Annex A: Secondary Data Review

The Secondary Data Review for the Child Protection and Education Cluster Joint Needs Assessment relies largely on, and pulls directly from two other data sources: 1) the ACAPS Secondary Data Review, published January 2014, written within the context of Typhoon Yolanda across all sectors, and 2) the Save the Children Child Protection Situation Analysis, published December 2012, written pre-Typhoon Yolanda and providing an overview of child protection systems and key issues in the Philippines, including disaster relief, but also long-term child protection.

The SDR utilizes the contributions of Hani Mansourian and Janis Ridsdel, who wrote an earlier data review for the CPWG in December 2012. Their comprehensive child protection review provides a great deal of context for the child protection concerns emerging following Typhoon Yolanda. Finally, the SDR benefitted from the contributions of Alyson Eynon, specifically the sections on Child Labor, Sexual Violence, and Children Affected by Armed Forces and Groups, and Deborah Nicol, on behalf of the global CPWG, compiled in March 2014.

Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>4Ps</td>
<td>Pantawid Pamilyang Pilipino Program</td>
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<td>AFP</td>
<td>Armed Forces of the Philippines</td>
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<td>AMA</td>
<td>Ang Mapagkalingang Ama</td>
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<td>AO</td>
<td>Administrative Order</td>
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<td>BCPC</td>
<td>Barangay Councils for the Protection of Children</td>
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<td>BEIS</td>
<td>Basic Education Information System</td>
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<td>CAFGU</td>
<td>Citizen Armed Force Geographical Units</td>
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<td>CEACR</td>
<td>Committee of Experts on the Application of Conventions and Recommendations</td>
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<td>CFS</td>
<td>Child Friendly Spaces</td>
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<td>CFSI</td>
<td>Community and Family Services International</td>
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<td>CHH</td>
<td>Child-Headed Household</td>
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<td>CIU</td>
<td>Crisis Intervention Unit</td>
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<td>CNSP</td>
<td>Children in Need of Special Protection</td>
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<td>CP</td>
<td>Child Protection</td>
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<td>CPWG</td>
<td>Child Protection Working Group</td>
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<td>CompR</td>
<td>Completion Rate</td>
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<td>CPCP</td>
<td>Comprehensive Plan on Child Protection</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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CRPD  Convention on the Rights of Persons with Disabilities
CSEA  Commercial Sexual Exploitation and Abuse
CSPC  Committee for the Special Protection of Children
CSR  Cohort Survival Rate
CVO  Civilian Volunteer Organizations
CWC  Council for the Welfare of Children
CWD  Children with Disabilities
DepEd  Department of Education
DOH  Department of Health
DOLE  Department of Labor and Employment
DPWH  Department of Public Works and Highways
DRM  Disaster Risk Management (DRM)
DSWD  Department of Social Welfare and Development
ECD  Early Childhood Development
ECCD  Early Childhood Care and Development
ERPAT  Empowerment and Reaffirmation of Paternal Ability
FLEMM  Functional Literacy, Education and Mass Media Survey
FTR  Family Tracing and Reunification
GBV  Gender Based Violence
HELPME  Health, Education, Livelihood, and Prevention, Protection, and Prosecution, Monitoring and Evaluation
IACAT  Inter-Agency Council Against Trafficking
IASC  Interagency standing committee
IDP  Internally Displaced Persons
ILC  International Land Commission
ILO  International Labour Organization
IOM  International Organization for Migration
IEC  Information, Education and Communication
IP  Indigenous Population
IPRA  Indigenous Peoples Rights Act
ITUC  International Trade Union Confederation
LCPS  Level Child Protection System
LFS  Labour Force Survey
LGU  Local Government Unit
LGTB  Lesbian, Gay, Bisexual, and Transgender
MILF  Moro Islamic Liberation Front
MIRA  Multi-cluster/sector Initial Rapid Assessment
NBI  National Bureau of Investigation
NCIP  National Commission on Indigenous Peoples
NCPD  National Council on Disability Affairs
NDFP  National Democratic Front of the Philippines
NDRRM  National Disaster Risk Reduction and Management
NPA  New People’s Army
NSCB  National Statistical Coordination Board
OCD  Office of Civil Defense
OOSC  Out of School Children
PES  Parents’ Effectiveness Service
PNP  Philippine National Police
PSEA  Physical and Sexual Exploitation and Abuse
PSS  Psychosocial Support
PTCA  Parents, Teachers and Community Associations
PWD  Persons with Disabilities
RAY  Reconstruction Assistance on Yolanda
RCWC  Regional Sub-Committees for the Welfare of Children
RS/CWC  Regional Sub-Committee/Committee for the Welfare of Children
SBM  Sagip Batang Manggagawa
SCI  Save the Children International
SDR  Secondary Data Review
SO  Strategic Objective
SRP  Strategic Response Plan
Preface

This joint Secondary Data Review (SDR) aims at providing a general picture of Child Protection (CP) and Education issues in the Philippines. The information presented here is not to be taken as definitive but should facilitate a better understanding of trends and scale of CP and Education needs, capacities and priorities for programming. It should be considered as a briefing tool, among others, for staff and organizations in the field, and provides context for the joint needs assessment report.

The SDR includes first, background information on natural disaster, child protection, and education in the Philippines, and then provides pre-Yolanda context, context since Typhoon Yolanda, and information on the education/child protection response per theme, as included in the needs assessment report.

Natural Disaster in the Philippines

Pre-Crisis

The Philippines was ranked the 3rd most disaster-affected country in the world¹ and more recently, the country ranked second in the 2014 climate risk index.² More than one million people in the Philippines are displaced each year due to rapid-onset disasters. 74% of the population is vulnerable to natural hazards including floods, droughts, typhoons, landslides and mudslides, earthquakes and volcanoes. Children in particular are amongst the most affected and at risk of natural disasters, in particular as a result of climate change in the Philippines.³ The Philippines experienced its highest level of disaster-induced displacement

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¹ Centre for Research on the Epidemiology of Disasters (CRED), the Citizens’ Disaster Response Center.
in five years in 2012, with more than three million people displaced.\textsuperscript{4}

Typhoon season in the Philippines occurs between June and December. Over 20 typhoons affect the country annually, with 8 or 9 making landfall during a normal season. Typhoons come from the southeast, and affect Samar, Leyte, eastern Quezon province, the Batan Islands, and Luzon.\textsuperscript{5} Magnifying the impact of typhoons, the Philippines is vulnerable to sea level rise and storm surges because approximately 60% of its municipalities, and approximately 60% of the national population, are located along the coast.\textsuperscript{6} Flooding, due to heavy or prolonged rainfall, and damage due to high winds are the primary impacts of typhoons.\textsuperscript{7}

In the regions most affected by Typhoon Haiyan, Region VI (Western Visayas – Iloilo, Capiz, Aklan, Antique) and Region VIII (Eastern Visayas – Leyte, Eastern Samar, Western Samar), typhoons occur with regularity, though not of the category 5 variety. The storm surge that arrived with Haiyan cause significant damage, in addition to the impact of heavy rainfall and winds.

In 2013, prior to Typhoon Haiyan making landfall, the Government of the Philippines and humanitarian community were already responding to the 7.2 magnitude earthquake that occurred in Bohol (October 2013), conflict in the southern province of Mindanao, the typhoons in the Batan islands in September 2013, and ongoing needs from Typhoons Bopha and Pablo that made landfall in December 2012.\textsuperscript{8}

**Natural Disaster Response Structures:** Disaster risk management (DRM) is coordinated by the Government of the Philippines National Disaster Risk Reduction and Management (NDRRM) Council. According to ACAPS, “the disaster risk management and management processes remain inadequate at national and local government levels. Low levels of disaster resilience are particularly pronounced among the poor, whose quality of housing and livelihood types increase their vulnerability to shocks.”\textsuperscript{9}

The NDRRM prepared for Typhoon Haiyan by evacuating 125,604 individuals to 109 evacuation centers in 22 provinces as well as preparing food and water commodities in Tacloban, in Leyte, Region VIII.\textsuperscript{10}

**The Cluster Approach:** In the Philippines, the cluster approach was introduced to respond to flooding in 2006 following Typhoon Reming in South-Eastern Luzon. After this response effort, “the cluster system and its principles of predictability, accountability, inclusivity and partnership in all sectors or areas of activity were institutionalized in the Philippine Disaster Management System in 2007.”\textsuperscript{11}

However, after Typhoons Ketsana and Parma, responders assessed that national and international actors did not sufficiently understand the roles, mandates and mechanisms of clusters. Even if national cluster counterparts were identified, the interagency standing committee (IASC) system did not fit into the national set-up.\textsuperscript{12}

\textsuperscript{6} Ibid.
\textsuperscript{7} ACAPS, 24.
\textsuperscript{8} Ibid. 
\textsuperscript{9} ACAPS, 27.
\textsuperscript{10} World Bank “Reconstruction after Typhoon Yolanda,” 14 November 2013, 4.
\textsuperscript{11} Global CPWG CPIE Desk review, 8.
\textsuperscript{12} ACAPS.
Later, following Typhoons Washi and Bopha, actors assessed that while coordination structures functioned nationally and regionally, at lower levels of government, there was not a clear understanding of the cluster system.13

**Post-Crisis**

Typhoon Haiyan was categorized an L3 emergency. The United Nations responded to the Philippines government’s acceptance of offered assistance via a Cluster Coordination emergency response mechanism 9 November 2013. President Benigno S. Aquino III issued a State of Calamity 11 November 2013.

The humanitarian community response was via a Strategic Response Plan (SRP) through strategic objectives (SOs), covering three million affected people over a 12 month time period, from the date of the disaster.

The SRP complements the government’s Reconstruction Assistance on Yolanda (RAY) launched 16 December 2013. The objective of RAY is “to restore the economic and social conditions of these areas at the very least to their pre-typhoon levels and to a higher level of disaster resilience.”14 Further, the Yolanda Relief, Recovery, and Rehabilitation Plan was launched 18 December 2014 to “Build Back Better” in the Visayas, with a three year timeframe.

**Natural Disaster Response Structures:** According to a letter released in February, 2014, the Office of Civil Defense (OCD) led a review of the National Disaster Coordinating Council Circular No.05/s-2007 on the institutionalization of the cluster approach. As a result, the humanitarian cluster system was recommended to fall under the NDRRM (as per NDRRM Act of 2010 - Preparedness, Prevention and Mitigation, and Rehabilitation and Recovery).15

In January 2014, the IASC-mandated L3 Operational Peer Review found that “coordination with the government was considered strong...” but that “local and national NGOs were highly critical of the limited engagement that the international humanitarian community has had with them as equal partners...”16 Through the OPR, respondents agreed that “the next phase in the response was critical; this was rated as the most important priority in the HCT and inter-cluster coordination self-assessments. There was a sense of urgency to get the transition from relief to recovery right, and to plan recovery on an inter-cluster as well as inter-agency basis in support of rebuilding homes, livelihoods, and base services.”

The challenge, however, as determined by the OPR, is that “...a way forward with respect to “how” to [implement recovery] – both as a system and practically on the ground- has yet to be secured.”17

**Child Protection and Education Situation**

The Education and Protection Clusters, within which the CPWG reports, work under Strategic Objective 5: Affected people quickly regain access to barangay and local government services, including basic education and a strengthened protective environment. The Education Cluster reported initially 1,148,393 school-aged

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13 ACAPS, 5, Save the Children, “Child Protection Situational Analysis, 2012,” August 2013..
15 Four existing pillars are Disaster Preparedness, Disaster Response, Disaster Prevention and Mitigation, and Disaster Rehabilitation and Recovery. Update on efforts of national government to coordinate Rehabilitation and recovery support for Typhoon Haiyan Affected Areas (3 February 2014).
17 OPR, 6.
Children displaced, in particular in Region VIII, where high rates of poverty already caused increased vulnerability. Urgent priorities were to support the government to establish temporary learning spaces (TLS) while schools were repaired/rehabilitated and prior to the resumption of regular school activities, to replace damaged or missing school supplies and teaching and learning materials, and to strengthen the disaster risk reduction and management capacity of local school communities.\textsuperscript{18}

Under the Protection Cluster, the CPWG prioritized response targeting high dropout rates of primary school aged children (estimated 58% in Region VIII), and these children’s involvement in child labor. Additional priorities were to ensure functional referral mechanisms for separated and unaccompanied children (SUAC), support foster families for SUAC and prevent further family separation, ensure functional child protection referral mechanisms, support children and parents with protection from abuse and violence against children, identify and mitigate risks for children in evacuation centers, train responders in psychological first aid, establish child-friendly spaces (CFS) for girls and boys of all ages, and provide caregivers with information and skills to provide psychosocial support (PSS) for children.\textsuperscript{19}

**Background on Child Protection and Education Systems in the Philippines**

**Child Protection**

*Pre-Crisis*

The Philippines is a signatory to numerous international protocols and conventions, notably the Convention on the Rights of the Child (CRC) and the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Government has enacted into law the Anti-Trafficking in Persons Act of 2003.\textsuperscript{20} Additional legislation pertinent for child protection and education context is included in Legal Mechanisms and Protocols, Annex B.

Nationally, the Council for the Welfare of Children (CWC) launched the Second National Plan of Action for Children 2012-2016 in 2012. This Plan of Action sets the agenda for the progressive realization of all children’s rights in the Philippines.\textsuperscript{21} National structures for child protection and rights are institutionalized at each level, from national level to barangay level, and are detailed in Annex B. While these structures have well-defined roles, they are not always active and at times, responsibilities are shared by various structures, resulting in a lack of clarity over responsibility over some areas of child protection.

*Post-Crisis*

The Protection Cluster works under the Department of Social Welfare and Development (DSWD) leadership to strengthen the protection environment around those affected by Typhoon Yolanda and address protection risks children face after Yolanda, including the increased vulnerability of already-vulnerable groups, increased rates of worst forms of child labor (WFCL), exploitation and abuse, and trafficking and exploitation, risks for SUAC, and the risks related to displacement, relocation, and resettlement.

\textsuperscript{18} Ibid., 8.

\textsuperscript{19} Ibid, 11.

\textsuperscript{20} StratPlan against Trafficking in Persons, 1.

\textsuperscript{21} Global CPWG CPIE Desk Review, 1.
The child protection sub-cluster has been active in 72 municipalities working on psychosocial distress, labor, dangers and injuries, sexual violence, family separation and trafficking. Other general protection concerns are as follows:

As a result of Typhoon Haiyan, many Local Government Units (LGUs) had public records damaged or destroyed during the typhoon, including birth and other citizenship-related documents. These are essential for accessing social services, and are being re-issued via mobile brigades that have reached affected people in 20 municipalities on Leyte and Samar islands.

