is conflict-affected. This monitoring is not specifically related to evaluation and monitoring of emergency responses to the typhoon.

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[37] *Typhoon Haiyan (Yolanda) Strategic Response Plan, November 2014-November 2015,* p.64.

3.3.3 PCA partner contributions to systems strengthening

PCAs provide for collaboration and coordination between a variety of agencies to ensure that emergency and recovery responses are as comprehensive as possible, while minimising the risk of duplication. Table 2 below presents PCA partner contributions to systems strengthening.

PCA PARTNER	TITLE OF PROJECT COOPERATION AGREEMENT	SPECIFIC ROLE IN STRENGTHENING CHILD PROTECTION SYSTEMS
Save the Children	Child Protection Response and Systems Strengthening in Leyte Province	To provide a package of services to children and caregivers to ensure they have access to community based PSS, and that complimentary CP mechanisms are strengthened at municipal and barangay level in emergency-affected areas. Key mechanisms for delivery were CFS, linked to community and municipal-level referral systems. The project concurrently worked to strengthen the local and municipal referral pathways.
Plan International	Child Protection for Children Affected by Typhoon Haiyan	CFS were established to provide appropriate community and family-based PSS. Community outreach initiatives raised awareness about children's vulnerability to violence, exploitation and neglect, and promoted formal services to support the identification and reporting of CP issues, thus contributing directly to CP systems strengthening.
ChildFund	Rebuilding institutions and safe environments for children in the Visayas in response to Super Typhoon Yolanda (Haiyan)	ChildFund delivered an integrated response for children in nine municipalities in Regions 6, 7, and 8 that addressed well-being, development, education, participation and protection needs, twinning education and CP interventions. The key outputs of this agreement were identified through an emergency needs assessment and working on the principle of 'building back better', with a focus on strengthening CP systems. ChildFund worked closely with community members, barangay officials, school representatives and social work officials in the delivery of community-based initiatives. The community-based approach included CFS, training activities with barangay officials, and working to strengthen and illustrate community systems of referral for CP. Adolescents from the communities were specifically targeted and in several spaces acted as facilitators of child-centred activities.

PCA PARTNER	TITLE OF PROJECT COOPERATION AGREEMENT	SPECIFIC ROLE IN STRENGTHENING CHILD PROTECTION SYSTEMS
Handicap International	Inclusion of the most vulnerable population, particularly children with disabilities within the Typhoon Yolanda emergency response	To support the adoption of an inclusive approach within CFS for the better inclusion of children with disabilities. The initiative focused on the training and capacity development of local humanitarian organizations for children with disabilities and LGUs to better protect children with disabilities before, during and after an emergency.
NASWEI	Enhancing Competencies of Local Government Unit Social Workers in Social Work Case Management of Children affected by Typhoon Yolanda	Social workers in the 40 target UNICEF municipalities received direct support to better respond to and address CP needs, through the application of social work theory and practise, learnt through and building on local and informal community structures and mechanisms and community resiliency. CP social welfare systems were targeted and strengthened through direct support to the social welfare workforce.
Child Protection Network	Strengthening child protection systems in Typhoon Yolanda-affected areas	This initiative employed three key strategies: 1) strengthening the reporting and referral CP system by establishing multi-disciplinary teams in priority LGUs: this involved the roll-out of training activities with multi-disciplinary teams of CP care professionals (social workers, police, prosecutors, medical doctors and barangay officials) in target government units on the Protocol on Case Management for Child Victims of Abuse, Neglect, and Exploitation; 2) strengthening data collection on CP cases with the introduction of the Child Protection Management Information System to target LGUs; 3) strengthening the basic investigation skills and knowledge of Philippine National Police-WCPDOs to investigate crimes involving women and children. The existing curricula was reviewed and updated. Targeted training activities were conducted in target LGUs, reaching all Philippine National Police-WCPDOs.

PCA PARTNER	TITLE OF PROJECT COOPERATION AGREEMENT	SPECIFIC ROLE IN STRENGTHENING CHILD PROTECTION SYSTEMS
Balay Rehabilitation Center, Inc.	Promoting community-based psychosocial approaches to child protection in Yolanda-affected areas	This project focussed on two key strategies: 1) capacity development; and 2) the establishment of local systems to provide PSS. To develop capacity, partners focussed on engaging duty bearers, caregivers and service providers in activities to increase their capacity to deliver PSS to children and their caregivers. Training activities used locally developed materials and delivered training with different degrees of complexity to different key audiences: master training of trainers, training of resource persons, and community-based training. The activities used were based on values embedded in popular culture and Philippine psychology. This PCA has thus supported CP systems building through strengthening the capacity of actors around PSS work. The formation of proactive psychosocial response mechanisms at local level was delivered by advocating for the inclusion of rapid response mechanisms established within LGUs to provide PSS and budgeted within Disaster Response Plans.
Psychosocial Support and Children's Rights Resource Center (PST CRRC)	The study of MHPSS interventions in disaster and conflict–affected areas in the Philippines and National Strategic Planning Workshop on implementation of MHPSS Global Standards	This agreement mapped projects and programmes that delivered any form of mental health or psychosocial support (MHPSS) by humanitarian actors in Typhoon Haiyan/Yolanda-affected areas, including how inter-agency guidelines, principles and minimum standards for MHPSS were used. The report presented the strategies, shortfalls (against global standards) and areas where interventions could be improved. Outcomes of discussions of the report informed the framework of a National Strategic Plan for MPHSS in the Philippines in response to emergencies, thus supporting CP systems building around the PSS capacity of institutions.

4. Findings and recommendations

4.1 Key questions

1. What perceived changes to national child protection systems have resulted from emergency responses?

This study finds clear evidence of considerable progress against indicators of system strengthening on a number of fronts as a result of the international collaborations (led primarily by UNICEF) following Typhoon Haiyan/Yolanda, and through ongoing CP efforts in the conflict-affected regions of Mindanao.

In particular, emergency response activities by UNICEF and other UN and international agencies have contributed to:

- Raising the profile and priority of CP – particularly in disaster-affected regions
- Increased collaboration and coordination amongst CP actors (UN agencies, INGOs, NGOs, faith-based groups and local, regional and national government). This improved collaboration led to increased understanding and appreciation on the part of international CP and emergency staff of the formal CP mechanisms currently operating in the Philippines
- The Philippines Government adopting and taking responsibility for international initiatives, including: the incorporation of CPWG processes and functions into regional government-mandated AORs; the setting of minimum standards for CFS; and elevated attention to DRR and management, along with technology and data management issues in the CP arena
- Increased inter-sectoral collaboration and coordination in the CP and child and family welfare arena, including education, health, justice/police and community organisations (e.g., current regional inter-sectoral training)
- Critical analysis of system strengths and weaknesses, including: identifying opportunities to fill gaps in capacity, to address non-functional aspects, and to strengthen initiatives that are seen to be working (e.g., the creation of social work assistant positions to support DSWD social workers and the provision made for additional non-DSWD social workers to engage in some of the mandated functions of DSWD social workers for a limited period)
- A growing recognition of the need to re-visit monitoring and evaluation criteria for LCPCs and BCPCs to better reflect what is actually done, what is effective, and how barangay- and community-based processes work – as opposed to measurement of technical or compliance-based factors (e.g., number of meetings per annum)
- Significant capacity-building of regional, provincial, municipal and community-based workers and organisations through the provision of training and support from international actors and government agencies
- The introduction or expansion of a number of initiatives including: CFS; RapidFTR; information management technologies; and an emphasis on the provision of related PSS and technical training
- Increased use of cash grants – most particularly those aimed at strengthening local CP structures and processes, including strengthening DSW/social workers and office systems, structures and capacities
- Increased spread of commitment to systems strengthening as a vital means of maximising effectiveness and coverage, and minimising duplication and gaps in service

- The extended use of unconditional cash transfers tied to CP criteria, including child health, education, and parenting education indicators
- Specific adolescent/youth expertise applied to working on youth initiatives
- The establishment of, and increased attention to, the wider potential of community-based systems, structures and mechanisms for both CP and child and family well-being (particularly in relation to the ongoing conflict in Mindanao)
- Increased birth registration and access to civil documentation, contributing to greater data accuracy and opportunities to use of this registration

The outcomes listed above demonstrate that key systems strengthening indicators were present, to varying degrees, nine months after the Typhoon Haiyan/Yolanda Level 3 emergency. Support from national government agencies and the integration of some of the emergency initiatives into formal and national structures and processes are especially indicative of long-term systems development. However, there are some vital areas where progress to date appears to be limited:

- Linkage and alignment of more formal emergency, recovery and rebuilding efforts with community-based or informal systems
- Recognition of and support for existing informal, community-based CP actors and networks, particularly outside conflict-affected regions
- Capacity building of youth, particularly in emergency-affected areas where poverty, early parenthood, and livelihood and food insecurity require young people to support their families, including through financial support
- Social change and prevention initiatives to leverage positive Philippine cultural values and increase community awareness of CP and well-being issues, and to effect positive social norms and attitude change in support of children's and women's rights and the strengthening of protection practises in communities (for example, producing a report on CP cultural values and community practises, utilising sports stars or community leaders to reinforce them in public awareness campaigns and/or community education programmes)

2. How do children and families perceive – and experience – changes in the child protection services and supports available to them before, during and after an emergency response?

