



**PHILIPPINES'**

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**COMPREHENSIVE NATIONAL  
JUVENILE INTERVENTION PROGRAM  
2018-2022**



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JUVENILE INTERVENTION PROGRAM  
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Juvenile Justice and Welfare Council  
Republic of the Philippines  
2017

*with support from*





## ACRONYMS

<b>BCPC</b>	Barangay Council for the Protection of Children
<b>BJMP</b>	Bureau of Jail and Management Penology
<b>CAR</b>	Children at risk
<b>CFLGA</b>	Child-Friendly Local Governance Audit
<b>CHED</b>	Commission on Higher Education
<b>CHR</b>	Commission on Human Rights
<b>CICL</b>	Children in conflict with the law
<b>CLJIP</b>	Comprehensive Local Juvenile Intervention Program
<b>CNJIP</b>	Comprehensive National Juvenile Intervention Program
<b>CRC</b>	Convention on the Rights of the Child
<b>CWC</b>	Council for the Welfare of Children
<b>C4D</b>	Communication for Development
<b>DepEd</b>	Department of Education
<b>DSWD</b>	Department of Social Welfare and Development
<b>DILG</b>	Department of Interior and Local Government
<b>DOJ</b>	Department of Justice
<b>DOJ-NPS</b>	Department of Justice - National Prosecution Service
<b>DOLE</b>	Department of Labor and Employment
<b>DTI</b>	Department of Trade and Industry
<b>ERPAT</b>	Empowerment and Reaffirmation of Paternal Abilities
<b>FGD</b>	Focus group discussions
<b>IJISC</b>	Intensive Juvenile Intervention and Support Center
<b>IRA</b>	Internal Revenue Allotment
<b>JJWA</b>	Juvenile Justice and Welfare Act
<b>JJWC</b>	Juvenile Justice and Welfare Council
<b>LCPC</b>	Local Council for the Protection of Children
<b>LGU</b>	Local government unit
<b>LSWDO</b>	Local Social Welfare and Development Office
<b>NEDA</b>	National Economic Development Authority
<b>NGOs</b>	Nongovernmental organizations
<b>NJJW-MIS</b>	National Juvenile Justice and Welfare Management Information System
<b>NPAC</b>	National Plan of Action for Children
<b>NYC</b>	National Youth Commission
<b>PAO</b>	Public Attorney's Office
<b>PIA</b>	Philippine Information Agency
<b>PNP</b>	Philippine National Police
<b>PNP-WCPC</b>	PNP - Women and Children Protection Center
<b>PNP-WCPD</b>	PNP - Women and Children Protection Desk
<b>POPCOM</b>	Commission on Population
<b>RRCY</b>	Regional Rehabilitation Centers for Youth
<b>RJJWC</b>	Regional Juvenile Justice and Welfare Committee
<b>TESDA</b>	Technical Education and Skills Development Authority
<b>UNICEF</b>	United Nations Children's Fund

## DEFINITION OF TERMS

**ADVOCACY** — a strategy that aims to influence decisions within political, economic, and social systems and institutions of a government at different levels or any institution for that matter. It is usually done by a group of “advocates,” and it includes many activities such as conducting research, issuing press releases, organizing press conferences, media campaigns, and public speaking or lobbying with legislators or policy makers.

**AWARENESS RAISING** — a process of providing information to individuals, groups, or communities designed to increase the level of knowledge of the target on specific topics of interest, which is usually associated with behavioral change or adoption of new desirable practices such as breastfeeding, proper nutrition, handwashing, etc.

**CAPACITY BUILDING** — the process of equipping individuals or groups with the knowledge, information, skills, and attitudes that enable them to perform specific tasks effectively and efficiently toward the attainment of specific objectives or desired results. Aside from training, capacity building can be done through coaching, mentoring, on-the-job training, apprenticeship, field exposure, exchange visits, reading, online studies, etc.

**CAREGIVER** — a paid or unpaid person who provides care and protection to a child and is expected to pay attention to the needs of the child in the house. A caregiver may be the mother, father, older sibling, grandmother, housemaid, or any relative of the child.

**CASE MANAGEMENT** — the monitoring and providing of appropriate services to a person in need of social support. A case manager is the person responsible for this intervention. He/

She is usually a registered social worker of the government or a responsible nongovernmental organization.

**CHILD** — a person below 18 years of age or older but unable to fully take care of themselves or protect themselves from abuse, neglect, cruelty, exploitation, or discrimination because of a physical or mental disability or condition.

**CHILD ABUSE** — any threat or violent interaction of physical, psychological, or sexual nature that may cause physical or psychological harm to a child. It includes neglect and withholding essential aid, medical care, and education. Sexual, mental, and physical abuses are forms of physical violence. The other types of child abuse other than physical violence include bullying or peer violence, cyber violence, dating violence, forced consummated sex, and collective violence.

**CHILDREN AT RISK** — children who are vulnerable or at risk of behaving in a way that can harm themselves or others, or are vulnerable and at risk of being pushed and exploited to come into conflict with the law because of personal, family, and social circumstances.

**CHILDREN IN CONFLICT WITH THE LAW** — persons under 18 years of age who are alleged, accused, or adjudged to have committed an offense under Philippine laws.

**CHILD PROTECTION** — an act of preventing and responding to violence, exploitation, and abuse against children including commercial sexual exploitation, trafficking, child labor, and harmful traditional practices such as female genital mutilation/cutting and child marriage.

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**CHILD PROTECTION POLICY** — a statement of commitment to safeguarding children from harm and that which makes clear to all what is required in relation to the protection of children. It helps create a safe and positive environment for children and show that the organization is seriously taking its duty and responsibility of taking care of children.

**CHILD PARTICIPATION** — children taking part or playing a role in a process at their level in accordance to their evolving capacities, thinking for themselves, expressing their views effectively, and acting in a positive way with other people, among others. It also refers to involving children in decision-making on matters that affect their lives, the lives of the community, and the larger society in which they live.

**DEMAND SIDE** — the users of services or the program “recipients” or “beneficiaries.” It can also refer to the individuals, households, and communities or those who are targets of service delivery, advocacy, education, and awareness-raising activities or community organizing.

**DIVERSION** — an alternative and child-appropriate process of determining the responsibility and treatment of a child in conflict with the law based on his/her social, cultural, economic, psychological, and educational background without resorting to formal court proceedings.

**ENABLING ENVIRONMENT** — a set of interrelated conditions, such as legal, organizational, fiscal, informational, political, and cultural, that impact on the capacity of development actors, such as civil society organizations, to engage in the development

processes sustainably and effectively.

**GENDER-BASED VIOLENCE** — acts of violence against women and girls based on women and girl’s subordinate status in society. It involves any act or threat by men or male-dominated institutions that inflict physical, sexual, or psychological harm on a woman or girl because of her gender. It also includes physical, sexual, and psychological violence, such as domestic violence, sexual abuse including rape and sexual abuse of children by family members, forced pregnancy, sexual slavery, and traditional practices harmful to women.

**INTERVENTION** — a series of activities that are designed to address issues that cause children to commit offenses. It may take the form of individualized treatment such as counseling, skill training, alternative learning, education, rehabilitation, or reintegration into families.

**JUVENILE JUSTICE AND WELFARE SYSTEM** — a system of dealing with children at risk and children in conflict with the law, which provides child- appropriate proceedings, including programs and services for prevention, diversion, rehabilitation, reintegration, and aftercare, to ensure the child’s normal growth and development.

**LIFE SKILLS EDUCATION** — a method used for children and young people to promote their personal and social development, build their capacity to make daily decisions, prevent health or social problems, and protect them from possible abuse, violence, or injury.