In most affected areas, referral services for children remain limited, in terms of both quality and coverage, and referral systems are not well-defined. In addition, reports from various sources, including the DSWD itself via the CPWG, note the limitations of DSWD due to understaffing.

The CPWG reported that training had been provided for 621 personnel (from government and NGO agencies, or community members) in Psychological First Aid, psychosocial support techniques to girls and boys in distress, and child protection by 9 December 2013. Further detail about post-crisis needs and response activities are included per theme.

A child protection Transition Planning Workshop was conducted in Cebu in February, 2014. As of March 2013, the regional CPWGs prepared for transition. While leadership remains from UNICEF as well DSWD, priorities moving forward are to capacitate DSWD for full coordination.

13-15 May 2014, the CPWG held a three day workshop in Region VIII on strategic planning moving forward. Priorities for the CPWG were defined in the Plan of Action in March 2014, and include:

- Harmonization of work across Region VIII
- Advocate for and identify a mechanism to reinforce case work capacity in all affected municipalities to support all ongoing case work for unaccompanied, separated and vulnerable children.
- Develop and disseminate common CP messages (i.e. Radio, Poster Campaigns)
- Promote greater accountability to affected populations (in collaboration with OCHA, CWC, Code of Conduct/PSEA; Protection Cluster)
- Review of Child Protection Programs to support focus on developing resiliency and DRR
- Deliver CPIE training to all CP stakeholders
- Launch of Five Technical Working Groups (TWGs), based in Tacloban with focal points in Eastern Samar and Western Leyte (Borongan/Guian, Ormoc) and all chaired by DSWD

Working Groups on cross-cutting thematic issues are:

Adolescent Working Group (encompassing all issues relating to adolescents), with following priorities as of May 2014:

- Needs and services mapping based on data, reports on issues affecting adolescents

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22 Protection Cluster, the Philippines, Brief, 14 February 2014.
23 Government of the Philippines, 13.
24 CPWG Tacloban, the Philippines, MoM, 9 December 2013.
25 Ibid.
• Broad, flexible age range – can include 12-14; up to 20
• Draft TOR – waiting to finalize until data is collated

Children in Need of Special Protection (CNSP) Working Group, with following priorities:
• Children in conflict with the law
• Child labor
• SUAC
  ○ No national guidelines yet; continuing work while coordinating with DSWD regional – national guidelines being fast tracked

Barangay Councils for the Protection of Children (BCPC) Strengthening Working Group:
• Propose joint initiatives for organizing and strengthening BCPC within municipalities and with LGUs
• Create protective, caring environment for children
• Most activities fall into prevention – what exists in the Philippines are many legal frameworks; need to strengthen BCPC as family-targeting awareness-raising
• Local organization strengthening in designing, fundraising, implementing programs to enhance community’s ability to care for children

As of 6 May 2014, the CPWG reported the following achievement on the cluster’s SOs:
• Facilitate and support family unity and prevent separation of children from caregivers as well as all forms of violence, exploitation, abuse, and neglect: 78 municipalities in Regions VI, VII, VIII, 8927 beneficiaries reached in 37 municipalities; 19 municipalities planned
• Delivery of structured activities to promote psychosocial wellbeing of children: 56 municipalities in Regions VI, VII, VIII + one in Manila; 93,166 children in 45 municipalities reached; 11 planned
• Strengthen the national, regional, local government and community level elements of the child protection system: 56 municipalities reached in Regions VI, VIII, VIII; 1031 individuals receive training in 18 municipalities\(^{26}\)

**Education**

*Pre-Crisis*

Under the current system, education is compulsory within “K-12 education system” framework, initiated by the government in 2011.\(^{27}\) The school year runs June through March for most primary and secondary institutions. Examinations are held every quarter (August, October, January and March).\(^{28}\)

Overall, participation in elementary education dropped to 83.2% in 2006/07, the lowest over the last two decades. However, cohort survival rate (CSR), the percentage of first grade students reaching sixth grade, reached its highest level at 75% in 2008/9. The elementary completion rate (CompR), indicating pupils who enter elementary are able to complete their elementary education, has generally improved from 1991 to 2008 (73%). Dropout rates remained at 6% in 2008/09, with lower grade students more likely to leave

\(^{26}\) CPWG Tacloban, the Philippines, MoM 6 May 2014.
\(^{27}\) ACAPS, 33.
\(^{28}\) ACAPS, 33.
In schools impacted by Typhoon Haiyan, school enrolment was 52% female and 48% male. In the affected areas, net enrolment was between 89-96% for elementary schools and 55-58% in secondary schools (private and public). Normally, the public sector delivers basic educational services, while the private sector plays a significant role in higher education and primarily delivers technical vocational education.

**Post-Crisis**

According to RAY, “the total damage in the education sector is estimated at PhP21,679.7 million, with damage to public basic education school infrastructure at PhP11,400 million. About 5,898 classrooms were fully damaged and 14,508 partially damaged in 2,905 public elementary and 470 public secondary schools in the most affected areas. The cost of damage includes public school furniture, computers, learning materials, science and math equipment, technical-vocational tools and equipment and basic facilities (e.g., water and sanitation)...Eastern Visayas sustained the most significant damage in terms of educational facilities and other assets.” These estimates encompass both private and public education.

The Department of Education (DepEd), launched a four-phase plan and provided the Education Cluster framework. The Education Cluster mostly focused on return of children and teachers to school toward pre-crisis levels. Its objectives (access to education, quality of education, and education governance) are in line with DepEd objectives. The Education Cluster meets monthly, and includes sub-clusters on ECCD and at the Western Leyte and Eastern Samar levels in addition to regional hubs.

The overall response targets 1.3 million people, corresponding to pre-Typhoon Haiyan enrolment figures in the areas covered.

In addition to public sector efforts and the Education Cluster, private sector education response will be coordinated through a newly established system that includes education as one of four sectors, according to RAY.

**Theme 1: Psychosocial Distress**

**Pre-Crisis**

The structures for case management and referrals of psychosocial distress-related problems are detailed in Annex B. The constitution and the LGU Code of 1991 result in a highly decentralized system consisting of provinces, cities, municipalities and barangays, “which altogether configure the overall institutional mechanism to deliver social services and address inequity.”

Each Provincial Social Welfare and Development Office has designated social workers who provide psychosocial intervention, including for 3-4 year olds. In 2012, a key priority moving forward for the community-based mechanisms for the protection of children

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29 UNOCHA, SRP, Typhoon Haiyan, 33.
30 Government of the Philippines, 11.
31 Ibid.
32 Ibid.
33 Global CPWG CPIE Desk Review, 2.
was “referrals to services that...improve psychosocial recovery and healing services and social reintegration programs...and to empower families and communities to facilitate psychosocial recovery, healing and social reintegration.”

Mild or moderate mental health disorders such as non-severe levels of anxiety or depression are estimated to increase by 5-10% after an emergency. Typically, extreme events leave many victims highly traumatized and in need of psychosocial support (PSS). Most recently in the Philippines, after Typhoon Bopha, in 89% of interviews with individuals in affected locations, respondents said that there were negative behavioral changes amongst affected children.

**Post-Crisis**

Mental health and PSS were primary concerns following Typhoon Haiyan. Rapid assessments showed that standing response measures were insufficient to meet the needs of the affected population and particularly UASC and children who have lost family members. To respond to PSS in affected locations, RAY states that information provided through community groups on post-trauma stress and services to assist households and communities to recover from psychosocial impacts of the typhoon were essential for the process of healing.

However, according to studies conducted just after Typhoon Haiyan, few organizations consulted the affected population on their needs or provided information to the affected population on what, how and when assistance would eventually be provided. The failure to include IDPs in participatory and rights-based solutions further impacted psychosocial stress. Specifically in Region VIII, IDPs expressed a lack of information regarding the government’s shelter assistance and relocation plans in November 2013, primary causes of stressed based on the joint assessment results. In Tacloban and Palo in Region VIII, the lack of both general news and specific information about the response was a source of additional stress.

Via rapid assessments conducted in November 2013, PSS was validated by parents. Parents noted children “shaking, crying and scared on a windy night.” Mothers in 5 out of 7 focus groups reported children suffering both from physical illnesses as well as trauma from the typhoon (increase in crying, general confusion regarding the loss of their homes). Specifically, interviewees in Dulag, in Leyte Province, Region VIII, noted psychosocial distress amongst children, primarily indicated through fear of another typhoon/inclement weather. Witnessing significant destruction in their communities and attempting to

36 Interagency Standing Committee, Psychosocial Module, 9.
38 ACAPS, 79.
39 MCNA, 12; ACAPS, 78.
40 Government of the Philippines, 14.
41 ACAPS, 5-6.
42 ACAPS, 68.
43 Ibid.
44 UNICEF SitRep #8, 2.
process this destruction also caused psychosocial distress. In Dulag, children reported feeling scared and fearful, and parents and caregivers noted changes in children’s behaviors in the form of sadness, crying and being emotional.\textsuperscript{46} Children and caregivers in Samar faced very high levels of stress and emotional distress and demonstrated a need for PSS activities.\textsuperscript{47} PSS and unmet health care needs were amongst the vulnerabilities noted by families in Roxas, Region VI that precluded them from returning to their homes.\textsuperscript{48}

In addition, compounding the issue in the worst hit areas, schooling for roughly 1.3 million children was affected. Thus these children were in need of PSS via peer interaction and structured activity immediately after Yolanda, prior to schools reopening.\textsuperscript{49} This can help to prevent the risk of long term behavioral change that accompanies inadequate PSS.\textsuperscript{50}

With regard to PSS experienced by children, the MIRA 2 study conducted in December 2013 showed widespread recognition of children experiencing distress from the typhoon, storm surges and their aftermath. Almost one third of families reported signs of behavioral changes in girls and boys (32.6% and 26.7% respectively) across all areas of study, including evacuation centers. At the community level, according to the MIRA results, the most vulnerable groups were considered to be the elderly and children (both boys and girls).\textsuperscript{51} The report concluded that “as populations continue to struggle to rebuild their homes and livelihoods and deal with the psychological trauma of the disaster, addressing protection and insecurity concerns must remain a key priority.” Further, “assistance in identifying missing persons should be scaled up as a startling 7 percent of households still do not know the fate of their missing family members.”\textsuperscript{52}

Studies conducted with children in December 2013 also concluded that PSS remained a primary concern. Children said that they prioritized return to school, restored electricity, and rebuilding homes. They said they were fearful of another typhoon, but wanted to learn about how to prevent and prepare for future disasters. Many children also took on new roles and responsibilities to help communities recover. The What Children Think Report found that “...children and young people remained profoundly affected by the typhoon... Psychosocial support...must remain a priority as of 14 December 2014.”\textsuperscript{53} Specifically, children in Leyte Province requested a place for children to meet and play, like existed before the typhoon.\textsuperscript{54} In Iloilo in Region VI, children raised concerns about adult consumption of alcohol and of seeing fights between men in some areas in the evacuation centers.\textsuperscript{55} Children also described the darkness at night, as electricity had not yet been restored fully six weeks later, including fears of ghosts and witches

\textsuperscript{46} UNICEF, Rapid Assessment Report Dulag, 18 November 2013, 3.
\textsuperscript{47} UNICEF, Rapid Needs Assessment Eastern Samar, 3.
\textsuperscript{48} Global Protection Cluster, 4.
\textsuperscript{49} ACAPS, 38.
\textsuperscript{50} ACAPS, 33.
\textsuperscript{51} MCNA.
\textsuperscript{52} MCNA.
\textsuperscript{54} Save the Children et al., 14.
\textsuperscript{55} Ibid.
amongst younger children, and fears of criminals who had escaped prisons, specifically in Tacloban City.56

In March 2014, a household survey conducted in Ormoc, Tacloban, Estancia, and surrounding areas found that children continued to display weather-related fears, though these were becoming less pronounced over time in Ormoc area.57 Children aged 8-14 reported feeling afraid when they were left alone, and of the dark. Some fears reported being related to Typhoon Haiyan were separation from parents, going to school, fallen trees, thunder and strong wind. Children were also fearful of burglary and theft.58 Children aged 15-17 expressed fears more about fiscal and livelihood stability, noting their parents’ difficulty earning money and how that would impact their futures.59 In all areas, a great need for PSS and DRR was expressed by adults, children, and partners, as well as concerns that children are using negative coping mechanisms in the post-Typhoon period.60 The survey findings note that the behavior changes children experiences are expected, particularly due to weather, as children had not experienced major disasters before.61

Finally, in April, the CPWG Outcomes Survey reported similar concerns. Amongst 24 FGDs in Region VIII and 12 in Region VI, 64% reported not feeling comfortable. Of children 10-13, 40% of groups do not feel comfortable and 40% reported feeling more comfortable within the preceding three months. Adolescents who reported feeling unsafe still linked these feelings to shelter concerns. 31% of groups reported feeling stress during high winds and heavy rains and 50% reported stress during Typhoon Yolanda. Children reported remaining afraid of storms, afraid of losing houses, and that they do not know what to do if a storm comes. Similarly, 60% of adult groups said that they were stressed during inclement weather, and that they do not feel they know what to do during storms. 33% reported feeling dependent and having taken a monetary loan. Parents said that they spend more time with their children now, keep their children closer to home, and are in need of information about weather. Finally, groups reported that the CFS were beneficial for wellbeing and recovery, and taught what to do ‘next time’ a storm comes.

Response
World Vision partnered with the West Visayas State University College of Education to create CFSs in Estancia, Region VI, for displaced children ages 6-17. College students acted as CFS volunteers. Four out of 25 villages were involved in the 3-month program launched in November, with 600 students representing each village. Goals include preventing children’s exposure to further risks in cooperation with the community while strengthening psychosocial well-being. Additional CFSs were established in Aklan and Capiz, Region VI, and Leyte and Tacloban, Region VIII.62

By December 2013, a training of trainers on psychosocial intervention incorporated around 50 school

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56 Ibid.
58 A Child’s Perspective, 12.
59 Ibid.
60 Save the Children, Multisectoral Assessment, April 2014, 11.
61 Ibid., 121.
62 Child-friendly spaces for Yolanda survivors.
nurses, volunteer nurses and 60 school administrators in Eastern Samar, with plans to brief teachers on psychosocial support and distress.\footnote{UNICEF Rapid Assessment Eastern Samar, 3.}

As of 18 December, 41% of sites in Region VI, 56% of sites in Region VII, and 53% of sites in Region VIII did not have child friendly spaces (CFS) that were meant to be covered by the CPWG.\footnote{ACAPS, 18.}

The Eastern Samar government and local leaders (including mayors, social workers, teachers and media practitioners), UNICEF and Plan International conducted a CFS orientation in Guiuan to address both educational and psychosocial support in January 2014. CFSs were created at school sites in Hernani, Balangkayan, Guiuan, Quinapondan, Balangiga, Mercedes, Lawaan, Giporlos and Salcedo.\footnote{Orientation on Child-Friendly Spaces.}

As of February 14, 2014, 414 government officials had been trained in Psychosocial First Aid. 70 CFS had been established.