This question highlights an important distinction between the ways humanitarian providers and recipients may perceive and approach CP priorities.

Although the interview questions focussed specifically on CP, those whose lives had been affected by the typhoon wanted to talk about what had happened to them: issues with WASH; distribution of resources; loss of income; jobs; homes; possessions; and access to education and health care. Their focus was on the way that the typhoon had affected their ability to look after their children rather than what national or international agencies were doing specifically in relation to CP concerns.

These concerns were linked to quite different perceptions of what childhood meant and what is appropriate for children. For example, families were likely to have quite different attitudes towards children's participation in paid work than those who were looking at this issue through a CP lens: As one social worker working at community level put it:

> Children are expected to help their families. We also have the concept of sacrifice. It means that they can bear exploitation and hard labour, because it is for their families.[38]

This attitude is also reflected in national labour laws, which set the minimum age for full-time work at 15 years (there are permits for exceptional circumstances); the law also allows for children under the age of 15 to work part-time (up to four hours) during daylight hours. Attitudes to the age at which young people could and should take on adult responsibilities also differ with respect to marriage and childbirth. So while international standards perceive early pregnancy and teenagers choosing to live together as a couple as harmful, these practices are still common in the Philippines.

At times, interviewees indicated that while they were very grateful for the help offered by international humanitarian workers, they were not happy when the Philippine CP mechanisms were criticized as inadequate and response to reported cases of abuse as slow. Interviewees indicated feeling that INGOs and others did not fully appreciate how difficult their lives were, as they, too, were victims of the typhoon. For example, in relation to the issue of child labour, one interviewee pointed out that:

> Many schools only re-opened in 2014 – many children found work outside (elsewhere) in the meantime.[39]

This statement again highlighted an instance where the problem was essentially systemic, rather than one in which communities rejected international child protection standards.

Agency and INGO workers were also sometimes aware of how these contradictory beliefs might be problematic:

> We keep going on and on about things like child labour, but if you go to communities, they're like, "But my child is an adult at 15." So that's in complete contradiction to UNICEF and the UNCRC. But is that wrong?[40]

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[38] Social Worker, Philippine national.
[39] NGO Worker, Philippine national.
[40] UN Agency Worker.

3. To what extent have nationally initiated activities sought to strengthen informal (endogenous) components of the system?

National initiatives generally have a high-level, philosophical and strategic focus on strengthening community-based components of the CP system. Key national strategic documents and plans contain an explicit emphasis on improving child and family well-being and propose a comprehensive integrated approach that incorporates educational and economic development, together with early childhood and health initiatives.

However, there appears to be a disjuncture in the way that CP systems are viewed; while some (often national-level) stakeholders see CP as part of the broader social protection and national development framework, others tend to view it in a more contained fashion, emphasising the processes of response to specific issues of abuse, neglect and exploitation, and largely conceptualising CP as an area discrete from mainstream processes. Partial decentralisation allows regions, provinces, municipalities and barangays some freedom to respond to community contexts and to develop their own ordinances, systems and processes to meet nationally and locally identified goals. There may, however, be disparities in the capacity of local groups to attain these goals in a manner that is most responsive to their community situation.

There is also a tension between the prescriptive nature of many of the requirements at LGU and barangay level – as evidenced in multiple policies, ordinances, memoranda and regulatory requirements – and the devolution of areas of responsibility to allow for the emergence, continuation or strengthening of initiatives based on local context. Hence it is not uncommon for dual and sometimes conflicting types of system components to be operating. For example, while barangays may utilise traditional practises such as *husayon*[41] to resolve difficulties, CP actors from DSWD, health, justice and local government sectors are simultaneously being trained in a *Protocol for Case Management of Child Victims of Abuse, Neglect and Exploitation* (2014), which is firmly grounded in formal system model. Under this protocol, barangay and other community-based officials are instructed that their primary role is to report incidents or disclosures to the relevant authorities, and to support subsequent social work and/or police processes for dealing with them.

National systems and structures will ideally support the operation of community-based institutions, such as barangays, rather than seek to over-ride them. Support for community institutions may include education and examination of community values, processes and outcomes. The danger in not working collaboratively with these institutions is that – if not acknowledged and respected – community processes may go underground. If this happens, community processes may remain highly influential but not necessarily accessible to formal system discussion, debate, change, and amendment when desirable. In the partially decentralised context of CP in the Philippines, it is essential that local components are acknowledged at regional and local level, and that formal components of the CP system are aligned and working collaboratively with them where appropriate. In any system, a process of appeal and review is required. That is an area where the formal and informal systems my constructively collaborate.

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[41] Traditional process of dispute resolution.

4.2 Key issue

Respecting and valuing local communities

The most consistent theme in the research interviews and observations were: if responses to an emergency are going to be effective in strengthening national and local CP practices, all participants must recognise, respect, use and support local and community practices, networks and expertise.

Many of the formal CP mechanisms in the Philippines have been built on imported philosophies, structures and tools, and this is also true of the approaches taken following Typhoon Haiyan/Yolanda. While these mechanisms do have much to offer, a number of Philippine nationals were critical of the international humanitarian response. One interviewee summed up his views as follows:

> *INGOs need to consider existing law, structures and systems. INGOs need to act respectfully; they need to ask what is needed. They don't understand the culture, the practises. They may cause harm; there is a danger of setting up parallel structures.[42]*

Some international workers were also aware of the need to be more responsive to local communities:

> *We need to ask the community about their ideas about child protection and elements thereof. What is wrong [in your community]? What are the dangers your children face? How do you think it should be fixed?[43]*

In order to facilitate positive relationships, people working in this area need to:

- Have an awareness and understanding of local community perspectives on what CP involves and what works best within that context
- Accept that community practices might differ significantly from child policy and practice developed within their own cultural contexts and, as such, may be overlooked or undermined
- Be willing to adapt strategies and approaches as appropriate

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[42] UN Agency Worker, Phillipine national.
[43] UN Agency Worker.

This key issue underpins many of the specific findings that are outlined in the sections below. Where appropriate, recommendations are included within each section.

4.3   Specific findings and recommendations

4.3.1 Perceptions of international agency responses

This section summarises perceptions expressed by interviewees during the research. Recommendations are shown in blue.

Agency action	Local perception
1. **Surge: Rapid response**	Overall, perceptions of the CP rapid response were positive. Interviews with participants indicated that some changes could help increase the effectiveness of rapid response. **Communication and responsibilities** Although the role of the CP IRT in-country is to support in-country and international emergency responses, there was a perception in the Philippines UNICEF country office that the CPWG RRT approach sometimes operated over, rather than in collaboration with, locally based actors. A number of emergency initiatives failed to gain traction in a timely fashion. If utilisation of the local knowledge held by in-country actors in the Philippines case had been more effective, a more harmonious and complementary approach could have been achieved. Increased clarity of the respective roles of CP IRT specialists, in-country CP specialists and CPWGs is recommended to prevent confusion impeding the emergency response. Where international agencies can anticipate priority needs in the event of an emergency, pre-prepared PCAs for emergencies could be drafted and responsibilities pre-assigned. **Information management** The international CPWG IRT Strategy for 2014-2015[44] notes the high demand for information management and assessment expertise among the CPWG IRTs. It also identifies the need for capacity building in information management. The 2014-2015 UNICEF Strategy proposes an increase in the ratio of information management officers (IMOs) to coordinators, and continuing the utilisation of RRTs to build CPIE capacity as a second priority to emergency response coordination. These are positive moves.

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44 CPWG Rapid Response Team Strategy, 2014-2015.

Agency action	Local perception
2. **Surge stand-by partner rosters/ fast track recruitment**	Participants had mixed views about the deployment of temporary staff from elsewhere. Some noted that a lack of familiarity with the local context, assumptions that no CP systems existed, and erroneous expectations from previous experiences in other countries served as challenges. These concerns accompanied the limited space and resources in the regional offices, and the need to acclimatise and support incoming temporary staff. NGOs noted that their most capable and experienced staff were sometimes taken on by international agencies, thus reducing their capacity as local organisations. Further investigation is recommended into training local people in aspects of emergency response so that they are available for deployment in emergency situations. Training locals in international guidelines and minimum standards, and the orientation of international staff to local systems, values and customs was also suggested.[45]
3. **Cluster group**	**Co-ordination and collaboration between cluster groups** Following Typhoon Haiyan/Yolanda, UN Agencies responsible for the Protection Sub-Clusters activated the GBV and CP working groups, led by UNICEF and UNFPA respectively, in co-leadership with DSWD. CPWGs were active in Regions 6 and 8. In these regions CPWGs ensured that vital lines of communication between key actors – particularly amongst international humanitarian agencies and local or regional representatives – were operating and that response strategies and AORs were mostly clear and agreed between parties. They also operated as a forum in which to raise emerging areas of concern and to report positive developments, such as the Local Government Child Protection Ordinance passed in Tacloban. Community representation and participation in the CPWG processes observed was limited, and some key agencies refused to participate or were not invited to participate. Attendees, who were often common to both CP and GBV working groups, thought their separate approaches made meetings time-consuming,[46] duplicated many items, and were less than efficient in utilising valuable resources. Although there had previously been collaboration on a number of projects,[47] the two working groups initially functioned separately but subsequently made efforts to collaborate, holding joint meetings, attempting to agree on shared referral pathways and in one case seeking to merge (note: this issue does not appear to have been problematic in Region 7, where the RSCWC largely co-ordinated the emergency response and recovery efforts relating to CP).[48]

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[45] UN Agency Workers, Tacloban.
[46] UN Agency Worker, Tacloban-based.
[47] *Terms of Reference: Expert Mission to Bolster Joint Efforts Between UNICEF and UNFPA to Address GBV and CP Related Coordination and Programming in the Philippines.*
[48] Chris Mougne, CPWG Senior Field Coordinator, Yolanda Response Region VIII: End of Deployment Handover Note, June 2014.