**LOCAL COUNCIL FOR THE PROTECTION OF CHILDREN** — an interagency and multisectoral

## DEFINITION OF TERMS

institutional mechanism in all levels of local government units that serve as child rights advocates and are in charge of planning, monitoring and implementing local development plans for children, which are designed to ensure the protection and safety of the children in the locality.

**LOCAL DEVELOPMENT PLAN** — a document that contains the deliberate, rational, and continuous effort of the local government unit, with the active participation of the community, to accelerate its process of development and growth by optimizing the use of local resources. It is directed toward making public services, public spaces, and infrastructures available to the constituency.

**LOCAL INVESTMENT PROGRAM** — a planning tool used in implementing the comprehensive local development plan. It is a multilayered listing of programs and projects with cost estimates and fund sources.

**OFFENSE** — any act or omission whether punishable under special laws or the Revised Penal Code, as amended.

**PARENTING** — the process of promoting and supporting the physical, emotional, social, financial, and intellectual development of a child from infancy to adulthood. Also known as child rearing, it refers to the aspects of raising a child, along with all the responsibilities and activities involved in it.

**PARTNERSHIP** — the process of building coordination, cooperation, or collaboration with other agencies, institutions, communities, groups of people, or certain individuals with the aim of working together and joining forces or combining resources toward a common goal.

**PERSONAL SAFETY LESSONS** — lessons designed to protect children from any form of manipulation including bullying and abuse, particularly sexual abuse. It is a violence prevention program that empowers children to take part in their protection by giving information and skills within their culture and religion.

**POSITIVE DISCIPLINE** — a nonviolent approach to parenting or teaching that educates children and guides their behavior while respecting their rights to healthy development, protection from violence, and participation in their learning.

**POSITIVE PARENTING** — a method of parenting for parents who want to discipline their kids without breaking their spirit. It is a method that focuses on developing a strong and deeply committed relationship between parents and children with communication and mutual respect as foundations. Positive parenting focuses on teaching children not only what they should do but also why they should do such actions. Through this method, children are taught to have self-control.

**REHABILITATION** — the process of rectifying or modifying a child's negative attitude and behavior. It enables the child to change such behavior into something positive and acceptable within his/her family and community.

**REINTEGRATION** — the process of facilitating the acceptance of CICTL back to his/her family or community where the victim's and community's wounds are healed and where the previous relationships are restored.

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**SUPPLY SIDE** — service delivery inputs, such as human resources, supplies, infrastructure, facilities, and equipment provided on the basis of formal sectorial planning. It can also include the service delivery system and service providers, technical planners, and managers.

**SOCIAL WORKER** — a professional who is duly licensed/registered to practice social work in the Philippines in accordance with R.A. No. 4373.

**THEORY OF CHANGE** — an approach or model used for strategic planning or program and policy planning to identify the current situation (in terms of needs and opportunities), the intended situation, and what needs to be done to move from one to the other. This theory can help design more realistic goals, clarify accountabilities, and establish a common understanding of the strategies to be used to achieve goals.

**VIOLENCE AGAINST CHILDREN** — is defined as “physical maltreatment, emotional abuse, sexual abuse, neglect or negligent treatment, or commercial and other forms of exploitation, resulting in actual or potential harm to the child’s health, survival, development or dignity in the context of a relationship of responsibility, trust, or power”

## FOREWORD

The Comprehensive National Juvenile Intervention Program (CNJIP) 2018–2022 is an interagency and multisectoral action plan of the Philippine government of which goal is to protect and promote the rights and welfare of the country’s children at risk (CAR) and children in conflict with the law (CICL). It primarily aims to prevent CAR from committing crimes and ensure that CICL are rehabilitated and reintegrated into their families and communities. It is also meant to institutionalize a restorative justice and welfare system for CAR and CICL by encouraging and strengthening institutional partnerships.

This five (5)-year comprehensive plan, which is aligned with the third National Plan of Action for Children (NPAC) and the United Nations’ Sustainable Development Goals (SDGs), is the concrete expression of the mandate of the JJWC to coordinate, oversee, and monitor the implementation of the Juvenile Justice and Welfare Act (JJWA) or R.A. No. 9344, as amended. Moreover, the CNJIP is the resulting document of the 2017 Situational Analysis on CICL and CAR in the Philippines of which conclusions and recommendations were translated into concrete programs and actions with specific targets, responsible agencies, budget allocation, and basis for monitoring and evaluation for the next five (5) years.

The CNJIP, together with the 2017 Situational Analysis on Children in Conflict with the Law and Children at Risk in the Philippines, aims to guide the Council, its partner agencies, duty-bearers, and other stakeholders in the next five (5) years in rendering the provisions of the JJWA into relevant, effective, efficient, and sustainable programs that will protect the rights of CICL and prevent children from violating state laws and committing offenses. In line with this goal, a monitoring and evaluation mechanism has been put in place to ensure that the strategic interventions and key activities herein are efficiently and effectively implemented.

## MESSAGE

The Juvenile Justice and Welfare Act (R.A. No. 9344, as amended), which embodies the promotion and protection of the welfare of children at risk (CAR) and children in conflict with the law (CICL) in the country, entails collaboration among government agencies, duty-bearers, and stakeholders. The Comprehensive National Juvenile Intervention Program (CNJIP) for 2018–2022 puts this stance into practical application as it details the contributions of each agency in the country in addressing the needs of these children.

There have been numerous success stories detailing the transition of former CAR and CICL into responsible and contributing citizens of the country. Many children, who were former street children or have previously committed offenses, have been reinstated and became praiseworthy Filipinos who contribute to the growth of the nation. Their stories legitimize the claim that, if that these children are given appropriate interventions and necessary support from their families and communities, they can be expected to transform. With the CNJIP, our hope and confidence are strengthened that, through interagency collaboration in providing programs on the personal, family, and community levels, the best interest of our country's CAR and CICL will be pursued.

I hope that all the proposed programs and activities identified herein will all be fulfilled and, consequently, ease the situation of CAR and CICL in the country, which is this document's ultimate aim. Through the agencies' commitment, I am confident that the implementation of the Juvenile Justice and Welfare Act will now further and achieve new heights in promoting and protecting the rights of our CAR and CICL.

**UNDERSECRETARY HOPE V. HERVILLA**

Officer in Charge

Alternate Chairperson, Juvenile Justice and Welfare Council  
DSWD Undersecretary for Operations and Programs (Protective)

## MESSAGE

The United Nations Committee on the Rights of the Child, in its General Comment No. 10 on Juvenile Justice explains the core elements of a comprehensive policy on juvenile justice. These elements are: prevention of juvenile delinquency, interventions/diversion, age of children in conflict with the law, the guarantees for a fair trial, deprivation of liberty, including pretrial detention and post-trial incarceration, and other measures such as the non-imposition of the death penalty. The Comprehensive National Juvenile Intervention Program (CNJIP) 2018–2022 contains all of these elements, making it a truly broad and inclusive plan for achieving children’s rights in juvenile justice.

The Philippines has already taken a progressive leap when it enacted the Juvenile Justice and Welfare Law in 2006. A comprehensive national juvenile intervention plan is mandated by this law to ensure its full implementation. It is not only in line with domestic law and international law found in the UN Convention on the Rights of the Child (UN CRC), but is also consistent with the Sustainable Development Goals (SDGs), particularly Goal 16. The fulfillment of commitments in the UN CRC but also the SDGs is a shared objective by UNICEF, the Philippine government, and all valuable stakeholders involved.