In April 2014, Save the Children conducted a three day Training of Trainers (TOT) for child-orientated DRR for partners, to permit roll-out of CP/DRR to all affected municipalities.

The CPWG established a TWG on CFS in May 2014. The priorities of the CFS TWG are:

- Create guidelines and harmonize approach; implement Philippines national guidelines
  - waiting for final version of Philippines national guidelines
- Sharing of resources
- Link with National CPWG for inclusion of all CFS participating agencies (in other regions as well)
- Share best practices and lessons learned
- Focus on quality of interventions
- Inclusive of all age ranges, children with specific needs, UASC, CHH
- Develop resources for older children as well (life skills manual)
- Implement referral pathways within CFS (SUAC, vulnerable children) – work with other TWG (identification of children in need of special services, etc.)
- Programmatic mainstreaming of CP and PSS into other sectors; integrated services in CFS
- Consider links with parents, peer groups as most trusted resources for children; better equip them to help children
- Strengthen M&E and accountability
- Consider construction of semipermanent structures; relevant stakeholders (BCPC, etc.) for longer terms – PLaCES guidelines (to be piloted by UNICEF in Tacloban City)

**Theme 2: Access to Services**

**Pre-Crisis**

Those affected by poverty, disabled populations, and indigenous groups are some of the Filipinos who may
face barriers to accessing social services. In 2009, Concluding Observations to the 3\textsuperscript{rd} and 4\textsuperscript{th} periodic reports of the Philippines on the Implementation of the CRC, the UN Committee on the Rights of the Child expressed concern at the lack of disaggregated data by region, gender and age and at the insufficient data on children in need of special protection, especially on children living in extreme poverty, abused and neglected children, children in conflict with the law and children belonging to minorities and indigenous groups.\textsuperscript{66} In recent disasters in the Philippines, the poor as well as other vulnerable groups have consistently been disproportionately affected, according to IDMC.\textsuperscript{67} For example, an estimated 80\% of vulnerable groups (including persons with disabilities, pregnant and lactating women, and older people) affected by Typhoon Washi were not given special attention.\textsuperscript{68}

According to UNICEF, “trends in child development indicators can be characterized by increasing inequality and deprivation that is found most deeply rooted in easily identifiable geographic clusters and social groupings.”\textsuperscript{69}

Identifying and locating the most vulnerable and worst affected is crucial, as they are likely to have specific needs and run the risk of being overlooked or side-lined by mainstream relief efforts (NGO Performance 2013).\textsuperscript{70}

A key recommendation from Save the Children’s Child Protection Situational Analysis prioritizes the need to specifically target impoverished communities who are already increasingly vulnerable for protection concerns and most at risk of limited access to responsive services. The analysis reports that impoverished communities are those that lack the access to existing protection systems.\textsuperscript{71}

**Children Affected by Poverty:** In the Philippines, “rapid growth of the population (around 2\% annual) outstrips the nation’s ability to provide basic services to all... and it has exacerbated poverty.”\textsuperscript{72} The National Statistical Coordination Board (NSCB) estimated that 40.8 per cent of children were living in poverty in 2009, and specified that poverty is highest amongst children of fisher-folk, farmers, migrants and informal sector workers, worse in rural than in urban areas based on percentage affected, but with greater disparities in cities. Children constitute the largest social group in poverty, at 14.8 million.\textsuperscript{73} “The poverty incidence among children in rural areas is more than double that of children living in urban areas; 70\% of poor children are from rural areas. According to UNICEF in 2007, some regions are consistently ranked as worse off than others, suggesting wide disparities in poverty incidence across regions and between urban and rural area.

UNICEF ascertained that in 2006, 18.6\% of children (5.4 million children) were deprived of at least one of the three dimensions of well-being: shelter; sanitation; and water. Children experiencing at least two of the

\textsuperscript{66} Global CPWG CPIE Desk Review, 7.
\textsuperscript{67} Internal Displacement Monitoring Center, January 2013.
\textsuperscript{68} ACAPS, 4.
\textsuperscript{69} UNICEF Philippines, Monitoring Results of Equity Systems (MoRES) Report 2012; Global CPWG CPIE Desk Review, 2.
\textsuperscript{70} ACAPS 5.
\textsuperscript{71} Save the Children, Child Protection Situation Analysis, 74.
\textsuperscript{72} Global CPWG Desk Review, 2.
\textsuperscript{73} National Statistical Coordination Board, Children in the Philippines: Poverty and Well-Being, 2009; Global CPWG Desk Review, 2.
severe deprivations (around 840,000 children) are mostly from the Visayas region.\textsuperscript{74}

Amongst Typhoon Haiyan-affected regions, the poverty incidence amongst families and population is highest in Eastern Samar and Western Samar (55.4\% and 53.4\% amongst families in each province, respectively, 2012). In Leyte it was 31.4\%, and in Region VI, was 20.4\% in Aklan, 23.6\% in Antique, and 22.3\% in Capiz. Region VI and VIII have poverty incidences above the national average (25\%).\textsuperscript{75}

The SDTR includes 5.3 million individuals, 385,000 of whom are in the Eastern Visayas. This list determines those receiving assistance through the 4Ps program.

\textbf{Children with Disabilities (CWD):} CWD are amongst the most stigmatized and excluded. Based on the National Statistics Office 2000 Population census, there were 948,098 persons with disabilities in the Philippines (1.23\% of the population). Around 70\% of them were found in rural areas, and the reported number of children was 191,680 or about 20\% of the total, 54 per cent of which are males and 46 per cent, female. The National Council on Disability Affairs, established in 2008, is the Government’s mandated national coordination mechanism/disability focal point (NCDA 2013). Attempts to include persons with disability in national census surveys have historically been unsuccessful. The general lack of reliable data on disabilities prevents the GoP and agencies from knowing the extent to which people with disabilities are included in mainstream social services such as education and healthcare (AF 2011/10/26). Compounding the potential decreased access to services, 80\% of persons with disabilities live below poverty line in the Philippines (HI 2013b).\textsuperscript{76}

The disabilities that affect the most number of children are mental retardation/illness, loss of arms/hands/leg/feet, oral defects and blindness, and they are mainly due to poor nutrition, measles, inability of expectant mothers to go for prenatal check-ups, premature births and unsanitary living conditions. According to the Special Committee on Child Protection, more than 50\% of disabilities among children are acquired, thus, highly preventable. The prevalence of disability among children 0–14 years old is highest in urban slum and rural areas where health services are limited or worse. Other causes of disability include vehicular accidents and the continuing armed conflict, although there’s no reliable data on these. Many families are often unable to respond adequately to the needs of CWD due to negative attitudes and the lack of resources and support systems. Overall, there’s a lack of educational opportunities and rights for children with disabilities because of the limitations of enabling policies that can provide adequate funds to support structures, facilities, staffing, curriculum, special teaching aids and materials, assistive devices, and equipment designed to address their special requirements.\textsuperscript{77}

The Philippines has ratified the Convention on the Rights of Persons with Disability in April 2008, and as such, “has a legal obligation to promote and protect the rights of persons with disabilities.” However, Republic Act 7277 does not include provision for persons with disability in case of emergencies such as natural disasters (HI 2012). Persons with disability tend to be more affected than others during disasters.

\textsuperscript{74} ACAPS, 72.
\textsuperscript{75} ACAPS, 12.
\textsuperscript{76} ACAPS, 72; Global CPWG Desk Review, 17.
\textsuperscript{77} Global CPWG Desk Review, 17.
and often face bigger challenges to cope with the situation and survive. Due to their specific situations, they risk being excluded and invisible during response activities, and face additional barriers in accessing support and relief efforts. In an emergency context, their original vulnerability is greatly compounded, increasing their vulnerability (HI 2012).

**Indigenous Children:** Children from indigenous populations (IP) rank among the poorest and most disadvantaged. Assuming a total indigenous population of 12 to 15 million, the population of IP children is estimated to be 5 to 7 million. Six percent of the total IPs in the Philippines live in the Visayan Islands, with groups collectively called “Mangyan.” Unregistered births (IPs likely comprise most of the 2.6 million unregistered births estimated in the Philippines), high malnutrition and mortality rates, low school participation and cohort survival rates, and poor environmental sanitation are some of the challenges IP children face. Likewise, the entry of development projects and investments of big multinational corporations in IP communities has caused physical and economic dislocation of IP children and families.

**Post-Crisis**

Overarching protection issues emerging from the typhoon, particularly for displaced persons, include difficulties in identification of persons with specific needs and vulnerabilities. According to the MIRA study, almost the entire population (over 96 percent, and over 99 percent of people living in evacuation centers) reported receiving assistance of some sort. However, this study was conducted with regard to immediate relief. Ongoing needs of specific populations include, but are not limited to, the livelihoods of around six million workers that were directly affected by Typhoon Yolanda. Groups that face particularly difficult challenges in recovering from the typhoon include informal settlers living in makeshift houses along the coastal easements, rural poor living in remote areas, farmers (especially coconut farmers from areas where coconut trees have been totally damaged), fisherfolk, and rural workers whose livelihoods have been destroyed. These are not only sources of livelihoods, though, but also food sources. Poverty will continue to be a key issue limiting populations’ access to services. The Asian Development Bank estimates a possible increase of 1.9% in national poverty incidence as a result of Typhoon Yolanda. This figure suggests that over 1 million additional individuals could become impoverished without income growth, with most risk in Region VIII.

According to the RAY, in disaster situations, poor families often rely on selling assets, but with the widespread damage caused by Yolanda it is likely they will be unable to rely upon this source of income.

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78 ACAPS, 79.
81 ACAPS, 68.
82 UNOCHA SRP.
83 Government of the Philippines, 14.
84 Government of the Philippines; ACAPS, 13.
85 Government of the Philippines, 14.
MIRA reported that household income levels have halved\(^6\) and that the farming sector will take at least 6 to 8 months to recover. In urban areas, unemployment is up by 10 percent.

MIRA Phase 1 reported that 50% of the plantation crop had been lost and more than 60% of standing crop in included domains, placing farmers at great vulnerability regarding potential earnings in 2014. At the same time, farmers have limited capacity to secure loans (in the absence of collateral), extend credit facilities, or recuperate livelihood productive assets. Other coping mechanisms may not be possible.

By mid-December, access to basic services was improving, but key health- nutrition and sanitation-related services remain lacking.\(^7\) In focus groups at that time, children consistently expressed a need for more information about disasters, to have warning from authorities when a disaster might strike, and how to prepare for it.\(^8\)

The household survey conducted in March suggests that pre-existing vulnerabilities increased due to the typhoon.\(^9\)

Almost no data exists on the number of persons with disability impacted, incidence of types of injury or chronic illness, or on needs, capacities, and/or coping strategies. There is also no referral pathway for these populations.\(^\)\(^\)\(^\)\(^10\)

There is similarly no data on child headed households (CHH) available from DSWD.

**Response**

Exacerbating difficulty accessing services, the ongoing limited capacity of DSWD to respond to 180 prioritized barangays with relief was noted 1 April 2014, by the CPWG. Understaffing of DSWD to conduct all necessary case management was also noted in research conducted in March-April 2014.\(^\)\(^11\)

Recognizing increased poverty amongst Yolanda victims, Secretary Soliman of DSWD stated in May 2014 that education grants under the 4Ps program were extended to include children up to 18 years old, and will specifically target out of school youth not receiving support via the 4Ps program. In addition, livelihood skills training will be implemented by the Technical Education and Skills Development Authority.\(^\)\(^12\)

**Theme 3: UASC**

**Pre-Crisis**

In the Philippines, residential care remains to be the primary response to child abandonment, neglect and abuse... As of 2008, there were about 61 residential care facilities being managed by the DSWD. As of 2007,

\(^6\) MCNA.
\(^7\) Ibid.
\(^8\) Save the Children et al., 18.
\(^9\) Save the Children Multisectoral Assessment Final Report, 11.
\(^10\) ACAPS, 79.
\(^11\) Harden, Eeva, May 2014.
DSWD has licensed a total of 2,135 Social Welfare Development Agencies (SWDAs) and Social Work Agencies (SWAs). Of this number, 264 have been accredited with 145 providing residential care service. The majority of these institutions cater to abandoned, neglected and abused children with an average capacity of 30-40 beds.\(^93\) According to Save the Children, most children in residential care are not orphans, but have one or both parents alive, as well as other relatives who could care for them.\(^94\)

“In 2010, DSWD placed a total of 1,339 children in alternative care including adoption, foster care and legal guardianship. More data is available from 2003, when a total of 2,732 children were reported to have been deprived of a family environment and/or separated from parents. Of this number, about 98.31% or 2,686 children were brought to institutions, 1655 males and 1031 females. The reasons for admission include economic difficulties and family problems such as separation, neglect and abuse, abandonment and death of parents. Of 8338 children admitted to institutional care between 1998-2002, 42% were reunited with their families, 9% were transferred to other residential facilities for long-term care, 5% were placed for adoption, and 2% for an independent living program. The remaining 42% were discharged for a variety of reasons, such as death and leaving without permission/runaway.\(^95\)

Moreover, there is growing concern for children whose parents are working overseas. As more Filipinos leave the country to find work elsewhere, children are often left with single-parent families, or with other relatives if both parents are overseas. NGOs (Scalabrini and Anak Migrante-Pamilya) have estimated that roughly 4-6 million children are left behind when parents are working overseas. Few actions are made to support the increasing number of children left behind to cope, remain safe, and have a healthy childhood as they grow up in this “new” type of family setting. Nor are there enough efforts to support the individual parents left behind to care for the children or to the alternative caregivers like grandparents, aunts, and friends.\(^96\) The Filipino Department of Justice has identified the need to reunify children with their families while also encouraging an improvement in responsible parenting skills and protective behavior.\(^97\)

An alternative to residential care is foster family care. However, there are not significant measures being taken to implement or formalize foster care.\(^98\)

**Post-Crisis**

MIRA 1 identified three main protection concerns, including a lack of adequate communication between family members.\(^99\) Caretakers of SUAC following the typhoon were encouraged to register with the DSWD’s rapid family tracing and reunification (FTR) program and UNICEF to protect wards from child traffickers. A household survey found that pre-existing risks that were exacerbated during Yolanda include children separated from primary caregivers who are cared for by older family members, usually grandmothers. This was noted as pre-existing in cases where parents were away working, but also occurred if parents died after

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\(^{93}\) Global CPWG CPiE Data Review, 28-29.  
\(^{94}\) Save the Children Child Protection Situational Analysis, 20-21.  
\(^{95}\) Global CPWG CPiE Data Review.  
\(^{96}\) Global CPWG CPiE Data Review, 20-21.  
\(^{97}\) Ibid.  
\(^{98}\) Global CPWG CPiE Data Review, 2.  
\(^{99}\) MCNA, 24.
Typhoon Yolanda. Children living with elderly caregivers may be at risk for stress due to additional responsibilities, particular regarding rebuilding, as older caregivers are unable to handle the physical demands themselves.\textsuperscript{100}

**Response**

As of 15 November, the Protection Cluster developed strategies for FTR of separated families to address the issues of separated, unaccompanied and missing children. FTR systems still needed to be established in evacuation and relocation sites.\textsuperscript{101} As of 17 November, satellite phones provided by SMART facilitated FTR efforts in Basey and Marabut, used by WCPD trained officers. ICRC also initiated the “Re-establishing Family Link” program which provides satellite phone communication through its Catbalogan operations office.\textsuperscript{102}

As of 15 November 2013 in Eastern Samar, children were reported as separated from caregivers due to death, injury, evacuation and migration.\textsuperscript{103} The number of verified unaccompanied and separated children remains at 130, still from the rapid FTR program that was rolled out in select municipalities.\textsuperscript{104} The CPWG discussed 1 April 2014 on the need to validate SUAC figures and referral systems for this population in the future. The issue is being considered further by the CNSP TWG. The CWC is focusing on the need for referral mechanisms and guidelines on SUAC, and was reported to be working on these in May 2014. In May, while waiting the finalization of these guidelines, UNICEF is conducting an orientation to target urgently needed updates on SUAC care.