Agency action	Local perception
	Although positive steps were taken, coordination issues have not been fully resolved as shown by the difficulties and delays in agreeing referral pathways and mechanisms in 2013-2014. Increased coordination and collaboration should be supported, with the possible merger of the GBV and CP sub-clusters[49] as a proactive preparedness measure for future emergencies. Consideration could be given to supporting national and regional government agencies to lead or co-lead CPWGs. Government partners and INGOs should work together to clearly define how to sustain coordination after the emergency, including how CP and GBV would work once integrated in the regular programme, and what support is needed. **Inclusion of national and regional groups** In some cases, important national and regional entities such as the CWC and RSCWCs did not participate in CPWG activities. This was noted as an unfortunate feature of CPWG operations in some disaster-affected regions. International agencies tended to attribute the lack of participation by key regional bodies as indicative of a lack of capacity or interest within regional committees, necessitating CPWGs to assume leadership and work independently.[50] In contrast, the National CWC and their RSCWCs saw their non-participation as stemming from a lack of recognition of their role in CPIE and an assumption of the dominant role of international agencies. They saw the process as operating to duplicate, rather than strengthen, the established national CP system and their central roles within it. There was also a suggestion that 'patch protection' by UN Agencies reinforced the separation of the GBV and CP groups, and undermined the joint approach and family focus favoured by the National CWC, their RSCWCs and MSWD/DSWD entities. During observation of one CPWG meeting, it was noted that international actors dominated discussions, with very limited input from Philippine nationals. Preparedness work for INGO, UN agency and other international workers needs to incorporate specific information regarding national and local CP policies and practices.

49 Terms of Reference: Expert Mission to Bolster Joint Efforts, op. cit.
50 UN Agency Worker, June 2014.

Agency action	Local perception
	It may be appropriate for INGO and UN agency staff to attend meetings with local groups where possible (with or without representatives from other countries). Methods for liaison between all groups to maximise participation could be included in strategy training for INGO and UN agency staff, including chairing meetings with diverse groups.
4. **Rapid family tracing and reunification (FTR)**	**Record keeping** A new RapidFTR mechanism was utilised following Typhoon Haiyan/Yolanda that has the potential to contribute to cloud-based information management, and to significantly speed up processes in relation to vulnerable children. Registration of UASC through RapidFTR in the Typhoon Haiyan/Yolanda emergency was well below expectations. This may be partly due to a delay in deploying the RapidFTR team, which meant that unknown numbers of children may have left their home areas in search of relatives and/or livelihoods. It may also reflect the strong tradition of caring for children within extended families and local communities. For example, in one area of Region 6, DCWs estimated that one in four of the children that they worked with were living with extended family members, often grandparents. This is backed up by anecdotal evidence. These factors meant that records sometimes, failed to provide an adequate picture of where children were and how community services and support might best be targeted. The Government has indicated it will adopt the new RapidFTR mechanism within its own emergency preparedness endeavours. Alternative terminology could be used to improve record accuracy. **Efficiency of RapidFTR** RapidFTR was more economical to operate than a paper-based system; it is also considered more secure and allows for significantly faster transfer of information and follow-up. The Government has indicated that RapidFTR – including technology, resources and training – will be incorporated into national and regional DRR efforts and will be included in future strategic plans.[51] Young local (technology savvy) workers could be trained to use the technology in preparation for future emergencies.

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[51] RapidFTR Surge Team Report.

Agency action	Local perception
	Follow-up Little information was available on outcomes for identified UASC, and anecdotal accounts indicated concern about a lack of effective follow-up on these children. Effective follow-through needs to be planned for – and may usefully be established in conjunction with improved record keeping – so that these children can be easily identified and tracked.
5. **Child-friendly spaces (CFS)**	**The importance of CFS in immediate and longer-term responses to emergencies and conflict** Interviewees stressed the importance of CFS in the immediate post-emergency environment, particularly in relation to families who relocated to evacuation centres, camps and temporary shelters, where they faced particular challenges and where trauma was a pressing issue for both adults and children. There were concerns about significant delays in establishing suitable CFS in some circumstances, which may relate to the delays in getting PCAs signed off and actioned. CFS operated in a number of typhoon-affected areas. They made a positive contribution to establishing child protective environments, moving from evacuation centres to communities, and where possible adjacent to barangay bases, although it is not clear how consistently such co-location has occurred. CFS have also been well received in conflict-affected Mindanao. Particularly successful CFS were those co-located with the local barangay bases, and interviewees indicated that this assisted their integration into community life. The evidence base for the impact of CFS is limited, interviewees indicated that they played an important role in the aftermath of the typhoon. They are perceived as accessible, safe and reassuring; contributing to people's sense of well-being in such a stressful context. Central government has moved rapidly to adopt minimum standards for CFS. This is a positive move in preparing for future emergencies that should contribute to better consistency in the provision and quality of care. While the structural and geographic alignment with local systems such as barangays, which were familiar to people, contributes to the positive impact and reach of CFS, and where possible INGOs and national initiatives should endeavour to support this contribution.

Agency action	Local perception
	Expanding the role of CFS Youth and communities generally perceive CFS as being primarily associated with the provision of safe spaces for young children to play and congregate.[52] However, interviewees indicated that the provision of CFS extends further to play an important broader social support role in the re-engagement of families, and helping to provide a return to a semblance of structure and normality. Despite this, one UN Agency worker noted, "*Some partners are doing an excellent job of engaging youth in their CFS, but it is happening on a much smaller scale …than we would like to see.*"[53] A clear gap was a lack of participation by adolescents in CFS activities. However, they were significantly involved in CFS as voluntary facilitators and caregivers.[54] There appeared to be a conscious effort by communities to involve young people in a leadership role, which may be reflected in the Philippine sense of family and indicate a community-focused, resilience-building approach. International experience from China and Pakistan provides models of CFS as community-owned initiatives in CP that also support child and family welfare. Although the vision of CFS providing centralised community services was not developed at the time of this study, the UNICEF report on CFS in the Philippines states: *One of the most noteworthy observations from the field was the diversity and community-based approach of each CFS. Whether in a tent, semi-permanent structure, open space, in a day-care centre or barangay hall, it was clear that CFS had developed organically according to the needs of each community… The strong community focus of CFS in typhoon affected areas appears to be a notable strength of their implementation in the Philippines.[55]* UN agency workers also suggested that CFS had the potential to become centres for parenting education, transition education, community activities, teen and adult support groups, social services, and health screening and referrals. Because CFS are viewed as safe, positive and accessible environments, they are suitable sites for the provision of services in the immediate post-emergency period. In the longer term, they may offer opportunities for strengthening communities and families, in particular in engaging older children and young people with support.

[52] Barangay youth focus group interviews, UNICEF Philippines (CP Section), Documenting Child-Friendly Spaces Across Typhoon Haiyan Affected Areas, April 2014.
[53] UN agency worker.
[54] UNICEF Philippines (CP Section), Documenting Child-Friendly Spaces Across Typhoon Haiyan Affected Areas, April 2014.
[55] Ibid., p.11.

Agency action	Local perception
	Links with day-care Prior to Typhoon Haiyan/Yolanda the Philippines already had a well-established programme of government-supported, legally mandated day-care centres throughout the country. These are still an important piece of the national CP and welfare system for children aged up to 6 years. They not only provide early childhood care and education but also include health, nutrition and social service programmes. They operate in close collaboration with, and are often considered a part of, barangay facilities and services. Most government-supported day-care centres became non-operational following Typhoon Haiyan/Yolanda.[56] The CFS, when operating well, fulfilled many of the functions associated with day-care centres. In addition, DCWs who no longer had centres to attend were employed in CFS, which seems to have been a successful move for families, communities and the DCWs themselves.[57] DCWs – even those who had lost family, and whose day-care centres had seen significant child deaths– indicated in interviews that working in CFS gave them: *…a reason to get up in the morning, a structure to the day. Just working with the children; it keeps us going.*[58] DCW/CFS workers are well placed to identify children and families who are in distress or under particular stress, and can provide basic PSS and referral services. Childcare workers who voluntarily staffed CFS received some training, primarily in PSS and in supporting children and families under stress. In general these workers were grateful to develop their skills, although some indicated that the training sometimes did not recognise their existing expertise. Workers interviewed noted that post-typhoon stress levels in families were high. They watched out for indicators of stress in families and for parents and caregivers who appeared not to be coping, and offered support and alternative methods of discipline or managing child behaviour where appropriate. They were also aware of the indicators of ongoing stress, trauma and deprivation in young children, and where appropriate would speak to parents and caregivers to offer ideas and assistance.