We commend the Juvenile Justice and Welfare Council (JJWC) and all those who contributed to the formulation of the CNJIP. As we have supported the formulation of the Plan, UNICEF Philippines in our own current Country Programme Cycle 8 (2019-2023), will continue to support the full implementation of the CNJIP and agrees with its overall goal toward the “[r]eduction of the number of new cases of CICL and the rehabilitation and integration of CICL into their families and communities by 2022.” UNICEF remains an unwavering partner of JJWC in our common vision of providing a better rights environment for every child.

**MS. LOTTA SYLWANDER**  
Representative, UNICEF Philippines

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The Comprehensive National Juvenile Intervention Program (CNJIP) 2018–2022 is a multisectoral and interagency response plan of the Philippine government, its partner agencies, and the civil society toward the goal of reducing the number of new cases of children at risk (CAR) and rehabilitating and reintegrating children in conflict with the law (CICL) into their families and communities.

The CNJIP is part of the government’s overall commitment to building an enabling environment that respects, protects, and fulfills the rights of all children in the country. It also reflects the government’s recognition of the children’s right to survival, development, protection, and participation, as well as children’s right to attain their full potentials, as enshrined in the Convention on the Rights of the Child (CRC).

Moreover, the CNJIP is a concrete expression of the mandate of the Juvenile Justice and Welfare Council (JJWC) to coordinate, oversee, and monitor the implementation of the Juvenile Justice and Welfare Act (JJWA) or R.A. No. 9344, as amended, through its member agencies. The Council envisions a society that promotes and protects the rights of CAR and CICL under a restorative justice and welfare system.

Establishing a Restorative Justice and Welfare System for CAR and CICL resonates strategically well with Goal 16 of the Sustainable Development Goals (SDGs), which commits UN member states to promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective and accountable institutions at all levels.

At the domestic level, the CNJIP is aligned with the Philippines’ third National Plan of Action for Children (NPAC) 2017–2022 as it contributes to NPAC Goal No. 3, that is, “Children are safe and free from violence, abuse, neglect, and exploitation.” In particular, the CNJIP is directly responsible for the realization of Outcome 11.3, that is, “A restorative justice and welfare system for CAR and CICL through the effective implementation of the law and coordination among stakeholders in a protective and enabling environment is institutionalized.”

The CNJIP is a product of the collective efforts of government agencies and institutions, local and international nongovernmental organizations (NGOs), civil society organizations, faith-based organizations (FBOs), professional groups, the academe, and the private sector, along with the coordination of the JJWC Secretariat. It builds on the experiences, lessons learned, and continuing challenges in enforcing R.A. No. 9344, as amended by R.A. No. 10630, and implementing the JJWC Strategic Plan 2015–2017.

Designed as a comprehensive program for CICL, the CNJIP recognizes the multifaceted risk factors that cause children to commit offenses, as well as the corresponding multilevel, multidisciplinary, and multiagency responses required to rehabilitate them completely and prevent them from recommitting offenses. The program promotes intersectoral linkages and proactive synchronization

of different efforts, capacities, and resources to bring forth a more significant impact on the goal of reducing the new incidence of offenses among children.

The CRC Committee has emphasized the need to put mechanisms in place for diversion and/or alternatives to pre- and posttrial detention for CICL in almost all of its recent reports related to the East Asian and Pacific Island countries. The CNJIP articulates how the Philippines, through the JJWC and its regional counterparts, will strategically engage the stakeholders and duty bearers to comply with this recommendation.

The CNJIP directly and appropriately addresses the findings of the “2017 Situation Analysis on Children at Risk and Children in Conflict with Law,” particularly the identified risk factors in the family and community that cause children to commit offenses. It consistently takes into account the challenges and gaps as it thoroughly responds to the specific recommendations proposed by the Situation Analysis (SitAn).

In the CNJIP, the recommendations from the SitAn are translated into concrete actions, with specific targets, particular agencies responsible for these actions, and budget allocation for some of these actions in the next five (5) years. The program also provides a basis for the measurement of performance and program evaluation later on, with specific indicators broken down by year.

Focus group discussions (FGDs) were undertaken with CICL in Regional Rehabilitation Centers for Youth in 16 regions across the country to formulate the SitAn. The activities were designed to listen to the “voices of children” and to provide them an opportunity to express their opinion and sentiments on the manner by which their cases were managed by authorities. These FGDs were also venues where the children could discuss their current situation and aspirations, as well as their recommendations to the government on juvenile interventions, that is, from prevention to aftercare and reintegration, which they believe to be responsive and effective.

The primary users of the CNJIP are the member and coordinating agencies of the JJWC, Regional Juvenile Justice Welfare Committees (RJJWCs), and local government units (LGUs), particularly those that implement the interventions and activities designed to realize the provisions of the JJWA from the local to the national levels. It can also serve as a guide for policy makers, planning officials, monitoring and evaluation specialists, researchers, civil societies, members of the academe, professional organizations, and donors who may wish to support specific interventions of the five (5)-year program.

### *Structure of the CNJIP*

The CNJIP document contains nine (9) sections described as follows.

**Section 1** explains what the CNJIP is all about, what it does in relation to the goal of reducing the number of cases of CICL, as well as rehabilitating and reintegrating CICL into their families and communities, its purpose, uses, and users.

**Section 2** describes the historical background of the CNJIP, the process of developing the document, and the participants who took part in such a process.

**Section 3** summarizes the conceptual and legal basis for the development of the CNJIP from the global, regional, and national perspectives.

**Section 4** presents the summary of the 2017 National Situation Analysis on CAR and CICL as the basis for the desired goals, outcomes, and outputs of the CNJIP.

**Section 5** explains the theory of change (ToC) depicting the “pathways” and “result chain” that show how the goal of the CNJIP will be comprehensively and systematically achieved.

**Section 6** presents the “result matrix” that shows the logical sequence of the desired results of the CNJIP in terms of impact goal, outcome, outputs, and the activities and interventions that will be undertaken by JJWC member agencies and partners to realize the program’s intended results.

**Section 7** elucidates the institutional arrangement that will guide the member agencies of the JJWC in harmonizing the required efforts and resources at different levels and coordinating the implementation and monitoring of CNJIP’s various activities and interventions.

**Section 8** explains the monitoring and evaluation mechanism that will be developed to ensure that the CNJIP implementation is periodically tracked, and there will be mid- and end-term evaluation of the whole program.

### *Domestic Legal and Policy Framework*

Section 9 of R.A. No. 9344, as amended by R.A. No. 10630, requires the JJWC to periodically develop a comprehensive three (3)- to five (5)-year national juvenile intervention program, with the participation of government agencies concerned, NGOs, and youth organizations.<sup>1</sup> The same provision of the law requires the JJWC to coordinate the implementation of the juvenile intervention programs and activities by national government agencies and other activities that may be essential to the success of the entire national juvenile intervention program. R.A. No. 9344, as amended, also requires all programs related to juvenile justice and welfare to be adopted in consultation with the JJWC.<sup>2</sup>

R.A. No. 9344, as amended, also requires that a comprehensive juvenile intervention program that covers at least a three (3)-year period be instituted in LGUs from the barangay level to the provincial level.<sup>3</sup> The same provision further states that such comprehensive juvenile intervention programs at the LGU level shall be implemented consistent with the national program formulated and designed by the JJWC. In line with these provisions, the local governments are urged to develop their respective comprehensive local juvenile intervention program (CLJIP). The CLJIP is an aggregate of intervention programs implemented at the barangay, municipal, city, and provincial levels that are designed to: 1) promote the physical and social well-being of children; 2) prevent them from being in conflict with the law; and 3) from recommitting acts that will place them in such conflict. Meanwhile, under R.A. No. 9344, as amended, the RJJWCs are required to assist in developing the comprehensive three (3)- to five (5)-year local juvenile intervention program, with the participation of concerned LGUs, NGOs, and youth organizations within the region, and monitor its implementation.<sup>4</sup> They are also responsible for coordinating the implementation of the juvenile intervention programs and activities of national government agencies, as well as other activities, within the region.<sup>5</sup>