**Theme 4: Physical risks**

**Pre-Crisis**

**Dangers Outside the Home:** The Department of Public Works and Highways (DPWH) along with LGUs is charged with street clearing and clean-up in barangays.

**Early Pregnancy:** There are reported difficulties accessing family planning information and contraceptives by those with limited resources.\textsuperscript{105} During displacement situations, early pregnancy can increase.\textsuperscript{106}

The Reproductive Health Act (Republic Act No. 10354) was passed in 2012, and the Supreme Court struck down eight provision 8 April 2014. The Act provides for various components of maternal and child health. Provisions on sexual education and family planning device distribution were highly controversial. Reportedly, the influence of local church officials and of the Catholic Church impacts what type of sexual education and messaging has been allowed at the barangay level, based on discussions with humanitarian organizations.

\textsuperscript{100} Save the Children MSA Final Report, 37.
\textsuperscript{101} UNOCHA SitRep #9, 15 November 2013, 5.
\textsuperscript{102} UNICEF Internal SitRep, 3.
\textsuperscript{103} UNICEF Rapid Needs Assessment: Eastern Samar, 3.
\textsuperscript{104} Protection Cluster, the Philippines Brief, 10 March 2014.
\textsuperscript{105} Global CPWG CPIE Data Review, 2.
\textsuperscript{106} GBV Sub-Cluster, Tacloban, the Philippines, ACAPS, 79.
Child Protection and Education Cluster Joint Needs Assessment – Philippines 2014

**Child abuse and physical violence:** DSWD social workers provide services for these cases, though referral systems are not implemented consistently by humanitarian agencies. “Protocols for Case Management of Child Victims of Abuse, Neglect, and Exploitation exist, but are perhaps not adequately popularized amongst all relevant agencies and pillars.”¹⁰⁷ In the three regions most-affected by Typhoon Yolanda (Western Visayas, Central Visayas and Eastern Visayas), the reported rates for physical violence are 22%, 28%, and 24%, respectively.¹⁰⁸ 20% of women age 15–49 reported having experienced physical violence since age 15.¹⁰⁹

The Child Protection Situation Analysis in 2012 reported that the Crisis Intervention Unit (CIU) of the DSWD provides integrated services such as immediate rescue and protection, increased assistance during disasters, provision of financial and material assistance, and referrals for medical, legal, psychosocial, temporary shelter, and other services to clients. Rescued children are provided Critical Incident Stress Debriefing. Then they are referred to appropriate centers for temporary shelter and protective custody.¹¹⁰

**Children involved in violent crime:** Children in the Philippines can be arrested and detained from the age of nine years old, according to UNICEF (2013). UNICEF also states that over 50,000 children have been arrested and detained since 1995, normally for petty theft, sniffing solvent, and vagrancy (for 70% of arrested children).¹¹¹ Most of those arrested are males between 14 and 17 years old, often who did not finish elementary school, according to UNICEF.

The CPWG states that after previous typhoons in the Philippines, economic challenges prompted children “to be involved in looting and other crimes.”¹¹²

**Post-Crisis**

**Physical Dangers:** MIRA 1 identified three main protection concerns including a lack of adequate physical protection.¹¹³ Households also reported the need for physical safety for students before they could return to school. Moreover, amongst IDPs, the lack of electricity/lighting posed protection risks in evacuation centers and homes, with children particularly at risk at night.¹¹⁴ Six weeks after Typhoon Yolanda, full electricity still had not been restored, and lights were not functional in bunkhouses either. As of 15 November, most people in Eastern Samar were staying in or near their damaged houses with no electricity.¹¹⁵ As of 22 November, power was cut off in parts of Regions VI and VIII. At the end of November, UNHCR reported that uprooted trees, broken glasses, damaged dwellings and other remains of the typhoon posed ongoing physical risk for IDPs.¹¹⁶

¹⁰⁷ Global CPWG CPIE Data Review, 7.
¹⁰⁸ GBV Sub-Cluster, ACAPS, 69.
¹¹⁰ Save the Children Child Protection Situational Analysis, 2012, 18.
¹¹¹ ACAPS, 71.
¹¹² CPWG Tacloban, the Philippines, MoM, 25 November 2013; ACAPS, 79.
¹¹³ MCNA, 24.
¹¹⁴ UNHCR Protection Assessment, 2.
¹¹⁶ Protection Cluster Brief, 29 November 2013; ACAPS, 78.
In coastal regions south of Tacloban, children’s physical safety was similarly an issue following Typhoon Haiyan. House destruction was nearly 100% and downed trees and power lines posed threats to safety.\(^\text{117}\)

According to UNHCR, between 9-20 November, 18,557 injuries were recorded.\(^\text{118}\) The MIRA results indicated that, amongst many protection concerns, damaged houses and debris, uncollected solid waste and broken pavements and roads continued to pose a high threat for physical injuries in mid-December 2013.\(^\text{119}\)

Schools and children’s play areas were also affected by environmental hazards, rendering them unusable due to damage. As of 14 November, children with no safe space for play and development were moving amongst debris on Panay Island.\(^\text{120}\) In Dulag, there were downed trees and electrical wires, and tremendous debris. Children were seen constructing their own play areas using scrap pieces of wood, corrugated tin and other materials.\(^\text{121}\) UNICEF assessed that safe spaces were needed to ensure children’s reduced risk to physical safety harms.\(^\text{122}\)

In March, an assessment noted that unsafe shelters and busy roads were the highest risk areas. These dangers also impacted children’s access to education: Caregivers expressed concern about children travelling to school by themselves, and said that older siblings often take the younger children to school for safety reasons.\(^\text{123}\)

**Abuse:** The risk of physical and sexual violence is especially high in evacuation centers, where one in every five households indicated that women are more at risk in the MIRA 2 study. The risk of physical and sexual violence is also significantly higher in Domain 1 (15.4% for women) compared to other Domains (6.9% and 5.4% for women in Domain 2 and 3, respectively).

**Trafficking:** In addition, according to the MIRA findings, the danger of human trafficking will need to be strictly monitored for households still residing in evacuation centers. Around 15% of households expressed an increased risk of human trafficking in these sites for male and female.\(^\text{124}\)

**Crime:** In Tacloban City area, as of November, a large number of retail stores run by small vendors who normally supplied the city and its surrounding barangays with fresh food and dry goods had been severely damaged. The few shops that had resumed operations were reportedly selling goods that had either been looted, or recovered from the debris, such as cigarettes and light drinks.\(^\text{125}\)

\(^\text{117}\) ACAPS; Save the Children 18 November 2013.
\(^\text{118}\) Protection Cluster, the Philippines, Brief 20 November 2013; ACAPS.
\(^\text{119}\) MCNA, 2.
\(^\text{120}\) UNICEF: Rapid Needs Assessment: Panay, 4.
\(^\text{121}\) UNICEF: Rapid Assessment Report Dulag, 3.
\(^\text{122}\) Ibid.
\(^\text{123}\) Save the Children MSA Final Report, 38.
\(^\text{124}\) MCNA.
\(^\text{125}\) Oxfam, 19 November 2013; ACAPS, 30.
In Iloilo in December, children raised concerns about adult consumption of alcohol and of seeing fights between men in some parts of the evacuation center.\textsuperscript{126}

In March 2014, an assessment in Western Leyte found that urban households remained concerned about injury to children, children out of school, and child exploitation. FGDs indicated that households feel DSWD is overwhelmed with cases and that “the system for preventing child abuse is vague and lenient.” Rural households primarily responded that out of school children was the top concern, and were also concerned about family separations and child exploitation.\textsuperscript{127}

**Early Pregnancy:**
As of 28 April 2014, the following data was collected in Haiyan-affected locations:

<table>
<thead>
<tr>
<th>Municipality/ City</th>
<th>Total Number of Pregnant and Lactating Women (PLW) Served</th>
<th>Number of Teenage PLWs (19 years old and below) Served in RHMM</th>
<th>Percentage Teenage PLWs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dulag, Leyte</td>
<td>905</td>
<td>124</td>
<td>14%</td>
</tr>
<tr>
<td>Alangalang, Leyte</td>
<td>1,321</td>
<td>192</td>
<td>15%</td>
</tr>
<tr>
<td>Palo, Leyte</td>
<td>817</td>
<td>98</td>
<td>12%</td>
</tr>
<tr>
<td>Tacloban City</td>
<td>1,221</td>
<td>195</td>
<td>16%</td>
</tr>
<tr>
<td>Tanauan, Leyte</td>
<td>690</td>
<td>103</td>
<td>15%</td>
</tr>
<tr>
<td>Tolosa, Leyte</td>
<td>365</td>
<td>47</td>
<td>13%</td>
</tr>
</tbody>
</table>

*Based on Rural Health Medical Mission data\textsuperscript{128}*

In seven FGDs conducted in March 2014 through a household survey in Ormoc, Tacloban, and Estancia areas, adolescents said that sexual initiation starts as early as 14 years old for females and 15 years old for males. They said that adolescents engage in sexual activity because of curiosity, temptation, or a lack of parental guidance or understanding.

They indicated that adolescent girls in villages in particular are scolded and seen as “dishonorable” if they become pregnant. As such, they try and hide the pregnancy for as long as possible, isolate themselves, and therefore pregnant teenagers are not accessing pre-natal services regularly or at all.\textsuperscript{129}

**Theme 5: CAAFAG**

**Pre-Crisis**
In the Philippines, military recruitment is voluntary at age 17 for training and at age 18 for service. The Special Protection of Children Against Abuse, Exploitation and Discrimination Act and the Anti-Trafficking in Persons Act both prohibit the recruitment, transport, or use of children under age 18 in armed conflict,

\textsuperscript{126} ACAPS, 78.
\textsuperscript{127} Save the Children Ormoc, “Preliminary Findings: Multisectoral Household Survey,” May 2014, 14.
\textsuperscript{128} Save the Children MSA Final Report, 16.
\textsuperscript{129} Save the Children MSA Final Report, 45-46.
including as guards, couriers or spies. In addition the House Bill 4480, 2011 offers ‘Special Protection of Children in Situations of Armed Conflict.’

The Children and Armed Conflict Bill was unanimously passed by the Philippines House of Representatives in May 2011, and prohibits recruitment of children under 18 years old for use in armed conflict.\(^{130}\) Reportedly, the Philippine army had used schools for military purposes, despite a Philippine law prohibiting such activities.\(^{131}\) The Armed Forces of the Philippines (AFP) are also reported to have employed children and to be complicit in child recruitment by paramilitary forces known as Citizen Armed Force Geographical Units (CAFGU). Cases were identified as recently as 2011. Civilian Volunteer Organizations (CVOs), who act both as anti-insurgent vigilante groups and as security guards for politicians, wealthy landowners, private businesses, and clans, also reportedly recruit children.\(^{132}\) The New People’s Army (NPA), Moro Islamic Liberation Front (MILF) and Abu Sayyaf also allegedly continued to recruit and use children within their forces.\(^{133}\) In 2013, there was a decrease in incidents of recruitment and use of children from 2012.\(^{134}\)

The NPA has been actively conducting a separatist rebellion since 1969. It operates in typhoon-affected areas in the Visayas (Samar, particularly in its interior municipalities such as Las Navas, Northern Samar and Matuguinao, Western Samar), and also in rural Luzon and parts of Mindanao.\(^{135}\) From 1 January 2011 to 31 December 2012, there were 153 incidents involving the NPA on Samar, resulting in 21 deaths and 55 casualties over this two year period. 11% of all incidents nationwide (1,426) took place in Samar.\(^{136}\)

Though several cases of children recruitment by the NPA were fabricated, UNICEF and Human Rights Watch have documented the use of children in armed conflict by the NPA, as well as by government forces.\(^{137}\), \(^{138}\) In June 2012, the National Democratic Front of the Philippines (NDFP), the political wing of NPA, issued a unilateral declaration and program of action on the rights, protection and welfare of children, rejecting the status of the NPA as culpable of non-compliance with the Optional Protocol.\(^{139}\)

Child recruitment into armed forces and groups occurs despite punishment of up to life imprisonment; individuals have not consistently been held accountable for these infractions.\(^{140}\)

The national armed forces issued directives prohibiting use of children, assigning responsibility to commanders, institutionalizing investigations and taking corrective measures, and are drafting guidelines

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\(^{131}\) ACAPS, 71.

\(^{132}\) Louder than Words, 30.

\(^{133}\) ACAPS, 71.

\(^{134}\) Ibid.