[56] E.g., in Tacloban 63 day care centres were operating prior to the typhoon and only 4 after it.
[57] UNICEF Philippines (CP Section), Documenting Child-Friendly Spaces…, op. cit., p. 9.
[58] DCW/CFS Worker Group Interview.

Agency action	Local perception
	They [children and families] have increased fears...that it might happen again. Sometimes we talk to parents under stress. We give advice. It's not really getting better. They [families] have no jobs. No money. They need food, shelter, clothing, vitamins, toys... Sometimes there are behavioural problems [in children] if they are hungry.[59] The close links between CFS established following the typhoon and day-care centres, especially in terms of volunteer staffing, appear to have contributed to positive community perceptions of the CFS. There is a great deal of commonality in the functions of CFS and day-care centres. Day-care centres and staff may be useful sites for developing preparedness so that staff may be quickly deployed in emergency contexts. It may be useful to develop preparedness training for staff that builds on their current level of expertise and does not assume a nil base. It remains to be seen how CFS and re-established day care centres will be integrated. Ideally the best features of both – including a sense of community ownership, local contextualisation and holistic education, health and social support facilities – can be sustained while maximising limited community resources and minimising duplication.
6. PSS training	There were some pointed comments by Philippine nationals about the training provided by international actors, with PSS training in particular being questioned. The criticisms covered several areas: • Too much training – particularly at LGU (LCPC), and barangay level –.which took people away from their work when they were most busy • The importance of using local trainers – because of language and communication issues and because they can contextualise training to the local environment • The need for PSS training to recognise the skills and knowledge inherent in Philippine culture. Participants found their training related more to the referral of serious issues and a lack of additional support agencies than developing their existing psychosocial needs

[59] DCW/CFS Worker Group Interview (from Le Pas, where coconuts, which provided 90 per cent of the main source of income and employment were destroyed).

Agency action	Local perception
	Little account appears to have been taken of the philosophies contained in the seminal *Handbook on Psychosocial Assessment of Children and Communities in Emergencies* compiled by the Regional Psychosocial Resource Network,[60] which "promotes a psychosocial approach that recognizes and strengthens local resilience and capacities in place of pathology- or 'trauma'-based models of service delivery… [and provides] a database of resources… that can be tapped during emergencies to provide support that is sensitive to local cultural ways – ideally within those organizations' or individuals' own countries or areas." PSS in the short and medium term may be more effective if used to supplement existing processes, especially when resources are stretched. The Regional Psychosocial Resource Network provides an excellent guide. Training may be better received and more effective if used as a preparatory measure that provides an opportunity for reciprocal training and sharing of expertise.
7. Cash transfers	There were mixed opinions about unconditional cash transfers, with community groups reporting both misuse of funds and some positive stories. A number of community participants believed that cash transfers from the international humanitarian sector should be distributed directly by, or in direct consultation with local NGOs and/or barangays. There was frustration with processes at government level ("Red Tape")[61] and a feeling that a lack of local community knowledge meant that cash was sometimes provided to people without accountability mechanisms in place. Barangay members claimed that they would have given family members known to be safe with money the responsibility, would have provided money in graduated fashion for specific purposes and monitored its use.

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[60] Regional Psychosocial Resource Network, Handbook on Psychosocial Assessment of Children and Communities in Emergencies, 2005.
[61] Barangay group interview.

Agency action	Local perception
8. **Capacity building for local organisations**	UNICEF provided social work offices with capacity building-focused grants after a significant amount of collaborative preparatory work. Transfers were tied to a 'Minimum Standard for Child Protection' for social work offices; that required work plans, emergency preparedness, and ongoing capacity building action (both within the office itself and externally, through community awareness raising and capacity building activities). Support ensured that social work offices improved their capacity both in physical and human resources, particularly in the form of a new form of resource: 'social work assistants'. However, there was a strong feeling that capacity building for local CP systems needed to also focus on improving governance and compliance with standards. The augmentation of social work assistants and targeted, well-focused training proved useful and important. Future networks of paid professionals and individuals with basic social work skills could be called upon or engaged in future emergency responses. Several LGUs have allocated additional resources after the recovery phase to retain social work assistants.
9. **Monitoring and evaluation**	Monitoring and evaluation appears to have been inconsistent and fragmentary. This issue is not specific to the CP projects implemented after Typhoon Haiyan/ Yolanda, but rather reflects a wider issue in establishing an evidence base relating to the outcomes of CP strategies. A number of participants believed some aspects of monitoring the national CP system were not measuring the right things, and that they emphasised technical and process compliance rather than analysing outcome data. Although there were calls for more creative approaches to monitoring and evaluation, however, the identification of new approaches were vague, making it difficult to identify specific recommendations from this research other than in relation to record keeping. **Record-keeping** Wessells[62] suggests that population-based tracking is essential to monitoring and strengthening CP systems. Moreover, adequate and accessible records are necessary at local level to identify areas of need and to track and follow-up on children and families. Such tracking pre-supposes accurate birth recording and registration; an area that UNICEF and partners are working on, particularly in Mindanao.

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[68] Wessells, M., The Case for Population Based Tracking of Outcomes for Children: Toward a Public Health Approach in Child Protection System Strengthening, 2014.

Agency action	Local perception
	UNICEF and partners have also been active in a concerted and successful drive to replace civil documents lost or destroyed in the emergency. The emergency response generated a practical and immediate opportunity to contribute to a better system of local and national record-keeping. This opportunity has implications for how UN agencies, INGOs and Government might work together to provide the information technology (IT) and administrative training and support required to update and improve data collection, storage and accessibility. This would in turn provide a basis for: improved risk identification, resource targeting and preparedness measures; overall evaluation and monitoring of CP; and tracking individual children.

4.3.2 Structures and mechanisms: Integrated, formal and informal

1. Integrated Systems: Labour, education, health, justice and housing

Labour

The root of the problem [of child labour and exploitation] is poverty – not greed.[63]

Labour laws in the Philippines and monitoring labour practises are the role of the Department of Labour and Employment, which has Child Labour Monitoring committees at national and regional levels. Under Philippine law the minimum age for full-time work is 15 years. Under 15 years of age, children may work part-time (up to four hours/day) during daylight hours.

All community members and most NGO staff interviewed cited loss of livelihood as a central issue for typhoon-families affected. People lost their jobs or had their hours reduced and consequently experienced a loss in income. These factors made two outcomes likely: (1) parents frequently travelled to other parts of the country or off-shore in search of work, leaving children in the care of grandparents or other relatives; and (2) youth, who may otherwise have been in school, felt compelled to work to help support their families and assist in financing local reconstruction. Youth also cited a lack of income, inadequate housing or shelter (materials for rebuilding being unaffordable), and the difficulty (particularly females) to get jobs, as primary areas of stress.

Although trafficking, and sex trafficking in particular, were identified as particular problems by government agencies and (I)NGOs, they were not seen as primary issues by youth and community participants.

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[63] UN Agency Worker.

1. Integrated Systems: Labour, education, health, justice and housing

Education

Many lost all their school materials. Also because their parents lost their livelihood, they can't get to school, they can't get food for school...[64]

Schools and education facilities were either badly damaged by Typhoon Haiyan/Yolanda, or utilised for emergency evacuation and accommodation. As a result many children and youth were out of school for an extended period. Youth and barangay officials also emphasised the effects of loss of livelihoods on school attendance. Loss of livelihood meant that families could not afford transport to school, school uniforms, learning materials and food. In some areas, approximately one in four children were living with grandparents or other extended family. Many were caring for elderly or unwell family members – also impacting on school attendance. The typhoon hit at a crucial period in the high school year, meaning that thousands of youths were unable to complete final exams and were faced with repeating the school year.[65]

Education and CP overlap in many areas. Joint initiatives between CP and education actors have recently been pursued. The education and CP cluster groups produced a joint needs assessment yielding information of equal value to both, and paving the way for further restorative and remedial joint initiatives.[66]

Health

We love it with the Department of Health that they [officials] came out with an administrative order stating that all government hospitals should have woman and children protection units.[67]

Health intersects with CP and child and family welfare in numerous areas, from pregnancy care and immunisation to treatment of those suffering from abuse and neglect, and from public health initiatives affecting children and families to gathering evidence for criminal prosecutions.

The Child Protection Network Foundation works closely with the health sector and has raised funds from several organisations to establish Women and Children Violence Prevention Units in hospitals and to provide training for medical staff attached to the units (ideally a doctor/paediatrician and a hospital social worker) and police investigating cases that come through the units. As of 2012, 62 Women and Children Violence Prevention Units had been established in 35 provinces and seven cities. Recent national CP initiatives include an administrative order effected in March 2013 directing that the units be established in government hospitals.