The Revised Implementing Rules and Regulations (RIRR) of R.A. No. 9344, as amended, further discuss the development process, the CNJIP framework, and the requirements of the CNJIP. The RIRR states that the CNJIP shall embody a detailed strategy to realize the objectives of R.A. No. 9344, as amended, on intervention and prevention of offenses committed by children,<sup>6</sup> and as well as serve as a guide to all government agencies, LGUs, and NGOs in the formulation and implementation of their respective juvenile intervention programs and policies related to juvenile justice and welfare.<sup>7</sup>

<sup>1</sup> Sec. 9 (d) of R.A. No. 9344 as amended

<sup>2</sup> Sec. 9 (e) of R.A. No. 9344 as amended

<sup>3</sup> Sec. 18 of R.A. No. 9344 as amended

<sup>4</sup> Sec. 9-A (c) of R.A. No. 9344 as amended

<sup>5</sup> Sec. 9-A (d) of R.A. No. 9344 as amended

<sup>6</sup> Rule 23 (a) of the RIRR of R.A. No. 9344 as amended

<sup>7</sup> Rule 23(b) of the RIRR of R.A. No. 9344 as amended

## *International Legal and Policy Framework*

Programs for CICL should be rights based and in accordance with not only domestic laws but also international legal standards and policies. Hence, the development of the Philippine’s CNJIP 2018–2022 ensures that the rights of CICL, as guaranteed under the United Nations (UN) CRC, which was ratified by the Philippines in 1990, are promoted and fulfilled through juvenile intervention programs and policies. The five (5)-year CNJIP also ensures that policies and programs are consistent with international guidelines and standards on juvenile justice such as the UN Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), the UN Guidelines for the Prevention of Juvenile Delinquency (Riyadh Guidelines), and the UN Model Strategies and Practical Measures on the Elimination of Violence against Children in the Field of Crime Prevention and Criminal Justice.

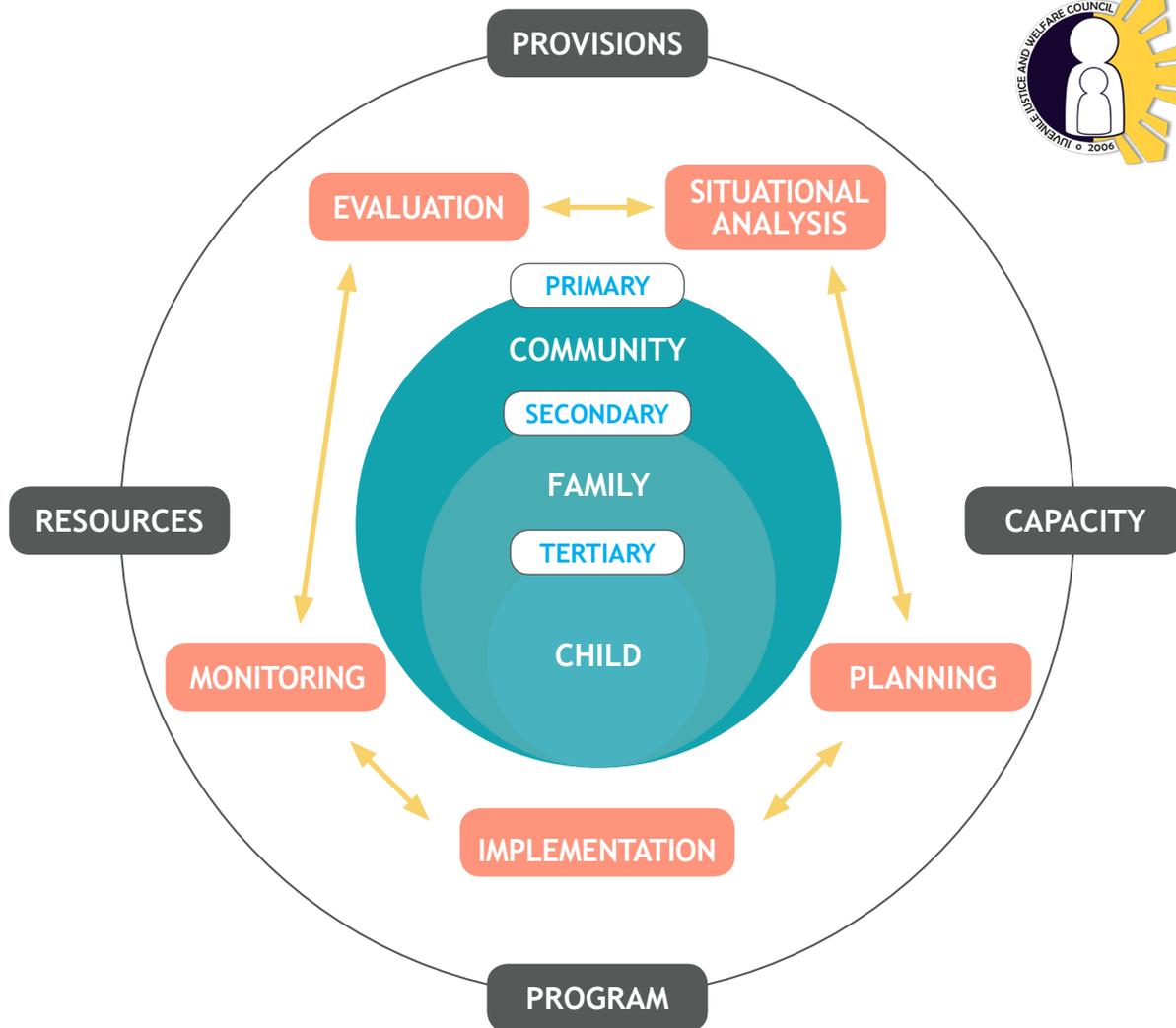
The expected results of the CNJIP 2018–2022 shall also contribute to the achievement of the SDGs, particularly SDG 16, of which objective is to promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels. In particular, the CNJIP 2018–2022 shall contribute to the achievement of SDG 16.2, that is, to end abuse, exploitation, trafficking, and all forms of violence against and torture of children, and of SDG 16.3, that is, to promote the rule of law at the national and international levels and ensure equal access to justice for all.

## *Conceptual Framework*

In 2007, the JJWC adopted the CNJIP Framework, a rights-based and child-centered framework developed by the Department of Social Welfare and Development (DSWD), the chair of the JJWC. From 2012 to 2015, the CNJIP Framework was localized in seven (7) pilot LGUs. As a result of the successful localization of the CNJIP Framework, the JJWC, through the Department of the Interior and Local Government (DILG), issued a set of guidelines (DILG MC No. 2016-068 Guidelines for LGUs on the Development of CLJIP) to all LGUs on how to craft their CLJIP.

The CNJIP Framework ensures that policies, strategies, and courses of action proposed in this document conform with certain key principles to be fully responsive to the needs of the juveniles. The said principles in the administration of Juvenile Justice and Welfare under R.A. No. 9344, as amended, include but are not limited to the following:

1. Proposed policies, strategies, and courses of action must be age specific;
2. They must also be gender sensitive and responsive to each gender’s specific needs;
3. Proposed policies, strategies, and courses of action must be culturally sensitive, in consideration of the different ethnic, religious, and cultural backgrounds of young Filipinos;
4. They must also be based on, and adherent to, human rights; and
5. They must incorporate the principle of restorative justice.