\(^{135}\) ACAPS.

\(^{136}\) ACAPS, 27)

\(^{137}\) Human Rights Watch.

\(^{138}\) Human Rights Watch.

\(^{139}\) ACAPS, 71.

\(^{140}\) Louder than Words, 66-67.
on operations within schools and hospitals. In addition, in 2012, the government finalized the development of a monitoring and response system for grave child rights violations, including child soldiering.

**Post-Conflict**

In January of 2014, local media reported that the NPA would resume offensive operations against the Philippine military in Eastern Visayas after a ceasefire was declared 12 November 2013. A two-month truce was in effect in areas struck by Typhoon Haiyan.

In February 2014, the Chair of Security Council Working Group on children in armed conflict said, “Recognizing that children’s vulnerability to violations and abuses committed by parties to the armed conflict might have increased in areas in the Philippines affected by Typhoon Haiyan, it is essential that international governmental and non-governmental agencies working in affected areas bear in mind this context and potential risk.

**Theme 6: Sexual Violence**

**Pre-Crisis**

According to the 2008 Country Gender Assessment, violence against women and their children is a concern in the Philippines. While many are reporting cases of VAWC, a good number of incidents, especially those that are perpetrated at home, still remain unreported.

9% of women aged 15-49 reported at least one incident of sexual violence in her lifetime.

In 2011, there were 12,948 reported cases of GBV to the Philippines National Police in the Philippines, an increase of over 150% reported cases since 2006. From January to April 2012, 5,629 cases were reported. Moreover, 14.4% of women reported having been physically abused by their husbands.

Adolescent girls, especially if they are unaccompanied or have the responsibility of caring for younger siblings, are at risk of rape and sexual violence because of their dependence on others for survival, because of their limited decision-making power, and because of their limited ability to protect themselves.

Concern regarding GBV perpetrated on lesbian, gay, bisexual, and transgender individuals (LGBTs) is a becoming more public. Of the 141 documented cases of hate crimes from 1996 to August 2011, ninety-five cases involved gay men, twenty-six involved transgenders, sixteen involved lesbians, and four involved

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143 http://www.philstar.com/headlines/2014/01/14/1278946/leftist-rebels-resume-operations-against-military-visayas
145 CGA 19 November 2013; ACAPS, 23.
146 Global CPWG, “Preventing GBV after Typhoon Yolanda; Responding to Survivors’ Needs,” December 2013, 1.
147 ACAPS, 69.
148 Ibid.
149 Ibid.
bisexuals. From an average of ten LGBT people murdered between 1996 and 2008, the number has risen to twelve in 2009, 26 in 2010, and 27 from January to May 2011.\(^\text{150}\)

In typhoon-affected regions, pre-emergency rates of reported physical violence were higher than the national average (22% in Region VI, and 24% in Region VIII) (DHS 2008). Three island-wide consultations with government agencies and NGOs comprising the RS/CWC concluded that physical and sexual abuse was a priority child protection issue in the Visayas, as well as Luzon and Mindanao.\(^\text{151}\)

GBV is known to increase in emergency situations. Following Typhoon Pablo, there was an increase in reported GBV cases, including trafficking, and an increase in adolescent boys and girls involved in commercial sex work.\(^\text{152}\) During Typhoon Bopha, the lack of training to respond to GBV cases at the provincial, municipal and barangay levels was an observed challenge.\(^\text{153}\)

**Sexual Exploitation and Sex Trafficking:** UNICEF estimates that 60,000 to 100,000 children are involved in prostitution rings.\(^\text{154}\) In addition, trafficking of women and children for sexual exploitation is widespread, both cross-border and internally. Reliable estimates on numbers of women engaged in prostitution are difficult to locate, the numbers of women trafficked range, conservatively, from 300,000 to 400,000 (DW 2009).\(^\text{155}\) Exploitation of children, especially girls, for sex tourism is alarmingly common and sometimes socially and culturally tolerated in many areas of the country.\(^\text{156}\) The US Department of State 2013 Trafficking in Persons Report states “the Philippines is a source country for men, women, and children subjected to sex trafficking. Specifically, Filipina women working in domestic service in foreign countries are at significant risk of rape, physical violence, and sexual abuse. Filipina women were subjected to sex trafficking in Malaysia, Singapore, Hong Kong, Republic of Korea, China, Japan, Saudi Arabia, United Arab Emirates, Qatar, Kuwait, and Syria. Hundreds of victims are subjected to sex trafficking each day in well-known and highly visible business establishments that cater to Filipinos’ and foreign tourists’ demand for commercial sex acts. Amongst concerns for children specifically is child sex tourism, with sex tourists coming from Northeast Asia, Australia, New Zealand, Europe and North America to engage in CSEC. Increasingly, Filipino children are coerced to perform sex acts for internet broadcast to paying foreign viewers, with an increasing risk of boys becoming victims of commercial sexual exploitation being reported by on NGO.”\(^\text{157}\) An increasing number of male victims of sexual exploitation have been report by NGOs.\(^\text{158}\)

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\(^\text{150}\) Ibid.
\(^\text{152}\) Global CPWG, Preventing GBV after Typhoon Yolanda, 2.
\(^\text{153}\) ACAPS, 4.
\(^\text{154}\) UNICEF Factsheet: Child Trafficking in the Philippines.
\(^\text{155}\) ACAPS, 71.
\(^\text{157}\) US Department of State, “2013 Trafficking in Persons Report, the Philippines.”
\(^\text{158}\) Ibid.
and emerging reports indicate that boys are increasingly trafficked particularly for child pornography.\textsuperscript{159} The Philippines is now in Tier 2 Status in the United States Department of State Global Trafficking in Persons Report, no longer in the Tier 2 Watch List Status. This indicates that the Philippines is making significant efforts to comply with the international Trafficking Victims Protection Act’s minimum standards.\textsuperscript{160} However, trafficking remains a serious protection risk.

In post-disaster situations, sexual exploitation is an increased risks. In the Philippines, data from the Reception and Diagnostic Centre after Typhoon Pablo in 2012 highlights an increase in reported GBV cases, including trafficking, and an increase in adolescent boys and girls involved in commercial sex work.\textsuperscript{161}

\textit{Post-crisis}

Risks may be exacerbated after Typhoon Haiyan, as sexual exploitation and abuse present a particular concern in areas with large concentrations of international military and/or international humanitarian actors, as well as in IDP sites.\textsuperscript{162} Other initial risks were centered around families without access to adequate shelter and security, inadequate lighting and cellular phone coverage contributing to overall insecurity and the risk of sexual and GBV,\textsuperscript{163} inadequate sanitation facilities lacking privacy, especially for women and girls,\textsuperscript{164} an increased risk of exploitation with several families living in one shelter (overcrowding) (parents noted an increased risk of exploitation with several families living in one shelter)\textsuperscript{165}, and children in transit/evacuation locations without caregivers being at risk of abuse and exploitation.\textsuperscript{166} Risks regarding non-functional lighting and cellular phone networks continued throughout the months immediately following Typhoon Yolanda, as these were not fully restored immediately.\textsuperscript{167} Unaccompanied teenagers and children are particularly at risk of resorting to negative coping strategies such as survival sex.\textsuperscript{168}

As of December 2013, many women surveyed reported being scared at night, without proper shelter, and concerned about physical danger from debris and overall feelings of insecurity due to lack of lighting. In one coastal barangay, women reported “being afraid of strangers coming into the village at night, as well as being afraid of people from the community.”\textsuperscript{169}

As of 10 March 2014, regional DSWD and local social workers appeared to be in need of more support, as their time and efforts are split between many other clusters. Support for the health sector response to the Government’s GBV/Women and Children Protection Unit (WCPU) was also necessary. There is one fully functional WCPU in the Western Visayas region.

\textsuperscript{159} Ibid.; ACAPS, 71.
\textsuperscript{160} ACAPS.
\textsuperscript{161} Global CPWG, Preventing Gender-Based Violence After Typhoon Yolanda; Responding to Survivors’ Needs.
\textsuperscript{162} ACAPS, 68.
\textsuperscript{163} Global CPWG, “Child Protection Priorities and Considerations” 15 November 15 2013; MCNA.
\textsuperscript{164} MCNA.
\textsuperscript{165} UNICEF SitRep #8, 2.
\textsuperscript{166} Global CPWG, Child Protection Priorities and Considerations.
\textsuperscript{167} Ibid.; MCNA, 3.
\textsuperscript{168} MCNA, 19.
\textsuperscript{169} GBV Sub-Cluster Manila, the Philippines, MoM 28 November 2013.
Sexual Exploitation and Sex Trafficking: Due to the destruction of livelihoods, 15 November 2013 it was assessed that more children were at risk of becoming engaged in sex and pornography industries, or in transactional sex.\(^\text{170}\)

Additional risks of sexual exploitation and trafficking resulted from population flows of newly displaced persons to unaffected areas, such as Manila, possibly exceeding available services, increasing the vulnerability of migrants and allowing women and girls to be vulnerable to sexual exploitation.\(^\text{171}\)

As of January, human trafficking and child prostitution were occurring in Central Visayas. The government is aware of minors engaging in prostitution in Cebu province.\(^\text{172}\)

Challenges with responding to trafficking and GBV concerns include the apparent lack of functional Barangay Violence Against Women Desks and an Anti-Trafficking Desk, as well as the inadequate presence of safe havens for women in crisis, geographical coverage of GBV prevention and response, and capacity to legally process cases of GBV survivors in a timely manner.\(^\text{173}\)

Other research conducted March-April 2014 indicates that denial and lack of awareness about GBV and various cultural norms fuel sex trafficking. In addition, online webcam child porn has been ascertained to be a growing issue in the Philippines.\(^\text{174}\)

Response

Through the GBV sub-cluster, partners initially focused on developing a referral pathway. This was finalized and rolled out in February 2014. It took into account the existing referral pathway used by the Government and MDSWD.\(^\text{175}\) Priorities also focused on activating services for referral and increasing coverage to severely affected municipalities with limited humanitarian presence.\(^\text{176}\)

Over 20 Women friendly spaces were set up to house GBV interventions and WFS facilitators were trained.

Given the heavy presence of men in uniform in Guiuan and other municipalities, discussion was held with Head of the Philippines Army Contingent at the provincial capital for UNFPA to provide a one hour session orientation on PSEA early in the response.\(^\text{177}\) In addition, an accountability consultation project with affected populations took place, reporting on community’s perception on delivery of aid; feedback loops, access to information and a hotline to be established in regional hubs including issues around PSEA; and an SOP will be developed as to how to deal with specific cases and refer to relevant services as needed. A

\(^{170}\) Global CPWG, Child Protection Priorities and Considerations.
\(^{171}\) Global CPWG, Preventing GBV after Typhoon Yolanda, 2.
\(^{172}\) The Tribune.
\(^{173}\) Protection Cluster Brief 10 March 2014.
\(^{174}\) Harden, Eeva.
\(^{175}\) Tacloban GBV MoM 3 December 2013.
\(^{176}\) National GBV MoM 5 December 2013.
\(^{177}\) Ibid.
communiqué for the code of conduct of humanitarian workers has been developed and endorsed by the Resident and humanitarian coordinator in the Philippines office and to be shared widely.\textsuperscript{178}

Awareness-raising about GBV risks have been conducted by various organizations. Food for the Hungry produced T-shirts with messages to prevent SEA,\textsuperscript{179} Plan International reproduced ‘anti-trafficking’ messages from previous emergencies, which were endorsed by the Tacloban GBV sub-cluster, UNFPA compiled a preliminary list of urgent GBV messages,\textsuperscript{180} and the PSEA advisor developed PSEA messages.\textsuperscript{181}

DOLE and the Overseas Employment Institute held a Job Fairs in Tacloban and surrounding areas to provide skills matching interviews and counselling to support job finding for those affected by Typhoon. The process ensured measures related to safety of women and young girls seeking employment, and also ensured people are well informed of their rights to avoid trafficking, and being tricked into offers of domestic work which turn out to be trafficking.\textsuperscript{182}

To address the risk of sexual exploitation and trafficking, the Inter Agency Committee on Anti trafficking (IACAT) through the Department of Justice has created help desks and information in all ports to address the issues of IDPs boarding empty boats/planes and departing affected areas after supplies are dropped off.\textsuperscript{183}

Challenges with the GBV response include a lack of sex and age disaggregated data and decision-making mechanisms. In addition, there is a disconnect between the captains of barangays and LGUs locally and regional and national levels of government.\textsuperscript{184}

The CPWG and GBV working group held a joint meeting 8 April 2014 in Tacloban to discuss cross-cutting issues and establish joint working groups. The joint meeting addressed the need to develop SOPs of the detailed roles and responsibilities of actors, and to make the Referral Pathway to be more child-friendly. The CNSP TWG would work on these issues moving forward. In addition, there was an assess gap in understanding what prevention of GBV activities are currently being planned and implemented. The prevention of GBV is to be coordinated by the GBV AoR, however the CPWG would also keep prevention of GBV as a standing agenda item for discussion in CPWG meetings. At the meeting, information on child prostitution in Tacloban City was being discussed and was followed up by the Protection Cluster with the relevant authorities.\textsuperscript{185}

\textbf{Theme 7: Child Labor}

\begin{flushleft}\textsuperscript{178} Ibid. \\
\textsuperscript{179} US Department of State. \\
\textsuperscript{180} Tacloban GBV MoM 3 December 2013. \\
\textsuperscript{181} National GBV MoM 28 November 2013. \\
\textsuperscript{182} National GBV MoM 5 December 2013. \\
\textsuperscript{183} ACAPS, 76. \\
\textsuperscript{184} National GBV MoM 5 December 2013. \\
\textsuperscript{185} CPWG Tacloban MoM 8 April 2014. \end{flushleft}
**Pre-Crisis**

Institutional mechanisms to respond to child labor concerns occur at different levels and through a number of different agencies in the Government. DOLE, via the Bureau of Women and Young Workers, with the National Child Labor Committee, Regional Child Labor Committees and local Programme Implementation Committees are tasked with this issue. Sagip Batang Manggagawa (SBM) is the inter-agency quick action mechanism to respond to child labour in most abject conditions. The SBM Quick Action Teams are composed of DOLE, the PNP, NBI, DSWD and other social partners who provide immediate assistance to rescued child labor victims.\(^{186}\)

The focus on the response is on the elimination of risk to children rather than on ending their participation in all forms of work. Such an approach is necessary because of the root causes of child labor: poverty and meeting families’ essential survival need.\(^{187}\) However, another underlying issue with child labor is the lack of enforcement of child labor laws and a gap between the minimum working age and compulsory education age that leaves children aged 12-14 vulnerable to the worst forms of child labor (WFCL).\(^{188}\)

A Department of Labor and employment campaign to transform pre-identified barangays statewide into child labor-free barangays was launched 18 May 2012. The H.E.L.P. M.E. (Health, Education, Livelihood, and Prevention, Protection, and Prosecution, Monitoring and Evaluation) Convergence Program through partnerships with local government units and convergence of services with various national government agencies\(^{189}\) aims to influence change and identify the roles and commitments of stakeholders, particularly government agencies, NGOs, private establishments, local chief executives, local leaders and the parents of child laborers and the child laborers themselves.\(^{190}\) It suggests 4 key strategies on how to become a child-labor free barangay:

1) *Sensitize public opinion and mobilize public support* (through awareness-raising campaigns and formulating local/barangay development plans or road map of action);

2) *Rescue of child laborers* (from abusive and hazardous work, strengthen labor inspection and develop community participation through community watch groups);

3) *Education is the right response to child labor*, (tap into social partners to provide regular and sustained educational assistance/support to child laborers and children-at-risk (through books and school supplies, stipends for school projects, transportation and meals; or tutorial or catch up lesson)); and

4) *Support to families of child laborers* (through training for income-generating activities and economic support, access to livelihood assistance to enable children’s schooling, map existing

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\(^{186}\) Global CPWG CPIE Data Review, 11.