The influx of aid following Typhoon Haiyan/Yolanda provided resources to establish the units and conduct training for health and police staff on a national scale.

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[64] NGO Worker.
[65] NGO Worker.
[66] Global Protection Cluster, Mid-Term Report; Key Findings from Joint Assessment Phase 1, March-April 2014.
[67] NGO Manager, Philippine national.

1. Integrated Systems: Labour, education, health, justice and housing

Justice

There have been many reforms [in the justice sector], but more improvements are needed... The slowness of the court system means it can take three to five years for cases to be completed.... We need child-sensitive courts...[68]

The recently amended Juvenile Justice and Welfare Act 9344 provides for the protection of the rights of children in conflict with the law, and is consistent with international legislation dealing with young offenders (up to 15 years of age). It reflects welfare and circumstances, diversion options, rehabilitation and reunification with family if appropriate. The Act recognises that criminal elements may use vulnerable children and seeks to employ restorative rather than punitive solutions consistent with the best interests of the child.[69] However, the courts still mainly employ an adversarial legal system. Philippine legislation now protects DSWD social workers, police and barangay officials from prosecution pursuant to the removal of children from situations where child abuse, neglect or exploitation are suspected. It also provides for the State to prosecute cases of abuse, neglect and exploitation, and removes the necessity for individuals to pursue cases through the courts.

The CSPC was established through RA 7610 with a strengthened mandate under Executive Order 53 of August 2011, and is co-chaired by the DSWD and the Department of Justice. The CSPC, with UNICEF support, commissioned development and delivery of training in the Protocol for Case Management of Child Victims of Abuse, Neglect, and Exploitation (2014), and has been delivering regional multi-sectoral training on the protocol for a range of actors. The Protocol identifies government workers required to report child abuse, neglect and exploitation (including school, health sector and justice sector staff, and government lawyers). The Protocol and associated requirements are concerned solely with processing cases of child abuse, neglect and exploitation through the justice system, while supporting child victims and increasing the child-friendly focus of system components.

The Protocol is intended for use in relation to any instance of child abuse, neglect or exploitation. It involves a primary partnership between social work and law enforcement staff and more broadly between justice, DSWD, and in some instances the health sector.

Informal mechanisms around CP described by participants, related to resolving family or individual issues in a restorative manner and preferably without recourse to formal systems or government actors. These processes typically involved the barangay captain and/or councillors responsible for women and children's issues meeting with the complainant and the families involved in an attempt to reach an agreed process or resolution. Formal reports to police, hospital, or social workers were made as a last resort.

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[68] Senior justice sector worker.
[69] Government justice sector worker.

1. Integrated Systems: Labour, education, health, justice and housing

Integrated systems: Housing

The Government is doing what it can to address social protection issues. Most of the land is owned by a few people. There are few restrictions on the sale or ownership of land. It also means that there are few lands available for [social purposes].[70]

Participants identified the lack of available land for social housing and community facilities as an issue exacerbated after Typhoon Haiyan/Yolanda. Shelters and temporary housing were located away from sources of livelihood and community support. Families leaving evacuation centres and shelters – often seeking to re-establish a livelihood and reconnect with families and community support – were likely to build or rebuild squatter homes or move in with relatives. Informal settlers in cities (Tacloban in particular), comprise a significant portion of those most in need of long-term social housing.

Over-crowding is common and was identified as a stress factor by many participants as homeless families and extended families moved in with relatives. The majority had not received assistance to rebuild. Some participants questioned the criteria underpinning decisions as to who would receive reconstruction aid.

For fishing communities ('fisherfolk') whose homes and communities were devastated by the storm surge accompanying the typhoon, there was little available land with easy access to the sea on which to build legally. Despite bans on building close to the ocean, many have rebuilt temporary dwellings as they seek to reconstruct their livelihoods.

2. Formal systems: Strengths and challenges

Strengths	Challenges
• National Government support for CP and child and family welfare • Legislation and policy • Decentralisation • LGUs and LCPCs • Increasing inter-sectoral collaboration	• Legislation and policy • DSWD social worker numbers and mandates • LGUs and LCPCs • Electoral cycle • Lack of collaboration between and within sectors

[70] Social Worker.

2.A Formal systems: Strengths

National Government support for child protection and child and family welfare
There is a strong Government commitment to improving outcomes CP and child and family well-being as part of the national development agenda.

> *The Government and local government are doing all they can to support child protection…. there are still not adequate resources; but the Government is still very open and supportive.* [71]

The Government has been developing child protection laws, policy and structures that meet international standards, including the *Philippines Development Plan* (PDP) 2011-2016, the *Philippines National Strategic Framework*, and P*lan for the Development for Children 2001-2025* ('Child 21'). This high-level commitment is important given the association of poverty with increased CP and GBV risk.

There was a general consensus amongst UN agency and government workers, and (I)NGO staff that the national Government had responded strongly to incorporate key lessons and initiatives from the emergency into its structures and processes. For example, the adoption of minimum standards and guidelines for CFS was fast-tracked and completed in record time.

In 2014, the Government formally incorporated the functions of the CPWG within the RSCWCs. This was a positive move in terms of recognising the utility of the CPWG coordination function in emergencies and demonstrating commitment to increasing national disaster preparedness mechanisms.

Legislation and policy
The Philippines has well developed national, regional, provincial and municipal legislative and policy frameworks for CP that are linked to systems, mechanisms and institutions at these levels, and that generally meet international standards of CP laws and supporting policies. Government (and sometimes UN agency-partnered) initiatives, such as the *Sustainable Livelihood Programme and the Conditional Cash Transfer Programme* (known as the *4 Ps: Pantawid Pamilyang Pilipino Program*) focus on capacity building, and reducing poverty and its effect on families. Both the PDP and Child 21 provide meaningful investment in the health and education of children aged up to 18. Investment in the health, education and welfare of children is incorporated as a part of national capacity building, development, and poverty reduction strategies.

The National CWC is the government body mandated to coordinate and monitor implementation of the United Nations Convention on the Rights of the Child (CRC), Child 21, the National Plan of Action for Children, and the Comprehensive Programme on Child Protection.[72] At the national level, legislation and policy has tended to be oriented to child and family welfare, with potential to develop Family Service System types, particularly at local level.

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[71] Government (Hospital) Social Worker.
[72] Council for the Welfare of Children, Towards More Effective Local Councils for the Protection of Children, op. cit. 2012, p.4.

2.A Formal systems: Strengths

Renewed attention to DRR structures ranges from the national council to regional, LGU and barangay committees, including a requirement that funding is set aside for emergency preparedness.

Decentralisation

Most participants believed that CP and welfare initiatives must be led and implemented at local level, with LGUs and barangay councils providing the vital links with communities. The decentralisation of CP functions means that cities, municipalities and barangays may create their own laws or ordinance that suits local context, provided they do not conflict with national and regional requirements. In Tacloban City, for instance, the LGU recently passed a Pro-child Ordinance. Barangay councils are also free to adopt local government ordinance or to create their own.

The decentralisation of some sectors and continued centralisation of others was, however, seen as problematic by a number of participants. A suggestion was made that regions or LGUs meeting certain criteria might be empowered to increase their AORs and mandate for a wider range of services in their areas.

LGUs and LCPCs

The real implementer [for Child Protection] is the LGU! [73]

Decentralisation provides LGUs with considerable responsibilities and powers to engage in CP, and to play significant roles in DRR and responses in the future. LCPCs are required to be established by LGUs. The Local Government Code and the Comprehensive Plan 2006-2010 of the Special Committee for the Protection of Children[74] in the Philippines promotes the main responsibility for a protective environment for children with the LGUs and the LCPCs.[75]

There are indications that the requirement for LGUs to include CP and CPIE provisions in their planning and reporting – as recommended by the CWC and LCPC Experts Meeting – are associated with increased uptake and compliance of CP and CPIE initiatives by LGUs. Interviewees believed that implementation of strategies to reward positive performance against criteria including child protection (for example, the Child-Friendly Governance Awards) are having an impact at local government level. National Government requirements also exist for regional, local and barangay level DRR and management councils and committees. Again, it is at the local level that the success of these mechanisms will be tested.

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[73] DSWD Worker interview during field work conducted by Dr. Catherine Love.
[74] Special Committee for the Protection of Children, Protecting Filipino Children from Abuse, Exploitation and Violence: A Comprehensive Programme on Child Protection, 2006-2010, 2006.
[75] Council for the Welfare of Children, op. cit., p.2.

2.A Formal systems: Strengths

Increasing inter-sectoral collaboration

The Philippines has been moving towards an integrated inter-sectoral system, including a child and family welfare focus, which is confirmed by key national plans and strategic documents.[76] For example, specialist Women and Children Violence Prevention Units in hospitals and police institutions with appropriately trained staff help ensure a visible and functioning protective focus in the health and justice sectors. Similarly, day-care centres are utilised as education, health and CP mechanisms, and some barangays have worked with education staff to identify and locate out-of-school youth. Recently introduced inter-sectoral training (supported by national agencies and UNICEF) and involving local government, barangay, NGO, and police, justice and health sector workers is a significant statement on the importance of inter-sectoral communication and collaboration.[77] Regional inter-sectoral activities connect workers from different sectors and foster mutual understanding.