**Figure 1. CNJIP Framework**

As a child-focused framework, the CNJIP always puts the child at the center of the program, ensures the protection of their rights, and prevents them from conflicting with the law. As you can see in the illustration (see green part), the child is surrounded by his/her family, and said family belongs to a community. These three (3) systems are interrelated, and they affect one another.

The child, family, and community are embedded within the three (3) levels of interventions, namely, primary, secondary, and tertiary. These interventions are not hierarchical but are interlinked with each other to address the needs and problems of the family and community so that the full development or rehabilitation of the child can be achieved. Therefore, the interventions may occur individually or in combinations at a time to address the different concerns of the child, the family, and the community and prevent the child from being at risk and in conflict with the law.

Moreover, the intervention program goes through a program management cycle (see orange part), that is, from understanding and analyzing the situation of the child within the family and

community to planning, implementation, and systematic and periodic monitoring and evaluation of intervention programs.

At the same time, providing intervention takes cognizance of the timing and length of program provision (see blue part); the capacity of the decision-makers, program planners, and duty bearers; and the resources needed, such as time, personnel, logistics, and funding, to ensure the successful management and implementation of the program or the CNJIP.<sup>8</sup>

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<sup>8</sup> The CNJIP Framework developed by the DSWD and adopted by the JJWC in 2007

# 3

## PROCESS OF DEVELOPING THE CNJIP

Under the leadership of the National Secretariat of the JJWC, the CNJIP was collectively developed by the member agencies of the Council, coordinating and other partner government agencies and institutions, local and international NGOs, civil society organizations, FBOs, and other stakeholders. The participation of child and youth sector representatives and CICL was also ensured in the process.

In May 2017, the National Secretariat of the JJWC conducted a series of workshops among 17 RJJWCs across the country. The 17 committees were clustered into four (4) groups that made up the four (4) sets of workshops. Through these workshops, the RJJWCs were able to craft their respective Regional Situation Analyses on CICL and their 2018–2022 Comprehensive Regional Juvenile Intervention Program (CRJIP). The drafts were substantiated through FGDs among CICL committed within DSWD-run Regional Rehabilitation Centers for Youth in different regions. Through the FGDs, the children were able to express their sentiments about how they were handled by authorities and recommended ways to improve the process of managing CICL.

Upon review and validation of RJJWCs, the CRJIPs were finalized and submitted to the National Secretariat of the JJWC. The consolidation of goals, objectives, and strategic interventions and activities from CRJIPs served as bases for drafting the CNJIP by the National Secretariat of the JJWC. A national workshop was then held among the member agencies of the JJWC and other stakeholders to validate the drafted CNJIP.

The participants of the national workshop consisted of social workers, police officers, lawyers, planners, monitoring officers, youths, prosecutors, health professionals, NGO workers, academicians, nongovernmental agencies, and representatives from the Public Attorney’s Office (PAO), Department of Justice (DOJ), Commission on Human Rights (CHR), Department of Interior and Local Government (DILG), Department of Education (DepEd), Liga ng Mga Barangay sa Pilipinas (LnB), National Economic Development Authority (NEDA), Philippine Information Agency (PIA), National Youth Commission (NYC), PNP-Women and Children Protection Desk (PNP-WCPD), Regional Council for the Welfare of Children (RCWC), DSWD, BJMP, and League of Municipalities.

The CNJIP was guided by the principles of results-based management and ToC, which served as the planning tools in crafting the national program for CICL. Working reversely, the participants collectively agreed first on the national goals of the program for 2018–2022 based on the drafted national situation analysis of CICL. From the national goals, the participants identified the conditions or outcomes necessary to attain the goals or intended impact results for CICL. They consequently identified the outputs necessary to achieve the outcomes. It was from this “pathway to change” that the participants enumerated the required activities and interventions to produce the expected outputs, which, in turn, will lead to the achievement of the necessary outcomes, thus ultimately leading to the attainment of the desired goals (impact results) of the CNJIP. Through this multistage process, the participants developed the ToC diagrammatic structure for CICL.

The development of the ToC diagrammatic structure for CICL allowed the participants to draft

the result matrix for the CNJIP with strategic interventions, responsible agencies, and indicative budget/source.

The National Secretariat of the JJWC worked further to enhance the drafted CNJIP in a mini-workshop before it was presented to the Council Members of the JJWC for final review, comments, and approval.

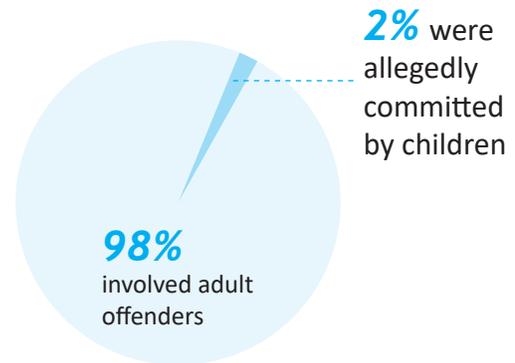
All workshops were undertaken in a manner that encouraged high participation and ensured the generation of results. Interactive processes were used to engage the participants meaningfully, develop among them a sense of ownership of the CNJIP, and generate from them a sustainable commitment toward the full and meaningful implementation of the plan.

# 4

## SUMMARY OF THE 2017 NATIONAL SITUATION ANALYSIS OF CAR AND CICL

### Extent and Scope of CICL

Police records show that there were 6,044 CICL during the first half of 2017. Children who are more inclined to commit crimes are those from the 15–18 age range. Boys are more likely to commit offenses than girls. Across the country, the most common types of violations reported to the police in 2016 were crimes against properties. The number of CICL appears to be increasing through the years. However, contrary to a popular notion, it is not true that many children are now committing crimes. Of the total crimes recorded in recent years, only less than 2% were allegedly committed by children and more than 98% involved adult offenders.



Despite restrictions from R.A. No. 9344, **many CICL are still kept in regular jails and detention facilities with adult detainees.** There are significantly more boys than girls in Philippine jails. Children with suspended sentence are accommodated in Regional Centers for Children and Youth (RCCY).



### Risk Factors that Cause Children to Commit Offenses

Children are more likely to commit offenses because of unfavorable conditions in their family and immediate environment.



Most of CICL come from low-income families. The most common types of offenses for which children were arrested were related to poverty.

The lack of parenting skills of their parents or guardians is a major cause of children’s susceptibility to committing offenses. Exposure to violence in the family and community is a critical enabler of CICL.





CICL are also driven to commit crimes because of their inability to manage anger and negative emotions, as well as failure to resolve conflicts among their family members and peers. The negative influences of social media are also causal elements of CICL.



### Notable Accomplishments in Response to CICL



The Philippines has established a comprehensive and child-sensitive juvenile justice and welfare system as a preventive and protective response to the issue of CICL through the JJWA (R.A. No. 9344 as amended).



An oversight and coordination system for the implementation of the law on CICL has been established at the national, regional, and local levels. The JJWC was institutionalized to oversee the full implementation of the law at such levels in a coordinated and integrated manner. Relevant policies, procedures, and guidelines consistent with the standards set in the JJWA were formulated by different agency members of the JJWC. It has developed tools, guidelines, and manuals to assist service providers and stakeholders in the implementation of the law.



Regional Juvenile Justice and Welfare Committees (RJJWCs) have been established in 17 regions from 2015 to 2016 to oversee the operationalization of the law by the LGUs within their respective jurisdictions. The National and Regional Secretariats were organized to provide technical and administrative support to the Council and the regional committees.



Bahay Pag-Asa (BPA) facilities have been constructed all over the country, albeit on a limited scale, to exclusively serve and accommodate CICL who require center-based intervention and have pending cases before the court. Apart from BPA, there are Rehabilitation Centers for Children and Youth that offer temporary residential facilities for CICL whose sentences have been suspended.