\(^{187}\) Save the Children, Child Protection Situation Analysis, 35.

\(^{188}\) ACAPS, 70.


service providers and organizations in the community to develop referral systems for the families of child laborers).\textsuperscript{191}

The Domestic Work Act further includes provisions to allow inspection in homes. Homes are mandated to register with barangays according to the ILO.

In 2011, 5.49 million children (19\% of the national 29 million) were working.\textsuperscript{192} 98.9\% of the working population engaged in hazardous labor, including work in household farms/businesses (42\%) and supplementing family income (30\%).\textsuperscript{193} Only 41.6\% of working children are participating in permissible work\textsuperscript{194}. The remaining 58.4\%, or 3.21 million, are counted as child laborers.\textsuperscript{195} 98.9\% of these, or 2.99 million, work in ‘hazardous child labor’, and 1.1\% or 217,000 in ‘other child labor.’

- 40\% of the total number of children age 15-17 are working (1,015,000 boys and 464,000 girls);
- 20.5\% of 10-14 year olds (869,000 boys and 458,000 girls);
- 4.3\% of 5-9 year olds are working (115,000 boys and 72,000 girls)\textsuperscript{196}.

More boys work than girls: 22.3\%/3.28million of the total number of boys in the Philippines work, compared to 15.4\%/2.2million of the total number of girls in the Philippines work.

With regard to the typhoon-affected regions, three island-wide consultations with government agencies and NGOs comprising the Regional Sub-Committee/Committee for the Welfare of Children (RS/CWC) concluded that child labor was a priority child protection issue in Luzon, Mindanao and Visayas.\textsuperscript{197} 2.6 million children had been working previously in typhoon-affected areas. In the four most affected regions, an average of 23\% of children aged 5-17 engaged in work compared to 9\% in the National Capital Region.\textsuperscript{198}

- Region VI Western Visayas: 872,000
- Region VIII Eastern Visayas: 723,000

<table>
<thead>
<tr>
<th>Number of working children across the assessment areas: 1,594,960</th>
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<tbody>
<tr>
<td>Western Visayas Region VI</td>
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<tr>
<td>Number of working children 872,426</td>
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\textsuperscript{191} More information can be found at http://www.bwsc.dole.gov.ph/files/strategies.pdf and http://www.bwsc.dole.gov.ph/campaign-for-child-labor-free-barangays/campaign-for-child-labor-free-barangays
\textsuperscript{192} ACAPS, 70.
\textsuperscript{193} Ibid.
\textsuperscript{194} ‘Permissible Work’ for children between the ages of 5 to 14 Years olds: 4 hours per day, light work, not harmful to health or development, school attendance. 15 to 17 Years old: 8 hours per day as long as it is non-hazardous (the definition for permissible work is one used during the 2011 Survey on Children)
\textsuperscript{195} Either in work that is unacceptable because children involved are too young and should be in school, or because even though they have reached the minimum working age (15 years), the work they do is harmful to the emotional, developmental and physical wellbeing of a person below the age of 18; or they are in work classed as the worst forms of child labour (WFCL), such as forced or bonded labour, hazardous labour, trafficking for exploitation, sexual exploitation, involvement in armed conflict, illicit work or other work that is likely to harm their health, safety or morals.
\textsuperscript{196} ‘Other child labour’ are children who have worked long hours (more than 20 a week for children age 5-14 and 40 hours a week for children age 15-17 years).
\textsuperscript{197} Department of Justice, Protecting Filipino children, 20-21.
\textsuperscript{198} ACAPS, 70.
Number of children in hazardous labour 255,000
this is 8.5% of total national number of children working in hazardous labour
number of children working is 20.2% of the total child population of region

Number of children in hazardous labour 213,000 this is 7.1% of total national number of children working in hazardous labour
number of children working is 24% of the total child population of region

Children in hazardous labor

• More boys than girls are engaged in hazardous labor across all age ranges (173:100)\textsuperscript{199}
• More girls than boys work in ‘other forms of child labor’ reflecting long hours and the important role that girls play in domestic work.

Children in hazardous labor primarily work because they help in their own household-operated farm or business (42%), they need to supplement family income or it’s important to family well-being (30%) or for reasons to gain experience or training (9%).\textsuperscript{200} They primarily work in the following sectors: Agriculture (62%), Services (30%) and Industry (8%). More boys (68%) than girls (51%) work in agriculture. More girls (44%) than boys (23%) work in services. More boys (9%) than girls (5%) work in Industry. Children in hazardous labor primarily work as: unpaid workers in their own household-operated farms or homes (55%), in private establishments (26%), in private households (7%), are self-employed without any paid employee (6%)\textsuperscript{201} and work primarily work on farms (55%), in their own house (12%), on the street (9%), in other places like seas and oceans (9%), in market places (5%), or in employers’ houses (5%)\textsuperscript{202}.

Children in domestic labor: A report of the International Trade Union Confederation stated that “hundreds of thousands of children, mainly girls, worked as domestic workers in the Philippines and were subject to slavery-like practices.”\textsuperscript{203} A Labor Force Survey (LFS) conducted quarterly by the National Statistics Office of the Philippines found 1.9 million workers aged 15 years and over were employed in private households. About one-third (32.1%) of persons employed in private households fall in the 15-24 age bracket. Workers 15 to 17 years old numbered 178,000 or 9.2% of employed in private households. Of this, 87,000 were live-in domestic workers. A large majority of these working children were women (93.1%).\textsuperscript{204} Girls, primarily, are also often trafficked from rural to urban areas for forced domestic servitude.\textsuperscript{205}

The International Trade Union Confederation found that 83 per cent of child domestic workers lived in their employers’ home, only half of them were allowed to take one day off per month. They were on call 24

\textsuperscript{199} Save the Children, Child Protection Situation Analysis, 32.
\textsuperscript{200} Remaining reason such as To help pay family debts; To earn money to start own business; To appreciate value of work; Others, like buy things for self, “baon” for; schooling, and others; To pay for own schooling make up an additional 19%
\textsuperscript{201} paid worker on own household-operated farm or business, Unpaid worker for other members who work for others, Worker in government or government corporation, Worker on own household, Home-based worker/Employer in own household-operated farm or business make up an additional 6%
\textsuperscript{202} Other person’s houses, Construction sites or quarry sites, Factories and Mines & Office make up an additional 5%
\textsuperscript{203} ILO/IPEC, “A Legal Review of the national laws and regulations related to child labour and forced labour in the Philippines,” 2013.
\textsuperscript{204} LABSTAT, Department of Labour and Employment Updates, Vol. 15 No. 27 “Profile of persons employed in private households,” October 2013.
\textsuperscript{205} ACAPS, 71.
hours a day, and more than half of them dropped out of school. The ITUC also referred to some examples of physical, psychological and sexual abuses and injuries suffered by children under 18 years of age, especially girls employed as domestic workers.\textsuperscript{206}

Most child domestic workers are young and undereducated. They work for almost 24-hours, all week, except when allowed a day off; mostly underpaid, if paid at all. Many also work in bondage - for advances during their recruitment, for salary advances or deductions. Many child domestic workers also report experiencing physical and verbal abuse from their employers. Some reveal they were forced to eat leftovers, or compete for dog food, or sometimes even forced to drink liquid detergent mixed in juice.\textsuperscript{207}

\textbf{Link to Education:} Data from the 2003 Functional Literacy, Education and Mass Media Survey (FLEMMS) revealed that out-of-school children and youth (age 6-24) cited employment or looking for work as the top reason for not attending school. Employment data from April 2006 show that 36 million of the 55.4 million population 15 years old and over had entered the labor force. There are no disaggregated data for children 15- under 18 who have entered the labor force. Also, this count does not include children in the informal labor sector.\textsuperscript{208}

\textbf{Trafficking for Labor:} Trafficking of persons, mostly women and children, for labor exploitation is proliferating in various sectors, including agricultural, construction, fishing, manufacturing and services industries.\textsuperscript{209}

The 2013 US Department of State Trafficking in Persons Report found that Philippines remains a source country for men, women, and children subjected to sex trafficking and forced labor, who are subjected to conditions of forced labor in factories, construction sites, fishing vessels, agricultural plantations, and the shipping industry, as well as in domestic service and other service sector jobs in Asia and increasingly throughout the Middle East. Trafficking of men, women, and children within the country is a significant problem. People are trafficked from rural areas to urban centers Manila, Cebu, Angeles, and increasingly cities in Mindanao, as well as within other urban areas and tourist destinations such as Boracay, Olongapo, Puerta Galera, and Surigao. Men are subjected to forced labor and debt bondage in agriculture, including sugar cane/fishing, while women and children were trafficked within the country for forced labor as domestic workers and small-scale factory workers, for forced begging, and for exploitation in the commercial sex trade.\textsuperscript{210}


\textsuperscript{207}Save the Children, Child Protection Situation Analysis, 32.

\textsuperscript{208}Ibid, 9.


\textsuperscript{210}US Department of State.
Traffickers increasingly use email and social networking sites, also using student, intern, and exchange program visas to circumvent the government regulations. They employ various methods to avoid government run victim detection units at airports and seaports, utilizing budget airlines, inter-island ferries and barges, buses, small private boats, and chartered flights to transport their victims domestically and internationally.\(^\text{211}\)

Currently, to prevent trafficking, numerous government agencies employ proactive identification measures through rescue operations, screening at departure points, embassies abroad, and calls to the national anti-trafficking help line. Some police units had specialized facilities for processing women and child victims. But incomplete data collection systems prevent reliable statistics for the total number of victims identified and assisted.\(^\text{212}\)

Actions have been taken by the Department of Labour and Employment (DOLE), leading four operations rescuing 223 children and removed additional children from the worst forms of child labour, including forced labour and sex trafficking. As a result of these operations, four businesses alleged to be engaged in sex trafficking of minors were permanently closed. IACAT operates an anti-trafficking help line. The line received over 7,000 calls leading to the identification of 133 trafficking victims in 2013.\(^\text{213}\) This hotline has remained active and is used in typhoon-affected regions.

However, responding to the underlying causes of trafficking are essential. According to the CWC, in order to properly respond to the threat of child trafficking, parents of children must be educated and their values re-oriented, as some parents have themselves organized trafficking of their children due to the family’s financial burden (CWC 2006).\(^\text{214}\)

Moreover, the ILO found that the prosecutions of trafficking cases, investigation and arrest of offenders seem to be focused on cases involving sexual exploitation. Of the 106 convictions secured (as of April 2013), very few cases pertain to trafficking for labour exploitation.\(^\text{215}\)

Finally, inadequate resources are available to serve the large number of victims in the country. Victims are assisted by the DSWD through skills training, shelter, medical services, and legal assistance, financial assistance to seek employment or start their own businesses.\(^\text{216}\)

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\(^{211}\) Ibid.
\(^{212}\) US Department of State, 2013
\(^{213}\) Ibid.
\(^{214}\) Save the Children, Child Protection Situation Analysis, 48.
\(^{216}\) US Department of State.
In typhoon-affected areas, trafficking concerns are acute in Region VIII, where illegal recruitment is widespread.\textsuperscript{217} Samar and Leyte were known centers for trafficking before the typhoon.\textsuperscript{218} 28 cases of trafficking in Region VIII were recorded in the first half of 2013.\textsuperscript{219}

Trafficking risks increase in emergencies. In areas affected by Typhoon Bopha, 19\% of respondents indicated that children were being exploited, and 40\% of exploited boys were involved in “harsh and difficult work” (UNICEF 2013/03). Following Typhoon Washi, human trafficking in the affected areas increased by an estimated 10\% (PDNA 2012/07/06).\textsuperscript{220} Additionally, the RIACAT identified poverty as a key indicator for trafficking, and it is working on improving the data collection system for monitoring trafficking survivors.\textsuperscript{221}

\textbf{Post-crisis situation}

Risks for child labor and trafficking have increased for children from families who have lost their homes and livelihoods due to Typhoon Haiyan. This is a significant population, as six million male and female workers’ livelihoods have been affected by Typhoon Yolanda, and income has been halved on average in many sectors.\textsuperscript{222} Coconut farming suffered the most, especially in Region VIII where more than one million coconut farmers were affected. Coconut trees destroyed or damaged beyond recovery will take 6-8 years to return to full production. Alternative livelihoods for these households are needed with crop diversification.\textsuperscript{223} There is additional risk for children who were previously working in coconut plantations or on families’ farms that with the long term destruction, they may become involved in other forms of hazardous labor (possibly more hazardous). Immense damage to the fishing sector destroyed everything from boats and gear, to aquaculture ponds, onshore facilities and markets, as well as seaweed farming. 74\% of fishing communities indicated their main income source was severely affected. Vulnerable and land-poor marginalized fishers need immediate assistance to restart their lives.\textsuperscript{224} In previous emergencies, initiatives to restore fishing livelihoods can increase levels of child labour.\textsuperscript{225} Finally, over 80\% of the damaged paddy area and 70\% of the value of paddy and maize losses are concentrated in the region of Eastern Visayas.