2.A Formal systems: Challenges

Legislation and policy

CP is the subject of numerous laws and policies from the national to the local and barangay level. The multiplicity of formal system structures, councils, committees, working groups and requirements was viewed by a number of participants as confusing and excessive. The structure was seen as producing compliance-based activities (or simply non-compliance) rather than embedded, community-based commitment and solutions.

DSWD social worker numbers and mandates

> *Child protection is only a part of it. We cater to all the sectors of society – that is, from children to senior citizen, including persons with disability, including with women, youth and even marriage counselling … so even before the making of a baby, we are already providing service to our people…It appears like you are a jack-of-all trades.[78]*

There are a limited number of social workers in the Philippines. Current staffing averages are one social worker per municipality. DSWD social workers also have a vast mandate, which is unmanageable, particularly given their limited resources and capacity. At times of crisis, the expectations placed on DSWD social workers are further exacerbated, and CP is only one of their responsibilities.

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[76] E.g., PDP, 2011-2016; Philippines National Strategic Framework; Philippines Plan for the Development of Children, 2001-2025.
[77] Training on the Protocol for Case Management in Child Protection (e.g. Roxas training July, 2014).
[78] DSWD Social Worker.

2.A Formal systems: Challenges

Decentralisation

The hardest part of the work is how government bodies and services are structured.[79]

Because some functions and responsibilities pertaining to CP are decentralised and others are centralised, it is difficult for local actors to build inter-sectoral partnerships with nationally centralised bodies while simultaneously operating within their own locally based philosophies and systems. Decentralised components of the system are generally required to fit in with the more unwieldy (but arguably more progressive) national components.

Decentralisation also means that the level of commitment of LGUs, barangay councils and regional authorities depends on the interest and commitment of the senior leadership (executive officers, mayors, and councillors). The three-year electoral cycle for local bodies and resulting lack of continuity was identified as a significant weakness by a number of participants.

LGUs and LCPCs

It was widely acknowledged that LGUs and barangay councils in some regions were better endowed with human and financial resources than others. Capacity and resources are often lowest – and needs greatest – in poorer areas.

Prior to the typhoon, much effort had gone into attempts to strengthen LGU operations and specifically into strengthening LCPCs.[80] A 2012 study by the CWC found that most LCPCs did not meet functionality criteria, and the general view was that LCPCs had not improved the situation of Philippine children.[81] In response, the CWC sponsored a meeting government, NGO and INGO stakeholders who committed to overseeing a five-year project to implement the recommendations of the LCPC Experts Meeting.[82] A primary recommendation was to strengthen LGUs, including LCPCs, to progress in mainstreaming child rights and to ensure their inclusion in local development and investment plans. At the same time efforts were being made to review and strengthen the operation of LGUs, including their CP responsibilities.[83]

Work has been undertaken to identify and support the most lagging LGUs, and agency workers see this work as most urgently needed in typhoon and conflict-affected areas.

Electoral cycle

A significant proportion of participants said the three-year electoral cycle at local government and barangay level causes distraction and discontinuity that is a serious impediment to meaningful progress on CP, GBV and child and family welfare system development. The cycle was thought related to limited capacity within LCPCs and BCPCs, and inconsistency in the priority accorded CP in local government, particularly.

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[79] NGO Manager.
[80] Council For The Welfare of Children op.cit.
[81] Council for the Welfare of Children; op. cit., p.iv.
[82] LCPC Experts Meeting of 1 February 2012.
[83] Council for the Welfare of Children, op. cit.

2.A Formal systems: Challenges

Lack of collaboration between and within sectors

Most participants from INGOs and UN agencies commented on the disjuncture between national policies and positions on CP and welfare and operations at regional, local and barangay level.

There is a clear and somewhat profound disconnect between the formal structures – particularly those above barangay and local government level – and the informal system components that operate strongly in many communities. Some participants noted that national and regional level government policies and approaches are inclusive, progressive and holistic in nature, but also that there were:

> *no teeth to enforce national or regional policies at local government levels.[84]*

Formal system representatives and components have many more material resources than informal, community-based components. However, it is the barangay and local government level workers who are at the face of CP and child and family welfare issues.

In its examination of the functioning of LCPCs, the CWC noted a lack of coordination and collaboration between sectors, commenting that

> *we have yet to put in place an operational, multi-level child system which will address various cases of abuse, exploitation, and violence committed against children.[85]*

The limited collaboration between GBV and CP sub-clusters was difficult to break down in some areas. This may be related to communication being limited within particular sectors.

3. Informal systems: Strengths and challenges

Strengths	Challenges:
• Barangay councils and BCPCs • CBCPNs • Adolescents and young adults	• Barangay councils and BCPCs • Lack of power of barangay councils and BCPCs • CBCPNs • Adolescents and young adults

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84   NGO manager, Philippine national.
85   Council For The Welfare of Children,...op cit., p. 2. Responsive Governance in the Philippines, 2012cit., p.2.

3A. Informal systems: Strengths

Barangay councils and BCPCs

> *Barangay are passionate about child protection and supporting healthy families, especially women. And approximately 40% of barangay councils are women.*[86]

Barangay councils are elected on a three-year cycle and represent local communities. Barangay councillors' duties include establishing BCPCs and Disaster Risk Reduction and Management Committees. The role of the BCPC is to raise awareness of and respond to CP issues. When CP issues are brought to the attention of barangay councils, they are required to report the issues to their local DSWD (usually the social worker) located within LGUs.

Barangay members interviewed had strong and direct links with their communities. For example, when asked by education officials to identify out-of-school youth, this task could be completed almost immediately through conversations amongst barangay council members, workers and local communities, including immediate checks with the families concerned. Similarly, they were able to quickly and effectively organise community meetings and youth focus groups with open and frank discussions between youth, working age, and elderly community members. There was a solid sense of community amongst the barangay visited, although some UN agency and INGO workers indicated that this was not necessarily true of all barangays. Importantly, barangay members could identify immediately who took leadership on CP, child and family welfare, GBV, education, housing, health and justice issues. The leaders in these areas appeared to take their responsibilities seriously and were able to illustrate their processes and priorities issues in their communities. Barangays also easily identified youths with knowledge and leadership roles.

> *Barangay are critical in responding to cases because barangay are usually the ones approached first.*[87]

However, while community-based systems led by barangays were largely operational in terms of recognising, prioritising and addressing CP and GBV issues, the way they operated was not necessarily aligned with formal structures and expectations, including those of BCPCs. The informal system is often utilised by barangay members and officials because it is often seen as a constructive alternative to official mechanisms. This may be particularly true where child and youth protection matters come to the attention of barangay at a relatively early stage. Barangay officials and community members identified prevention and early intervention as their preferred mode of operation.

> *Barangay still use their own processes to settle cases.*[88]

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[86] Local Government Councillor, Philippine national.
[87] Municipal social worker.
[88] Ibid.

3A. Informal systems: Strengths

The overall impression was of informal community-based CP mechanisms operating under the radar, alongside or in place of formal structures and requirements.

As previously noted, barangay appear to utilise a range of informal, socio-cultural processes to resolve issues relating to child protection and gender based violence, including husayon.[89] Anecdotal evidence indicates that there can be a lack of trust in official processes and particularly in the sensitivity to children and families, timeframes, and long-term constructive outcomes of judicial processes. Participants clearly preferred their own processes as an initial avenue for addressing and ideally resolving issues. They were aware of the conflicting nature of some of the community-based processes and expectations and those required in official edicts.

Barangay and community members felt that these barangay processes were an essential component of child protection. However, some government agency and INGO workers, said issues such as the inconsistency between informal CP processes in different barangays are problematic.

From this perspective, barangays should have clear lines of reporting and responsibility that should be followed at all times. Those responsible for child and women's welfare and protection must report abuse, neglect, and exploitation to LGU social workers, who refer cases to the police if the victim decides to file a case against the perpetrator.

It must be noted that although traditional leaders and processes can make children and their parents feel 'safe' when it comes to reporting and resolving cases of abuse, some traditional practices are harmful to children. For example, a teenage girl who has become pregnant as a result of rape is married off to the perpetrator for the girl's family to 'save face'. Therefore, requiring barangays to report all cases of abuse to the LSWDOs is necessary to ensure children's safety and well-being.

> They are taught, "You cannot mediate in child abuse cases." [90]

> Settling [children and women's abuse issues] internally is a no-no…. The Protocol[91] fills the gap of who has which role, clarifying responsibilities.[92]

Some communities however appreciated the fact that barangay captains and/or those responsible for child and women's welfare and protection had the flexibility to address the issues with the families or principals involved.

> What is raised within here [in the barangay], stays here. It is resolved here.[93]

> Sometimes group processes are more effective because Filipino is a collectivist culture.[94]

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89 Traditional process of dispute resolution.
90 National government official.
91 Refers to the Protocol for Case Management of Child Victims of Abuse, Neglect and Exploitation (produced by CSPC), 2014.
92 National government official.
93 Barangay focus group.
94 Government health sector worker.

3A. Informal systems: Strengths

If necessary, professional help might be sought from municipal social workers in an attempt to resolve the issues without involving the police.