### Challenges and Gaps

Very few LGUs fulfill their roles and responsibilities in the juvenile justice and welfare system as provided under the JJWA. A significant shortage of licensed social workers in the Philippines exists.

Furthermore, the number of facilities exclusively for children is insufficient to accommodate all CICL with pending cases before the court. With the inadequate facilities, many CICL are kept in regular jails and detention facilities with adult detainees.

In addition, an apparent capacity gap exists because many service providers and duty-bearers lack the capabilities and experiences to effectively and efficiently implement the standard protocol in handling CICL. There is a profoundly low appreciation of relevant law on CICL among the duty-bearers and stakeholders.

Resources in the form of personnel and public investment in juvenile intervention programs also remain low. RJJWCs have minimal personnel who could effectively help the committee in coordinating and monitoring the implementation of the law at the LGU level.



There is also a low public investment to implement comprehensive juvenile intervention programs from the local to the national level.



While a *diversion program* is generally perceived as a relevant intervention to appropriately meet the needs of CICL because it allows them to remain with their families, information on the diversion programs implemented is limited and the actual number of CICL whose right to diversion has been fulfilled by duty-bearers is lacking.

The lack of information on key global juvenile justice indicators presents a problem as well.

Furthermore, information on aftercare programs for CICL and the duration of the presentence detention of CICL is inadequate. As a consequence, CICL could be left to stay at closed facilities or detention centers for longer than they should because of the lack of immediate legal aid and slow processing of cases.

## Conclusions

The risk factors that seem to explain the reason why children tend to commit crimes are related to their families and immediate environment. These risk factors include poverty, parental neglect, exposure to violence, lack of livelihood and educational opportunities, peer pressure, and unfavorable living surroundings. Moreover, these factors are compounded by individual risk factors such as the children's and adolescents' vulnerable stage, lack of maturity and capacity to discern, incomplete development of the brain of children and adolescents, and lack of life skills to deal with negative factors.

Despite advocacy and training, LGUs do not seem to consider the situation and concerns of CICTL as a priority issue. Public investments in relevant policies, services, facilities, and program for CICTL remain very low. In particular, public investment of the LGUs—from the barangay level to the provincial level—is insufficient to implement CLJIPs.

There are available BPA facilities and other temporary residential care centers for CICTL with pending cases in court, but they are inadequate to accommodate all CICTL. Therefore, most CICTL are transferred to detention centers and jails with adults.

There is an acute shortage of social workers who professionally handle CICTL cases across the country. Existing social workers, law enforcement officers, PAO lawyers, and prosecutors have low readiness to fully and effectively discharge their duties. Duty-bearers mandated to provide services to CICTL do not seem to have adequate knowledge of relevant laws and have sufficient skills for handling cases of CICTL.

The diversion program for CICTL at the level of the barangay, police, social worker, prosecutor, and courts is not fully utilized because of inadequate understanding of the law and apparent lack of will and capacity to pursue it. In addition, there is limited information on the number of CICTL undergoing diversion, results of the diversion process, and number of CICTL placed under alternative measures to detention.

The existing monitoring and evaluation system has not yet been able to fully capture and periodically generate relevant data and information that serve as inputs to decision-making, planning, advocacy, training, fund-raising, and reporting.

In sum, the Philippines has developed the necessary enabling policies, programs, and structures that are sufficient enough to establish a comprehensive and child-sensitive juvenile justice and welfare system. However, there is an apparent gap in the operationalization of these policies, programs, and structures because of the lack or low level of appreciation, understanding, capacity, resources, and commitment, particularly at the local government level, where the core of the implementation of R.A. No. 9344, as amended, should be observed.

## **Recommendations**

Based on the findings, the SitAn came up with relevant, actionable, evidence-based, and realistic recommendations that specifically indicate which agency is responsible for actions in the next five (5) years. The recommendations are directed toward the following general actions:

- Creating a broader societal awareness on the plight of CICTL and the need to respond collectively to promote their rights and respect their dignity;
- Building the capacity of parents and caregivers to provide positive parenting;
- Developing children’s life skills to manage the factors that cause them to commit crimes;
- Mobilizing LGUs to invest in the development and implementation of intervention programs for CICTL, particularly on services, programs, and resources for children;

- Ensuring intensive, integrated, and multidisciplinary capacity-building of duty-bearers;
- Strengthening the monitoring and assessment functions of RJJWCs and Local Councils for the Protection of Children (LCPCs);
- Galvanizing partnership with NGOs and CSOs toward the full implementation of the law;
- Improving the management and utilization of the centralized National Juvenile Justice and Welfare Management Information System; and
- Strengthening the coordination and monitoring function of the JJWC, RJJWCs, and the National and Regional Secretariat.

# 5

## THEORY OF CHANGE TO ACHIEVE THE GOALS OF THE CNJIP

The CNJIP is envisioned to achieve its desired goals using a ToC framework, which was collectively designed by the JJWC’s National Secretariat, member agencies, and partners. The ToC diagram below illustrates the “pathways to change” that will be followed to reach the CNJIP’s goals. Parts of the ToC diagram are placed in the results framework to show the respective performance indicators, accountability, timing, and required resources.

The ToC diagram outlines the six (6) preconditions (outcomes) required to chart the course of interventions toward the goals of reducing the cases of offenses by children and of rehabilitating and reintegrating CICL into their families and communities. These preconditions directly relate to the six (6) key risk factors that cause children to commit offenses, of which two (2) factors are on the demand side, two (2) are on the supply side, and the remaining two (2) are on the enabling environment side. According to the ToC, if all the six (6) key risk factors are established, then the aforementioned goals will be achieved.

Meanwhile, the results necessary to attain the six (6) key risk factors are laid out in the results framework below. Each output corresponds to a set of activities and interventions necessary to achieve the intended results. All activities that will be funded and initiated are strategically linked to the production of specific outputs, which, in turn, are directed toward the achievement of specific outcomes that have been strategically set to address the goals of the CNJIP. This architecture establishes the strategic “pathways” toward reaching the goals of the CNJIP in a carefully planned “results chain.”

*The agreed goals of the CNJIP 2018–2022 is as follows:*



“Reduction of the number of new cases of CICL and the rehabilitation and reintegration of CICL into their families and communities by 2022.”

The six (6) outcomes that were identified as necessary conditions or building blocks toward the attainment of the CNJIP’s goals are as follows:



Parents and caregivers of CICL and CAR practice positive parenting, fulfill their parental obligations to their children, use positive discipline in raising their children, and prevent domestic violence and offenses committed by children.

CICL and CAR demonstrate positive behavior, self-management, and life skills that will equip them to resist illegal drugs, alcohol and tobacco use, violence, criminal acts, and other high-risk behaviors.



A comprehensive juvenile intervention program with preventive, immediate response, rehabilitation, reintegration, and aftercare services for CICL is available and accessible to the rights holders at all levels.

Results-based research, information, monitoring, and evaluation system for CICL/CAR is developed and implemented.