Yet there is little in the data on the impact of the typhoon on youth, including their participation in labor.\textsuperscript{226} Still, the risk of child labor and trafficking was identified in Aklan, Capiz, Negros Oriental and Tacloban.\textsuperscript{227}

\begin{flushright}
\textsuperscript{217} ACAPS, 71. \\
\textsuperscript{218} Global CPWG, Preventing GBV after Typhoon Yolanda, 2. \\
\textsuperscript{220} ACAPS, 4. \\
\textsuperscript{221} Ibid, 12. \\
\textsuperscript{222} Ibid, 27. \\
\textsuperscript{223} Food and Agriculture Cluster Brief 14 February 2014. \\
\textsuperscript{224} Ibid. \\
\textsuperscript{225} Evaluations from the tsunami showed that the influx of new fishing boats and equipment which outweighed demand meant that boys were often pulled out of school and into work on boats as there were not enough adults for all the fishing boats. \\
\textsuperscript{226} ACAPS, 67. \\
\textsuperscript{227} Ibid, 75.
\end{flushright}
Additional risks result from the pronounced demand for casual labor to cope in the short-term, increasing the potential for employer abuse. Vulnerable groups, including those whose situation was worsened by the disaster (separated children, single-headed households with children, indigenous people, persons with disabilities, older persons, IDPs, and communities in areas affected by the conflict) are particularly at risk of resorting to negative coping strategies, such as the sale of remaining assets, reduced food consumption, survival sex, family separation (sending family members elsewhere for work), child labour or begging.\(^{228}\)

In the early stages of the response (November to January) a number of indicators were highlighted. In November, hundreds aged 6-15 years in Dulag municipality, Region VIII, were observed begging, and there are reported cases of child labor recruitment attempts and suspected child trafficking.\(^{229}\) There is additional risk of families withdrawing their children from school to contribute to the family income, or of children working before schools reopened, and then remaining out of school.\(^{230}\) TdH Netherlands reported children being pulled out of school to help provide incomes for their households as an adopted coping strategy.\(^{231}\) A number of reports also noted the different and increasing roles children had to take on: An IRC Assessment found in 2 focus groups that children were being asked to work more to help in the recovery, and mothers in another 2 focus groups said they had a concern that older children would drop out of school to help the family.\(^{232}\) In Leyte, an inter-agency report found that children reported having to take on new responsibilities to help their families recover from the typhoon, such as helping clear up debris around the house, cleaning up their schools, helping parents find materials to repair houses, searching for extra food, finding scraps to sell to add to family income, and lining up for relief distributions when parents are busy. Girls additionally reported that their roles in cleaning, cooking, and caring for siblings had increased, and boys are more often helping parents with house repairs and income generating activities.\(^{233}\)

In December, observations of children during the day around Ormoc city indicate that not all children were attending school. There were also reports of children working in the fields with their families for 80 pesos a day to supplement household income. Previously, this work existed only as a seasonal employment.\(^{234}\)

In December 2013, the need for additional earnings was clear and well understood by children, who expressed desire to help their families and communities recover from the typhoon. However, they did not know of activities through which they could do so in Iloilo Province specifically.\(^{235}\) This, compounded with children’s fear about their families’ finding work and being able to earn money may increase their participation in labor. Boys specifically reported helping parents with income-generating activities. Labor

\(^{228}\) UNOCHA SRP December 2013.
\(^{229}\) UNICEF SitRep #8, 2; ACAPS, 75.
\(^{230}\) MCNA, 21; IRC, 12.
\(^{232}\) IRC.
\(^{233}\) Save the Children, et al.
\(^{234}\) Ormoc CPWG MoM 8 December 2013.
\(^{235}\) Save the Children et al., 11.
included finding things to sell to add to family income, as well clean up activities and repairing damaged homes.  

In March, Western Leyte households reported that child labor is still present and increasing due to financial constraints. Children and youth mentioned labor and neglect as being risks that are present, and reported that it was necessary to reduce child labor and ‘protect abandoned children.’ Some children specifically mentioned sensitizing adults to the importance of children’s education.  

The CPWG Outcomes Survey found that in April 2014, 60% of sites reported cash for work and temporary work occurring in their barangay. Adolescents reportedly were attending school while working, and children reported being aware that their families were looking for ways to earn money.

**Trafficking Post-Crisis:** A focus on trafficking in Eastern Visayas (Ormoc and Tacloban areas) during the initial phases of the emergency produced the following observations:

- Limited initial action and agency capacity to prevent and monitor trafficking. There were many exit points where anti-trafficking mechanisms should be strengthened. DSWD reported a lack of capacity to monitor transport hubs including: bus, port and airport terminals, and requested support from partners to monitor exit points in the region.
- Anti-Trafficking messages should be mainstreamed into different programs, such as training for newly elected barangay officials including a component on child trafficking as suggested by TdH.
- Anti-trafficking was a priority for the Protection Cluster and in the SRP, but capacity is needed
- Agencies wanted clarification on the legal, personal and organizational risks of being involved in conducting trafficking monitoring at exit points
- Referral mechanisms needed to be reviewed and strengthened; expertise was needed to help develop a strategy for physical monitoring of exit points.
- As the concern of trafficking of children continues, the CPWG co-chair suggested a dedicated meeting by technical partners to be held in January 2014 to discuss this issue and develop a plan of action.

**Response:**
Organizations have used messages developed for previous emergencies to prevent child labor. Advocacy with the government for the inclusion of youth in the early recovery and development initiatives took place, partially as a result of youth being particularly vulnerable to involvement in hazardous labor.

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236 Ibid.
237 Save the Children Ormoc, 14.
238 Ibid, 10.
240 CPWG Tacloban MoM 3 December 2013.
241 CPWG, the Philippines, 30 January 2014.
A coconut lumber project began in order to provide lumber for shelters through the shelter cluster; it is anticipated to provide more than 5,000 jobs once it gets into full operation. It is anticipated to provide more than 5,000 jobs once it gets into full operation.242 Children were involved in this type of work before Yolanda, thus there is risk of child labor, depending on the safeguards put in place during project implementation.

There are risks associated with the response. The focus of cash for work programs on debris clearing and other forms of manual labor tend to be skewed toward young males (GBV sub-cluster field report).243 Further, the traditional DaLA approach tends to undervalue women’s economic contribution. Gender needs will be addressed by ensuring that gender considerations, based on adequate gender analysis, are mainstreamed into the design and implementation of all post-disaster interventions.244

In May 2014, UNDP received reports of children working at dump sites in Tacloban. UNICEF, ILO and UNDP had a joint visit and reported to CSWD. This issue will be further followed up by the CNSP TWG, especially if younger children are involved, and by the WCFL consultancy. The need to liaise as well with DOLE and review the municipal and local ordinances on scavenging and child labour in Tacloban and relaunching the Tacloban youth employment program were outcomes of the visit.245

**Trafficking Response:** IOM, UNICEF and UNFPA in partnership with IACAT and the DSWD created the ‘Taskforce Yolanda’, an anti-trafficking rapid response group.246 Trafficking Help Desks have been set-up throughout Region VIII.

An assessment of trafficking was conducted in December by DSWD, IOM and UNICEF; the assessment informed the development of training to build capacity for service providers across sectors.247

IACAT developed a briefing on human trafficking to alert and provide tips on prevention and how it might manifest in post-typhoon scenarios. IACAT also worked on developing a reporting mechanism, community messaging on where to get assistance,248 capacity building workshops in 4-5 priority locations, integrated and rolled out jointly with IOM a tracking system, which identifies risks and basic needs, and rolled out a referral pathway with DSWD social workers, WCPD or NB and the DOJ prosecutor’s office.249 IACAT prioritized the presence of female police officers at critical entry and exit points while extending their links to the transnational crime task force, which also focused on critical transport terminals. In December, 38 extra female police officers were placed in Tacloban.250

DSWD suggested implementing local inter-agency anti-trafficking measures with the PNP and WCPD. IOM and CFSI have provided support monitoring and registering people leaving exit points at airports and

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242 Early Recovery and Livelihoods Cluster, Tacloban, the Philippines, Brief 14 Feb 2014.
243 ACAPS, 27.
244 Government of the Philippines, 14.
245 CPWG MoM 20 May 2014.
246 IOM.
247 CPWG Tacloban January 14 2014.
248 CPWG, the Philippines, MoM 12 December 2013.
249 Ibid., 16 January 2014.
250 Ibid., 12 December 2013.
seaports. However, the Christmas holidays resulted in an acute lack of manpower to observe key exit points.

Workshops were held in Ormoc City, in Roxas and Cebu in March 2014. The workshops brought together local law enforcers, port authorities, government, and NGO practitioners from across the worst affected Eastern Visayas region. It gave participants training on how to identify and assist victims, how to establish help desk operations in seaports, and how to develop effective referral pathways. Training was also provided in detecting and assisting potential trafficking victims at the Ormoc seaport, which resulted in a coast guard participant identifying a potential victim, who was then provided with assistance and support. The taskforce has also helped with the wide dissemination of counter-trafficking key messages, which have sent a strong signal to traffickers about the serious consequences that they will face under the law if caught and convicted.

A number of organizations have produced awareness raising materials. IOM produced T-shirts, caps, banners, and leaflets for targeted distribution to staff and social workers to prevent trafficking, and TdH developed IEC material on trafficking. These were shared with other organizations to support advocacy. Plan International extended its anti-human trafficking project for another two years to focus on the disaster zone.

The CPWG TWG on anti-trafficking defined the following priorities May 2014:

- Finalize TOR – include IACAT, DOJ, police force, other actors
- Follow up on help desks – see if they are functional
- Conduct service mapping

**Theme 8: Access to Education**

**Pre-Crisis**

Compulsory free education is provided for under a government framework for all children until the age of 12 years old. 6 June 2011, the educational system changed to implement the following:

- Compulsory kindergarten
- Grades 3-6 will be part of elementary education as of 2017
- Junior High School includes grades 7 and 8 as of 2013
- Grades 9 and 10 will be part of Junior High School through 2015
- Grades 11 and 12 will be compulsory and comprise Senior High School as of 2016-2017.

Primary school attendance in the Philippines is 88% for boys and 89% for girls. Secondary school attendance is 55% for boys and 70% for girls. 39% of the population completed at least high school education (41%

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251 CPWG, Tacloban, the Philippines, 14 January 2014.
252 IOM.
253 CPWG Tacloban, the Philippines, MoM, 3 December 2013.
254 CPWG the Philippines, MoM 12 December 2013.
255 The Tribune.
females, 36% males).\textsuperscript{256}

Data from the Basic Education Information System (BEIS) and DSWD indirectly suggest that there were 3.3 million children in 2008 between the ages of five and fifteen who were not in school, and nationally representative survey data (APIS 2008) gave a slightly smaller figure of around 2.9 million, three-fifths of them, boys.\textsuperscript{257} The CSR for the 2012-2013 school year was 75% and 78% for elementary and secondary schools respectively (DepEd 2013/10/25).\textsuperscript{258}

The elementary completion rate (CompR), indicating pupils who enter elementary are able to complete their elementary education, has generally improved from 1991 to 2008 (73%).\textsuperscript{259}

Girls surpass boys in all education indicators. Higher primary completion rates for girls possibly reflect poor families sending boys to work to supplement household incomes,\textsuperscript{260} or that parents in rural areas transfer land holdings to sons (who are perceived to be better adapted to agro-activities) but invest in their daughters’ education. Boys consistently underperform at school, and have higher rates of juvenile delinquency. Reasons for dropout by boys appear to be varied, and include a lack of interest, or need to help raise their families’ income.\textsuperscript{261}

Despite free education, many children still fail to attend school because their families cannot afford learning materials, uniforms, meals and transportation. In addition, rural students often encounter difficulties accessing distant school locations. Children between the ages of 11 and 15 (the minimum age for work), fall out of the official framework and are particularly vulnerable to child labor. Increases in hazardous labor result in decreases in school attendance.\textsuperscript{262} Disrupted schooling exposes children to violence, sexual abuse, exploitation, early marriage, teenage pregnancy, street begging and human trafficking.\textsuperscript{263}

The 4Ps targets the need for children in school to earn income by supporting education costs and has reportedly resulted in the reduction of school drop-outs in Region VI.

Drop-out rates are not available for the 2012-2013 school year. However, the average figures for school years 2008-2012 are 6.24% for elementary and 7.75% for secondary schools.\textsuperscript{264}

**CWD**: As of 2011, four million Filipino children were registered as having at least one disability. Of the disabled population, only 2% were enrolled in school. The number of disabled school-age children consistently ranged between 0.9-1.4% across regions.\textsuperscript{265} Amongst the disabled children, dropout rates are high, partially because of access and discrimination. As dropping out of school limits employment

\textsuperscript{256} ACAPS, 21.
\textsuperscript{257} Global CPWG, CPiE Data Review, 21.
\textsuperscript{258} ACAPS, 35.
\textsuperscript{259} UNDP MDG: Achieve universal primary education.
\textsuperscript{260} ACAPS, 34.
\textsuperscript{261} References and statistics taken from the education section and food security section of the ACAPS Secondary Data Review January 2014.
\textsuperscript{262} ACAPS, 70.
\textsuperscript{263} Ibid., 33.
\textsuperscript{264} DepEd 2013/10/25.
\textsuperscript{265} ACAPS, 36.
opportunities, these issues have significant repercussions for disabled populations. Further, girls with disabilities are more prone to gender-based violence. At the secondary and post-secondary levels, sexual violence of girls with disabilities perpetrated by male children with disabilities is pronounced and a longstanding problem. Where teachers and school staff were involved, punitive action has rarely been pursued (PhilCoalition CRPD/PAHRA 2013/04/17).266

Emergencies: Following the typhoon in Quezon Province, students in San Francisco municipality were in favor of the school relocation due to its at-risk status for future disasters, though their parents against it, because the parents were concerned about the children having to travel to school in a different community and the loss of livelihoods associated with the relocation of a school.267 In the end, the students and families supported the school relocation via a community effort.

Post-Crisis
Schools in Haiyan-affected communities were used as displacement sites.

The MIRA I reported decreases in school attendance of between 50-78% in included domains in November 2013. By the time MIRA 2 was conducted in December 2013, the report identified that “child school attendance has improved considerably since the typhoon hit, with many 6 to 11 year-olds (76.4%) and 12 to 15 year-olds (74%) back in school. However, attendance varies across regions, with a larger proportion of children remaining out of school in Domain 1 compared to Domains 2 and 3, mostly the result of damaged buildings and school buildings being used as evacuation centers.”268

MIRA 2 findings indicated the following reasons for not attending school: 1) Damaged school building; 2) School used as shelter (for elementary) and for secondary (cannot afford); 15% of upper secondary students reported being out of school because they were working. The report notes “non-attendance amongst older children (16 and 17 year-olds) is in part reflexive of household income-earning challenges: Almost 20 percent of households reported that they can no longer afford the school expenses while just over 15 percent report that their children are not attending in order to seek work and contribute to family income. There is no significant difference in these findings for boys and girls.”