> *We get on well with the social worker…so if we can't solve it within ourselves [the barangay], we go and sit with her. We all go and try to work out a solution for the child and for the family.[95]*

Community-Based Child Protection Networks

Community-Based Child Protection Networks (CBCPNs) in the Philippines are particularly associated with areas of high Muslim population and the ongoing conflict. However, some are effectively operating informally in communities throughout the Philippines, often with community-elected barangay councils, independently or in connection with faith-based organizations. CBCPNs have the potential to significantly strengthen CP systems and mechanisms nationally. Ideally, they are led by capable individuals who are trusted by the community. The CBCPN are located within or alongside leading community organisations. They aim to raise the profile of CP, develop and deliver resources and respond to cases of abuse, exploitation and neglect of children in ways that are specifically aligned with community values. The authority of CBCPNs to act is based primarily on the recognition and reputation of the organisation and personnel, rather than legislation or mandate. The involvement of natural helpers and community leaders is a vital ingredient in formal and informal CBCPNs. Youth are consulted in the formation stages and play active roles, working to educate about child abuse, violence and exploitation, and their prevention and remedy.

Importantly, the CP operations of some barangay seem more aligned with a CBCPN model of operation (albeit informally) than with formal BCPC structures. An issue to be resolved at national and/or regional level is whether the CBCPN model is a more effective model for barangay and even local government than connecting CBCPNs with LCPCs and BCPCs.

Sixteen CBCPNs are operating in the Mindanao region, under the direction of a local organisation. They show positive signs of progress and receive support through international agencies.[96] The CBCNs in Mindanao were originally developed in association with local CFS and are described as "part of a multi-sectoral convergence model."[97] They serve around 3,000 people, employ a regional manager and two community organisers, and rely on a substantial community welfare and youth focal point volunteers. They also contribute to the incorporation of Muslim values into the new curriculum, including identification of Muslim precepts pertaining to children and CP.

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[95] Barangay focus group.
[96] AusAid, WASH and UNICEF are identified as providing significant support to Mindanao-based CBCPNs.
[97] UN agency worker.

3A. Informal systems: Strengths

Adolescents and young adults
God, church and family were consistently identified by youth as their main sources of strength and support.

A number of participants commented on the energy, enthusiasm and community service ethic of Philippine youth evident in the aftermath of Typhoon Haiyan/Yolanda. There was a perception that these talents and contributions should be constructively utilised in the CP and welfare arena.

The CBCPN model in Mindanao utilises Youth Focal Points aged 13 to 21, who receive some training and who play an important role in the operation of CBCPNs. The Focal Points help bridge communication gaps between adults, children and young people. Particularly in Mindanao, young people help to bring together ethnic groups with a long history of tension. Young people can easily bring together children and adolescents from different ethnic backgrounds and work together in community activities and projects. This gives them new opportunities to get involved in their communities.[98]

3B. Informal systems: Challenges

Barangay councils and BCPCs
Barangay councils differ in terms of resources and capacities. Some are better resourced than others, and have better educated, professional constituents.

> *We have good plans but no way to implement them.[99]*

Some youths described feeling "neglected", and some barangays wanted to provide education and livelihood training and initiatives for youth, particularly out-of-school youth and teen parents. However, shortfalls in resources and capacity can make it difficult to mobilize youth and to enable them to participate in community activities.

> *We have plans but no money; can't implement them.*

> *The main problem is financial. We need income-generating projects to enable them [youth] to be contributing members of the community. We need to provide training, micro-financing. Elevate the social, emotional, physical well-being [of youth].[100]*

BCPCs are dependent on LGUs for funding, but in contrast to LGUs, most BCPC workers are voluntary. Their resources are limited even though their operation is largely prescribed by national, regional and local government expectations and edicts.

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[98] Interview with Jordan Chaffin, UNICEF Adolescent Development and Participation Officer, November 16, 2015.
[90] Barangay official.
[100] Barangay group.

3B. Informal systems: Challenges

Barangays interviewed indicated having clearly identified priority concerns in relation to their children and youth. However their plans to address these concerns were thwarted by a lack of resources. The priority issues facing youth identified by barangays differed markedly from those identified by CPWG members and INGOs. This is largely because CPWG and INGOs concentrated on needs after the emergency, rather than pre-existing needs.

> *[There is] no budget for out-of-school [youth], for drug education or treatment. There are no scholarships [for education].[101]*

While much of the literature and some participants pointed to a widespread lack of functionality amongst BCPCs, others noted serious deficiencies in the criteria used to monitor and evaluate them.

> *Functionality assessments of BCPCs and LCPCs evaluate them as non-functional because they are not measuring the right things. Measures must be meaningful for the community, not just for officials. [102]*

The Department of Interior and Local Government (DILG) is responsible for evaluating BCPC operations. DILG operations are centralised within the government structure. There were differing views on the roles that DILG and LGUs should take in relation to BCPCs,[103] With DILG generally seeing its role as monitoring and evaluation with LGUs responsible for BCPC support. National and international studies suggest that most BCPCs were non-functional,[104] but this has been challenged by community members indicating that the criteria they used were based on technical requirements (for example, the number of meetings, meeting minutes) rather than outcomes or processes. There were passionate calls from participants for more effective approaches to assessing and evaluating barangay-based CP processes.

Lack of power of barangay councils and BCPCs
Despite their position as those most connected with local communities and as those likely to be relied on as an immediate source of support in times of crisis or vulnerability, barangay councils, BCPCs, and community members felt frustrated by a lack of power to engage effectively with the formal CP system. They felt caught between the demands of the formal system and its process requirements and those of the communities they serve. A number of barangay officials felt that their proscribed role within the formal system was simply to report CP, domestic and GBV, and youth

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101   Ibid.
102   UN agency worker.
103   Comments from UN Agency Workers included: "BCPCs are often not functional because...even after the BCPC was trained by DILG, there might still be limited appreciation and awareness of what BCPCs should do. There is still that disconnect from the reality of the children and families in the barangay and thus a bigger disconnect to appropriate programs and activities. This could be because terminologies were used that are foreign (such as GBV, trafficking, violence against women and children, and violence against children) instead of local terms and descriptions. We see the problem is in the training/capacity building and the supervision that C/MSWDOs and Municipal Local Government Operations Officers should be giving BCPCs – not because the BCPC is foreign or alien or a redundant structure."
104   Council for the Welfare of Children. Child Responsive Governance in the Philippines. 2012.

3B. Informal systems: Challenges

concerns to the local DSWD social worker, despite their long-term commitment to children, families and the community. Some barangay councillors and members were not convinced that the reporting requirement was always in the best interests of affected children, families and youths. For them the official process of simply reporting incidents or concerns to DSWD was a last resort rather than a preferred course of action.

A number of barangay councillors and workers had well developed ideas about addressing the priorities of local children, youths and families that departed significantly from those identified by some international agencies and more centralised bodies.

Community-Based Child Protection Networks
However successful the CBCPNs have been in Mindanao, the informal CBCPN-like community systems in the rest of the country are arguably ad hoc; working under the radar and in parallel to formal system components. In this case, it is difficult to monitor or evaluate processes and outcomes, and more work is required to better understand how they operate. Recognition and understanding of these informal types of CBCPNs must be improved within a strength-based approach.

Adolescents and young adults

> It's getting worse after Typhoon Yolanda. There's not enough for our daily lives. We have lost our jobs; there's no income…For almost two months, there's no income, no food, home destroyed…. No extra training or educational opportunities are available.[105]

Barangay and community participants raised the needs of youths and young adults as a priority and expressed frustration at a perceived lack of targeted services for this group.

Teen pregnancies and early marriages (anecdotal accounts identify many young parents as living in de facto marriages) have doubled over the past decade in some areas of the Philippines. While the need to care for their child or children is a priority, but adolescents want to get back into education or training and find employment. There are currently few opportunities for many youths, particularly those living outside cities.

In-school youths identified a need for school resources including chairs, blackboards, books, technology and comfort rooms (ablution blocks). They also said that many youths had dropped out of school following the typhoon and felt that they needed to be helped back to education.

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[105] Out-of-School Youth, teen parent group.

4.4 Summary of recommendations and lessons learned

4.4.1 Emergency responses: contributions to national child protection systems strengthening

The indicators against which contributions to national CP systems strengthening have been assessed include:

1. Additional capacity

2. Improvement in the quality of processes and services

3. Expanded reach

4. Integration or coordination of mechanisms which were previously separate

5. Improvement in the functioning of processes and mechanisms[106]

This study finds clear evidence that considerable progress has been made against these indicators as a result of the international collaborations (led primarily by UNICEF) pursuant to the 2013 Level 3 emergency, and through ongoing CP efforts in conflict-affected Mindanao. In particular, emergency response activities by UNICEF and other UN and international agencies have contributed to:

- Raising the profile and priority of CP – particularly in disaster-affected regions

- Increased collaboration and coordination amongst CP actors (UN agencies, INGOs, NGOs, faith-based groups and local, regional and national government). This led to increased understanding and appreciation by international CP and emergency staff of the formal CP mechanisms currently operating in the Philippines

- The Government adopting and taking responsibility for international initiatives including: the incorporation of CPWG processes and functions into regional government-mandated AORs; the setting of minimum standards for CFS; and elevated attention to DRR and management, along with CP technology and data management issues

- Increased inter-sectoral collaboration and coordination in the CP and child and family welfare arena, including education, health, justice/police and community organisations. Critical analysis of system strengths and weaknesses, including: identifying opportunities to fill capacity gaps, address non-functional aspects, and strengthen initiatives that are working (e.g., the creation of social work assistant positions to support DSWD social workers; and growing recognition of the need to re-visit monitoring and evaluation criteria for LCPCs and BCPCs to better reflect what is actually done, what is effective, and how barangay and community-based processes work

- Significant capacity building of regional, provincial, municipal and community-based workers and organisations through training and support from international actors and government agencies

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[106] Save the Children, op. cit., 2010.