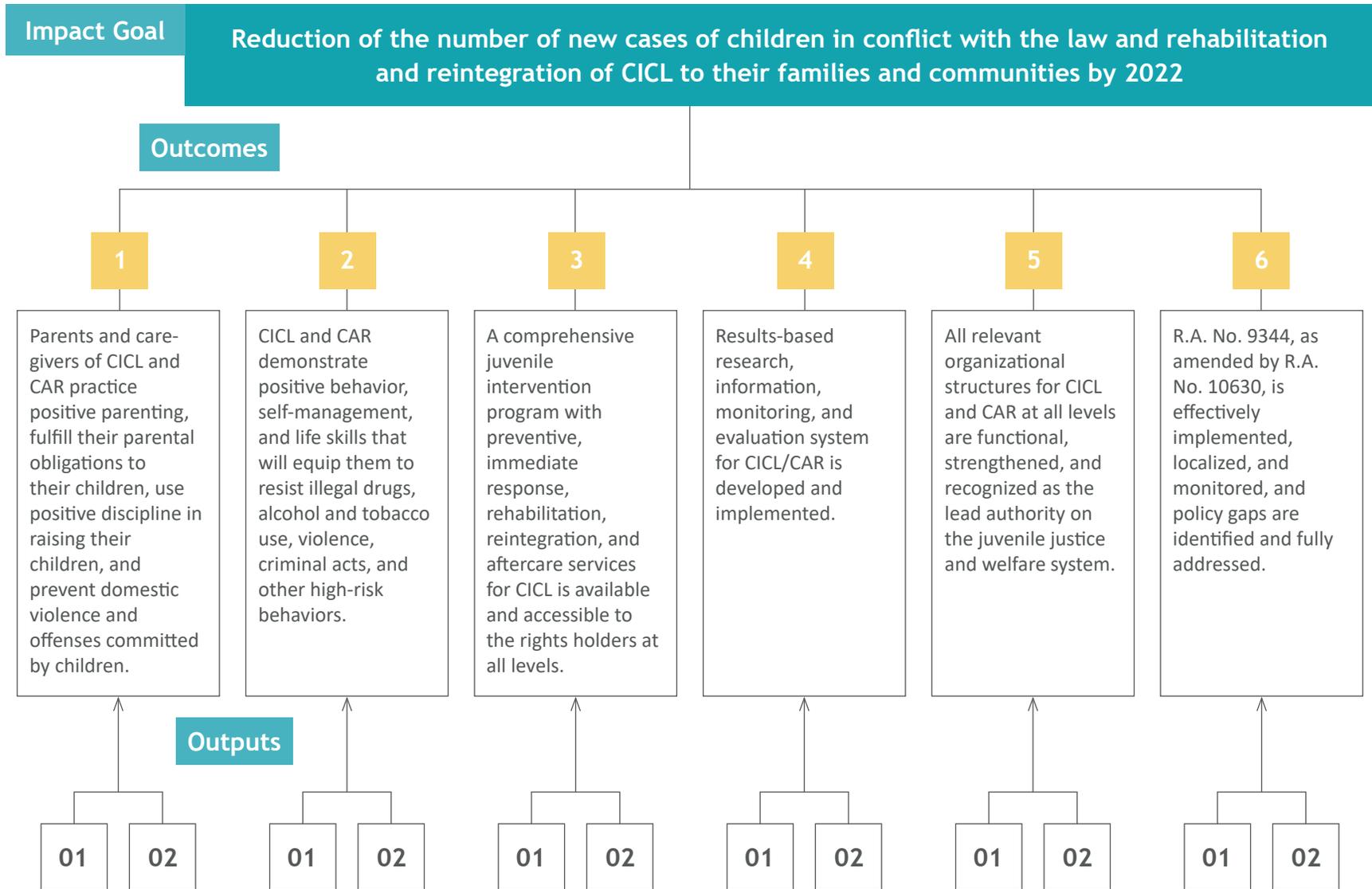


All relevant organizational structures for CICL and CAR at all levels are functional, strengthened, and recognized as the lead authority on the juvenile justice and welfare system.

R.A. No. 9344, as amended by R.A. No. 10630, is effectively implemented, localized, and monitored, and policy gaps are identified and fully addressed.



The ToC diagram below reflects the six (6) outcomes and the corresponding output statements that lead toward the goals of reducing the number of CICL and rehabilitating and reintegrating all CICL into their families and communities. While the outcome goal statements are depicted in the diagram, the corresponding output results statements are detailed in the diagram. All the results statements will again appear in the results matrix.



**Figure 2. Theory of Change Toward the Goal of the CNJIP**

**Outcome Goal Statement 1** – Parents and caregivers of CICL and CAR practice positive parenting, fulfill their parental obligations to their children, use positive discipline in raising their children, and prevent domestic violence and offenses committed by children.

*Output Results Statements:*

1. A positive parenting manual is developed and implemented through the existing family- and community-based interventions of government organizations (GOs), NGOs, and FBOs.
2. Local duty-bearers (social workers, social work assistants, child development workers, teachers, health workers, day care workers, and child-care institution staff such as house parents, community organizers, barangay workers, police officers, psychologists, psychiatrists, and church workers) have the knowledge and skills to implement a positive parenting program.
3. An advocacy and communication for development (C4D) strategy on CICL and CAR for the general public is developed, implemented, and monitored.
4. The families and caregivers of CICL and CAR are engaged in productive employment or livelihood activities.

**Outcome Goal Statement 2** – CICL and CAR demonstrate positive behavior, self-management, and life skills that will equip them to resist illegal drugs, alcohol and tobacco use, violence, criminal acts, and other high-risk behaviors.

*Output Results Statements:*

1. A manual on age-appropriate life skills education and positive behavior for children and adolescents is developed and implemented through existing school- and community-based activities for children and adolescents.
2. School-, institution-, and community-based interventions on positive, preventive, and protective behavior, self-management, and life skills that will allow children to resist illegal drugs, alcohol and tobacco use, violence, criminal acts, and other high-risk behavior are implemented and monitored.

**Outcome Goal Statement 3** – A comprehensive juvenile intervention program with preventive, immediate response, rehabilitation, reintegration, and aftercare services for CICL is available and accessible to the rights holders at all levels.

*Output Results Statements:*

1. Responsive, rights-based, and evidence-based Comprehensive National and Regional Juvenile Intervention Programs are adopted, integrated with agency members' work and financial plan (WFP) and annual procurement plan (APP), implemented, monitored, and evaluated.
2. Effective, responsive, rights-based, and evidence-based CLJIPs are adopted through a resolution or ordinance, integrated with the Local Development Programs (LDPs) and Annual Investment Programs (AIPs) of LGUs, as well as implemented and monitored by the same.
3. Effective community-based diversion programs are implemented, monitored, and evaluated.
4. Policies, standard integrated protocols, and procedures in managing cases of CICL and CAR from initial contact to reintegration are effectively and consistently applied by all duty-bearers of the juvenile justice and welfare system.
5. The established BPA and RRCY are accredited according to DSWD standards and are implementing effective rehabilitation, reintegration, and aftercare programs.

**Outcome Goal Statement 4** – Results-based research, information, monitoring, and evaluation system for CICL/CAR is developed and implemented.

*Output Results Statements:*

1. A national juvenile justice and welfare information management system (NJJW-MIS) with accurate and updated information on CICL at the national, regional, and local levels is established and used for planning, program development, and policy adjustments.
2. Policy research and other studies on current issues affecting CAR and CICL and the implementation of the amended R.A. No. 9344 are undertaken.
3. JJWC monitoring and evaluation mechanisms and tools with indicators consistent with global juvenile justice indicators are set and utilized to generate regular accomplishment reports and identify policy and program gaps, as well as recommendations.

**Outcome Goal Statement 5** — All relevant organizational structures for CICL and CAR at all levels are functional, strengthened, and recognized as the lead authority on the juvenile justice and welfare system.