Early Childhood Care and Development is supported by Plan International, Save the Children, INTERSOS, and ChildFund, and a sub-cluster under the Education Cluster specifically focuses on ECCD issues. DSWD is the lead agency on ECCD rather than DepEd, though this is slated to change, with more DepEd support of ECCD curriculum in the future.

According to the Education Cluster, as of 4 December 2013, school attendance was 60-90% in Region VI. Region VIII included areas with 20% attendance or less, and many schools had not yet reopened.269 A small number of classes reportedly resumed 2-3 weeks after crisis onset in places such as Leyte and Tacloban.

266 Ibid.
267 Save the Children, Child Protection Situation Analysis, SB.
268 MCNA.
269 Education Cluster, Tacloban, the Philippines, MoM, 17 December, 1.
City. Upper secondary school students (aged 16-17) experienced the highest drop-out rates. The Department of Education was expected to conduct attendance monitoring together with divisional superintendents.270

In mid-December, children all spoke about the importance of education during consultations, and many had resumed classes through Temporary Learning Centers or in schools that were not damaged. Children in West and East Samar had not started school yet, while students in Iloilo in half-day classes said that these were insufficient. Children also reported receiving some school materials, but said that they needed more paper and crayons, a bag, shoes, uniform, and notebooks for more comprehensive back to school kits.271 In Leyte Province, older children (13-17) requested livelihoods activities and skills training during the wait for school classes to resume in December.272

The Education Cluster reported the following attendance data from DepEd in January 2014 (attendance from December 2013):

<table>
<thead>
<tr>
<th></th>
<th>Elementary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Samar</td>
<td>80.5%</td>
<td>91.4%</td>
</tr>
<tr>
<td>Leyte</td>
<td>53.0%</td>
<td>27.7%</td>
</tr>
<tr>
<td>Ormoc City</td>
<td>78.9%</td>
<td>80.9%</td>
</tr>
<tr>
<td>Samar</td>
<td>95.9%</td>
<td>55.6%</td>
</tr>
<tr>
<td>Tacloban City</td>
<td>39.6%</td>
<td>28.4%</td>
</tr>
<tr>
<td>Total</td>
<td>69.9%</td>
<td>41.3%</td>
</tr>
</tbody>
</table>

However, the data for Tacloban City and Leyte was reported to be updated to rates of 70-99%. Requests to DepEd to disaggregate data for males and females were made in January. In Guiuan, the superintendent conducted personal home visits to increase attendance. This was also launched in Palo in January 2014 but had not yet occurred in Tacloban City. Higher attendance in Guiuan was also possibly the result of materials and bunkhouses being established and distributed more quickly than in other urban centers. As of January 2014, there were reports of rain hindering school attendance (concurrent with Typhoon Agaton).273

Private schools reportedly faced electricity outages, and reported that 30% of students in 15 private schools transferred to Cebu or Manila for school as of 21 January 2014.

The official back to learning campaign occurred 6 January 2014, and for day care centers, 27 January 2014 led by DepEd, DSWD, and LGUs.274

As of 31 January 2014, ECCD sub-cluster members had commenced trainings with DSWD. In addition, tarps were distributed in Leyte to support daycare centers.275

270 ACAPS, 33.
271 Save the Children et al., 12.
272 Ibid., 14.
273 Education Cluster, Tacloban, the Philippines, MoM, 16 January 2014.
275 ECCD sub-cluster Tacloban, the Philippines, MoM, 31 January 2014.
As of February 2014, DSWD continued expressing need for a CFS or day care center in Palo bunkhouses, were there were 20 preschoolers.  

As of 3 March 2014, the education cluster determined that bad weather, lack of materials, displacement, and psychological issues were reasons for non-attendance. As of 10 March 2014, DepEd reported that 90% of students were back in school, though attendance was lower in high school.²⁷⁶ Two schools were still being used as evacuation centers in Tacloban City in March, while all others in Leyte had been closed.  

Access to education remained an issue in some areas of Western Leyte in March. Most child respondents said that education as the highest priority for all children within their communities, but attributed child labor as a primary factor restricting children’s access to education. Child respondents suggested a need for parent awareness initiatives so children could continue with their own studies.²⁷⁷ Children reported feeling stressed to remain at home and assist their families, either through income generating activities, or to look after younger siblings, especially when a parent was absent or otherwise unable. The majority of adult respondents said cost and school fees were the most significant obstacles for children’s enrolment at school.²⁷⁸  

A household survey conducted in Ormoc, Tacloban, and Estancia areas reported that the main barrier to accessing education is the inability to afford school supplies and tuition. Children choosing to work, ‘laziness’ and early pregnancy were also identified. It is further noted that children are taking more time to help at home since Yolanda, and thus have decreased school attendance in Tacloban and Ormoc areas.²⁷⁹ However, it was also noted that household chores are not necessarily considered a barrier because they normally occur after school or over weekends, and that children are expected to do chores.²⁸⁰ In addition, girls expressed fear about going to school alone, especially during strong winds. Children and youth expressed fear that they would not be able to go back to school.²⁸¹  

The survey found that 67% of school- aged children were attending school and 63.6% were registered.²⁸² Informants said that there were more out of school children, in particular out of school youth, since Yolanda and that financial constraints are consistently the cause for non-attendance.²⁸³  

Of the children not attending school, when asked what they do during the day the main answers were: on the streets, working in the rice fields, stay at home to play, look after brothers and sisters and cleaning the house.  

In April 2014, the CPWG outcome survey assessed that 24% of sites reported not having enough money to send children to school. Parents in 47% of sites said that they could not afford school, and 33% of children focus groups said that children need to work to support families.

²⁷⁶ Education Cluster Brief 10 March 2014.  
²⁷⁷ Save the Children Ormoc, 6.  
²⁷⁸ Ibid., 11.  
²⁷⁹ Save the Children MSA Final Report, 10-11.  
²⁸⁰ Ibid., 115.  
²⁸¹ Ibid., 39.  
²⁸² Ibid., 34.  
²⁸³ Ibid.
In April-May 2014, the Education Cluster worked with superintendents and DepEd to increase access to summer learning programs, particularly for children in bunkhouses. They found that most bunkhouse residents do not know where they will go in June.\textsuperscript{284} The Education Cluster reported that there are 500 children in bunkhouses who are not in school, mostly high school students.\textsuperscript{285}

CWD: A household survey conducted in March 2014 identified caregivers who “do not prioritize children with mental or physical disabilities to school because they don’t think they would do anything there.”\textsuperscript{286}

**Theme 9: Learning Environment**

**Pre-Crisis**

DepEd has a DRMO policy that allows for schools to be used as temporary shelter, based on policy, for no longer than seven days. However, it is acknowledged by DepEd that the length of time is often exceeded and that schools may be used as temporary shelters more than once a year and that they are often left unclean. DepEd calls for immediate temporary measures to take place if schools are used as shelters, such as TLS or holding outdoor classes. If classes have to be suspended, they are to be made up on weekends. DepEd notes the importance of involving students in recovery and management. Benefits reported by teachers are increased leadership experience and interest in disaster risk reduction, and increases in educational achievement for some children.\textsuperscript{287}

From 2000-2006, volcanic eruptions and earthquake damage on schools cost USD 1.279 million.\textsuperscript{288}

**Post-Crisis**

4,400 classrooms required total replacement and 12,400 classrooms were in need of partial repair following the typhoon.\textsuperscript{289} 1,999 damaged schools did not receive support through the Education Cluster.\textsuperscript{290} Region VIII schools suffered the largest proportion of destroyed (10%) and partially damaged (20%) classrooms.\textsuperscript{291} Region VIII had the highest proportion (32%) of damaged public elementary and secondary damaged schools, followed by Region VI (20%). In Eastern Samar, 73 day care centers were reported as totally damaged and 24 as partially damaged based on assessment in December 2013.\textsuperscript{292}

School division superintendents in Eastern Samar advised against teaching in classrooms with debris because the debris has caused injuries and related infections amongst children.\textsuperscript{293} All affected barangays in this province are accessible by road or sea, although there was much debris on the road.\textsuperscript{294}

\textsuperscript{284} Education Cluster, the Philippines, Snapshot April 2014.
\textsuperscript{285} Ibid.
\textsuperscript{286} Save the Children MSA Final Report, 35.
\textsuperscript{287} DepEd, 22.
\textsuperscript{288} Ibid., 16.
\textsuperscript{289} Education Cluster MoM, 17 December 2013, 1.
\textsuperscript{290} Education Cluster 3 Ws., 11.
\textsuperscript{291} ACAPS, 33.
\textsuperscript{292} Education Cluster MoM, 17 December 2013, 1.
\textsuperscript{293} UNICEF: Rapid Needs Assessment: Eastern Samar, 5.
\textsuperscript{294} UNICEF: Rapid Needs Assessment: Eastern Samar, 8.
As of November 2013, highlighted needs assessed through the MIRA 1 study were repairing school buildings, improving physical safety, recruiting teaching staff, and providing incentives to teachers. Other priorities expressed for re-establishing education included TLS, physical safety, school materials, PSS and school feeding.\(^\text{295}\)

The Department of Education provided appropriate designs for Temporary Learning Spaces (TLS) to be used by cluster partners.\(^\text{296}\)

As of 26 November 2013, DepEd planned to distribute 20,000 chairs, and reported that schools located 40 meters or less from the shoreline and considered to be in “no build zones” would be given a P50,000.00 budget per temporary classroom required.\(^\text{297}\)

As of mid-December, over 10,000 children benefited from 54 TLSs equipped with classroom tents, teaching materials, student kits and recreational materials. Additional TLS school tents with accompanying student and teacher materials, recreational materials, and early childhood materials were being constructed in 12 schools in Leyte, 24 schools in Eastern Samar and 6 schools in Western Samar.\(^\text{298}\)

A situation report based on DepEd data from mid-December provided the following figures for damaged schools:

- 2,537 schools, of which 2,210 (87%) are primary schools
- 13,021 partially damaged classrooms
- 4,599 fully damaged classrooms
- 921,232 affected students
- 28,663 teachers.\(^\text{299}\)

As of 31 January 2014, the Education Cluster reported an ongoing “dire need for tents.” In Leyte, no schools still hosted displaced families, as they received UNHCR tents. Eight schools in Tacloban City were still hosting families.

As of 3 February 2014, there was a request made to provide handwashing stations and comfort rooms for TLS and schools still required rehabilitation.

By 14 February 2014, the Education Cluster reported 2069 temporary learning spaces had been established. At that time, 2500 schools were reported damaged and 12,400 classrooms reportedly needed repairs, 4400 needed replacement. 500 day care centers were totally damaged and 2000 partially damaged.\(^\text{300}\) Eight schools were still being used as evacuation centers in Tacloban City, housing 902 families.\(^\text{301}\)

\(^\text{295}\) MCNA, 23.
\(^\text{296}\) Education Cluster MoM, 17 December, 1.
\(^\text{297}\) Education Cluster MoM, 26 November 2014
\(^\text{298}\) Education Cluster 17 December, 1.
\(^\text{299}\) ACAPS, 37.
\(^\text{300}\) Education Cluster 14 February 2014.
\(^\text{301}\) Ibid.
The WASH in Schools assessment was completed by February 2014. Education partners also have worked to develop strategies for flood mitigation in schools and disaster resilience of the education system.

Tent distribution and school supplies provision continued through 3 March 2014.

At the end of March, when asked about ongoing needs in Western Leyte, the most common response discussed education, including the need for school supplies and school repairs reported as the highest priority. Specific concerns mentioned were about children’s safety due to debris in schools and shelters.

As of April 2014, 3943 TLS were established and 2650 schools were supported across Region VI and VIII. 25 schools reported damage and 2500 day care centers were still damaged or destroyed.

**Theme 10: Teaching and Learning**

*Pre-Crisis*

For the 2012-2013 school year, the teacher-student ratio in public schools was 1:36 for elementary schools and 1:35 for secondary schools. More than 1 million primary school students were taught in combination (2 different levels taught concurrently in the same classroom) and multi-grade (3 or more different levels) classes, principally in poor and sparsely populated areas with indigenous peoples. As of 2009, the average textbook-student ratio for public primary and secondary schools was 1:1.

In the Philippines, the CRC voiced concerns over the lack of legislation with regard to the prohibition of corporal punishment. A law was proposed in 2010.

The DepEd ESS highlights the following seven priorities for disaster preparedness in schools:

1. Increased disaster resilience of infrastructure system
2. DRRM and CCA assessment, mapping and analysis
3. Increased awareness and capacity of community
4. Establish DRRM Offices
5. Response Planning, Policies and Systems
6. Damage assessment and deeds

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302 Ibid.
303 Save the Children Ormoc, 10.
304 Save the Children MSA Final Report, 10-11.
305 Education Cluster, Education Snapshot April 2014.
306 ACAPS, 34.
7. Temporary shelter addressed

Post-Crisis
In November 2013, MIRA 1 reported that the highest proportion of households required repairing schools, physical safety of students, school materials, psychosocial support, and school feeding.

Early in the response, partners launched Food- and Cash-for-Work initiatives in support of education, including the rehabilitation of damaged schools. The distribution of educational materials including the provision of Early Childhood Development (ECD) kits, school-in-a-box, recreational kits, teaching and learning materials and other educational equipment were distributed in Region VI and Region VIII. 550,000 students (out of 1.4 million in affected areas) were targeted to receive learning materials (74% achieved as of February). 10,000 teachers (out of 27,164 education staff) were targeted for receiving teaching and learning materials (49% achieved) and to be trained on at least one emergency-related topic (9% achieved).

In January 2014, plans to harmonize PSS trainings began between the MHPSS and Department of Health, to be implemented in schools as well. However, the Education Cluster expressed concern that these trainings would not reach OOSC.

By 14 February 2014, the Education Cluster reported reaching 435,000 children ages 3-17 with provision of learning materials. By 10 March 2014, 460,000 children had received learning materials. Catch up classes were being implemented as of 10 March 2014.

As of April 2014, 417,036 children in Region VIII and 96,999 children in Region VI received learning and recreational materials.

Theme 11: Education Personnel

Post-Crisis
As of 10 March 2014, teacher training activities had commenced and were continuing over the summer (April-June).

Over 700 teachers and day-care workers have been trained on psychosocial support.
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