- Introducing or expanding initiatives including: CFS; RapidFTR; information management technologies; and emphasising the provision of related PSS and technical training

- Increased use of cash grants – particularly those aimed at strengthening local CP structures and processes, including strengthening DSW/social workers and office systems, structures and capacity

- Spread of commitment to systems strengthening as a vital means of maximising effectiveness and coverage, and minimising duplication and gaps in service

- The extended use of conditional cash transfers tied to CP criteria, including child health, education and parenting education indicators

- Specific adolescent/youth expertise applied to youth initiatives

- Establishment of, and increased attention to, the wider potential of community-based systems and structures for both CP and child and family well-being (particularly in relation to the conflict in Mindanao)

- Increased birth registration and access to civil documentation, contributing to greater data accuracy and personal opportunities

These outcomes demonstrate that key systems strengthening indicators were present, to varying degrees, nine months after Typhoon Haiyan/Yolanda. Support from national government agencies and the integration of some of the emergency initiatives into formal and national structures and processes are especially indicative of long-term systems development. However, there are some vital areas where progress to date appears to be limited:

- Alignment of formal emergency, recovery and rebuilding efforts with community-based or informal systems

- Recognition of and support for existing informal, community-based CP actors and networks, particularly outside conflict-affected regions

- Capacity building of youth, particularly in emergency-affected areas where poverty, early parenthood, livelihood and food insecurity require young people to contribute to supporting families

- Social change and prevention initiatives: to leverage Philippine cultural values and increase community awareness of CP and well-being issues: and to effect attitude change in support of children's and women's rights and strengthening protection practises in communities

4.4.2 On-going child protection policy and practice in the Philippines

The study found a number of lessons to be learned, by international humanitarian agencies in particular, from the emergency response including recognition that:

- CPiE and systems strengthening efforts should build on the established traditions of resilience, collectivism and faith that are central to Philippines identity

- The Philippines government and subsidiary bodies have an established formal child welfare and protection system, including laws, structures, systems and processes at national, regional, provincial and municipal level, and relatively high levels of capacity and capability – especially at national and regional level

- National level policies tend to encompass social protection mechanisms and a broad view of child welfare. At local and I(NGO) level, there is a focus on CP mechanisms and processes in isolation from the broader systems. It is worth clarifying the implications, benefits and disadvantages of these variations in approach

- International organisations should work with established entities to avoid duplication of AORs and undermining established systems and structures, particularly during emergency response and recovery period

- There appears to be a disconnect between national and regional level CP regulation and practices compared to those at local and barangay level, which have a lot in common with more formalised CBCPNs in conflict-affected areas. Further investigation into how CBCPN and LCPC/BCPC models might interface is required

- LGUs and barangay councils, supplemented by NGOs and faith-based organisations, are the primary organisations on the ground in terms of CP and child and family welfare in communities. Their significance and potential may have been overlooked in recent emergencies, and as a result, they (particularly barangay councils and BCPCs) have been under-utilised and arguably under-supported. In times of emergency, these organisations may be in particular need of support to most effectively reach and support their communities. This may include their taking responsibility for unconditional or conditional cash transfers, RapidFTR and other functions

- CP emergency response teams should work collaboratively with national UNICEF CP leadership. Insufficient communication and collaboration may be counter-productive. In the Philippines, natural disasters and emergencies are an ongoing issue. Preparedness is vital and should involve: pre-signed high-level agreements between international and national entities with responsibilities for CP and child and family welfare; effective budget provision at national, regional, provincial, municipal and barangay level (the UNICEF 5 per cent budget allocation for emergency preparedness is a model in this regard, but compliance should be monitored); pre-emergency assessment of LGU and DSWD capacity; and capacity building and system strengthening mechanisms

- The protection cluster initially established CPWGs in regions without full consultation with the bodies holding the government mandate to lead regional CP and CPIE approaches. This approach led to

limited support and involvement by the national CWC and RSCWCs. The CPWG mechanism has been adopted by the Government at regional level as a function of the RSCWC. To be effective, and to avoid duplication, any future international emergency response should work with RSCWCs, with the groundwork beginning now. The development of agreements – including pre-prepared and pre-signed PCAs – at this level should a priority to ensure that national and regional bodies charged with CPIE are a leading part of international collaborative efforts

- Participants called strongly for capacity building training to be conducted by Philippine nationals for their ability to contextualise imported models, and to avoid language problems.

4.4.3 Strengthening country child protection systems

The recommendations here stem from the key issues identified above. For emergency responses to effectively strengthen sustainable national and local CP practices, all participants must recognise, respect, use and support local and community practices, networks and expertise. This could involve:

- The establishment of preparedness measures by INGOs and agencies establishing closer links with knowledgeable local organisations

- Possibly employing national staff with key management or liaison responsibilities, to help reassure local groups and communities that international organisations are responsive to their perspectives

- Establishing an information base detailing how local organisations work in relation to CP would help organisations respond to emergency situations effectively and appropriately

Recommendations primarily fall under one or more of three themes that emerge strongly from this research: integration; preparedness; and resilience.

Integration refers in part to analysing and aligning the different approaches to child welfare and protection highlighted in this report (for example, formal and informal approaches, reactive and proactive foci, and social protection alongside specific CP risk responsive priorities). Integration also involves streamlining and aligning national, regional, local and barangay-based child welfare and protection structures and requirements.

Preparedness is an area that is being looked at in national and international contexts. In addition to emergency and disaster preparedness mechanisms, there may be a need for increased attention to prevention and social/ attitude change initiatives regarding child welfare and protection. This applies to local, regional, and local government as well as community levels.

Resilience and independence are strong community and national values, as evidenced by the consistent message given by Philippine nationals that – while international support and assistance, particularly in times of emergency, are appreciated – too much outside intervention risks undermining Philippine independence, resilience, and self-determination. The UNICEF approach to creating a child protective environment is

strengthening children's resilience.[107] This view is consistent with a strengths-based approach where promoting resilience is associated with enabling people to 'bounce back' rapidly.

In relation to CP systems strengthening in emergencies, resilience translates into building on the parts of the system that are functioning, including building on those community values that form the "healthy part" of communities devastated by disaster. Participants noted, for instance, acceptance by extended families and communities of responsibility for children in need of care. Youth, too were determed to support their families and communities. These are strengths to be actively utilised in child welfare and protection and in emergency contexts.

A number of the key recommendations outlined below are in process; others could be looked at as collaborative initiatives.

Key Recommendations

1. Maintain focus on strengthening the national child protection and welfare systems in the Philippines, including increasing emphasis on mainstreaming social protection and preventative initiatives.

2. Increase understanding of international and local CP systems and their components to improve the alignment and integration of formal and informal system components.

3. Continue to develop emergency preparedness measures and monitoring, including: (a) the formation of CP emergency response teams at national and regional level; (b) reviewing expectations on and improving support for DSWD social workers in emergency situations; (c) utilising existing strengths

4. Institute a broad-based CP social change campaign of public education and mobilisation, with youth and community representatives centrally involved in developing the key campaign themes.

5. Explore options for providing vocational training and education for those who have left school early and those residing in rural areas.

6. Identify a small number (3-5) of localised models of integrated CP system operation – ideally those which build on community generated strengths and processes. These could include CBCPNs, efficient LGUs and barangays incorporating effective LCPCs and BCPCs. Disseminate models with a view to replication or modification as appropriate.

7. Develop a web-based resource for to inform emergency responders and international aid workers prior to emergencies. This should identify key socio-cultural factors, including formal CP system and community-based system elements in vulnerable regions.

8. Continue to support knowledge sharing and replication of good CP practices (Communities of Practice on CFLG) among the LGUs.

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[107] United Nations Economic and Social Council; E/ICEF?2008/5/Rev.1; UNICEF Child Protection Strategy; 2008: p 1-2.

9. Redesign the LCPC monitoring system to facilitate feedback to LGUsfor greater efficiency and improved reporting by and feedback to constituent LCPC/LGUs.

10. At national level, support the enactment of a single government directive that rationalizes and amends existing directives for LGUs and support sectors.

11. Support the development of a national level advocacy and mobilization plan (CWC) that will place child rights on the agenda of Local Chief Executives of cities and municipalities LCEs and their teams, and in public debate at national and local level. This plan should be supported by the Government and child focused UN and non-government agencies.

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