*Output Results Statements:*

1. The JJWC is functional, with all its members actively engaged in the national coordination of duty-bearers and stakeholders, in monitoring the implementation of R.A. No. 9344, as amended, and formulating policies and protocols on the juvenile justice and system.
2. All RJJWCs are functional in all regions, with all their members actively engaged in the implementation of a CRJIP, particularly in delivering preventive, immediate response, capacity building, rehabilitation, reintegration, and aftercare services for CICL.
3. LCPCs are functional, apportion at least 1% of their internal revenue allotment (IRA) to strengthen themselves, have ordinances and resolutions for the effective implementation of child protection laws, and actively engaged in developing, implementing, and monitoring community-based intervention and diversion programs for CICL.
4. The JJWC National Secretariat and the RJJWC Secretariat in all regions provide quality technical support to the JJWC and RJJWCs in terms of program development, policy formulation, capacity building, advocacy, research, monitoring, and evaluation.

**Outcome Goal Statement 6** — R.A. No. 9344, as amended by R.A. No. 10630, is effectively implemented, localized, and monitored, and policy gaps are identified and fully addressed.

*Output Results Statements:*

1. National policies, protocols, and rules on juvenile justice and welfare are harmonized with R.A. No. 9344, as amended, its RIRR, UN CRC, and international standards on juvenile justice.
2. The implementation of national policies, protocols, and rules on juvenile justice and welfare consistent with R.A. No. 9344, as amended, its RIRR, UN CRC, and international standards on juvenile justice, is monitored.
3. Policies, procedures, and rules on diversion and alternative measures at all levels are firmed up, implemented, promoted, and evaluated.
4. BPA standards, manuals, child protection policies, and program guides for CICL residential care facilities are enhanced and implemented.

5. A National Juvenile Justice Welfare and Information Management System (NJJW-MIS) module on monitoring of LGUs' compliance with R.A. No. 9344 is developed, utilized, and sustained.
6. Public investment on the implementation of R.A. No. 9344, as amended, from the local and regional levels to the national government agency level is ensured and sustained.

**Outcome 1** — Parents and caregivers of CICL and CAR practice positive parenting, fulfill their parental obligations to their children, use positive discipline in raising their children, and prevent domestic violence and offenses committed by children.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
<p><b>Outputs</b></p> <p>A positive parenting manual is developed and implemented through the existing family- and community-based interventions of GOs, NGOs, and FBOs.</p>	<p><i>Manual on positive parenting developed with the Council for the Welfare of Children (CWC) and other councils/committee with similar goal/intention</i></p> <p><i>Number of agencies integrating positive parenting in their relevant activities with parents.</i></p>	<p>Development of a manual on positive parenting with CWC and other national child protection councils/committee with a similar goal</p> <p>Integration of positive parenting skills development in facilitating parent effectiveness services (PES), family development sessions (FDS), empowerment and reaffirmation of paternal abilities (ERPAT), Parent-Teacher Associations (PTA), national family violence prevention program (NFVPP), and other parenting programs of GOs, NGOs, and FBOs in collaboration with DSWD, CWC, and other groups</p>	<p>Lead agency: DSWD</p> <p>Support: CWC, DepEd, member NGOs</p> <p>Partner agency: POPCOM</p>	<p>PHP 1.5 million</p> <p>PHP 400,000 (DSWD)</p> <p>PHP 2 million</p>	x	x	x		

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
Local duty-bearers (social workers, social work assistants, child development workers, teachers, health workers, day care workers, and child-care institution staff such as house parents, community organizers, barangay workers, police officers, psychologists, psychiatrists, and church workers) have the knowledge and skills to implement a positive parenting program.	<i>Number of duty-bearers trained in implementing positive parenting programs</i>	Capacity building on implementing positive parenting programs  Inclusion of positive parenting skills development in CHED and DepEd curriculum for social workers, teachers, and health workers	Lead agencies: DSWD and DepEd  Support: CWC  Coordinating agency: CHED	PHP 5 million			x	x	x
	<i>Documentation of LGUs with good practices on positive parenting programs and concrete results in preventing domestic violence and offenses committed by children</i>	Capacity building and write-shop among RJJWCs on documentation of good practices on the use of positive parenting, with concrete results in the prevention of domestic violence and offenses committed by children  Consolidation, printing, and dissemination of documentation of good practices	JJWC Secretariat	PHP 3 million  PHP 1 million			x		x
A C4D strategy on CICL and CAR for the general public is developed, implemented, and monitored.	<i>C4D module on the parenting of adolescents, CICL, and CAR is developed and implemented</i>	Development, implementation, and monitoring of a C4D strategy on CICL and CAR Production/ Reproduction and dissemination of IEC	JJWC and RJJWC Secretariat Lead: JJWC Secretariat	PHP 2 million  PHP 2 million		x			

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
A C4D strategy on CICL and CAR for the general public is developed, implemented, and monitored.	<i>Popularized Information Education Communication (IEC) materials on effective parenting and positive discipline developed and evaluated</i>	materials to local duty-bearers	Support: DSWD, CWC, NYC						
The families and caregivers of CICL and CAR are engaged in productive employment or livelihood activities.	<i>Number of families and caregivers of CICL and CAR engaged in productive employment or livelihood activities</i>	Provision of livelihood assistance, employment facilitation, and skills training to families or caregivers of CICL and CAR	Lead agencies: DSWD, League of LGUs  Coordinating Agencies: DOLE, TESDA, DILG	PHP 100 million	x	x	x	x	x

**Outcome 2** — CICL and CAR demonstrate positive behavior, self-management, and life skills that will equip them to resist illegal drugs, alcohol and tobacco use, violence, criminal acts, and other high-risk behaviors.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
A manual on age-appropriate life skills education and positive behavior for children and adolescents is developed and implemented through existing school- and community-based activities for children and adolescents.	<i>A manual and daily lesson logs on life skills education and positive behavior for children and adolescents produced and integrated with classroom instruction in public and private schools, as well as center- and community-based programs for children</i>	Development of a manual and daily lesson logs on life skills education and positive behavior for children and adolescents as a guide for duty-bearers such as teachers, social workers, BCPC workers, etc.	Lead agencies: DSWD, DepEd, NYC  Support: DOH, CWC, NGOs	PHP 2 million	x	x	x		
School-, institution-, and community-based interventions on positive, preventive, and protective behavior, self-management, and life skills that will allow children to resist illegal drugs, alcohol and tobacco use, violence,	<i>Number of priority LGUs implementing and monitoring community-based prevention programs for CAR and CICL</i>  <i>Number of priority schools implementing and</i>	Integration of age-appropriate life skills education and positive behavior for children and adolescents into the curriculum for the training of teachers, daycare workers, child development workers, social workers, and community development workers	Lead agencies: DSWD, DepEd, CWC  Support: DILG, NYC, DOH, and NGO members	PHP 5 million	x	x			

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
criminal acts, and other high-risk behavior are implemented and monitored.	<i>monitoring preventive programs for CAR and CICL</i>	ToT for RJJWCs and training of direct implementers from LGUs on using the manual on life skills education and positive behavior for children and adolescents	DepEd  DSWD			x			
	<i>Number of institutions/facilities for CICL implementation and monitoring of preventive programs for CAR and CICL</i>	Pilot testing, rollout, and monitoring of schools implementing preventive programs for CAR and CICL	Lead agency: DOH and DepEd	PHP 5 million		x			
	<i>Development and implementation of a health advocacy and communication plan for the promotion of positive behavior including effects of substance abuse, alcoholism, and drug and tobacco use</i>	Monitoring of facilities for CICL implementing preventive programs for CAR and CICL	Support: JJWC Secretariat, DSWD, CWC, NYC, CHR, DILG	PHP 2 million	x		x		
		Development and dissemination of prototype advocacy and communication plan on positive behavior for LGUs, schools, and institutions	Lead: NYC and CWC	PHP 2 million	x				
		Support to children- and adolescent-led activities, Young People’s Summit, Youth Development Sessions, Youth for Youth (Y4Y), and Psycho-Education/ Advocacy Sessions		PHP 5 million		x			

**Outcome 3** — A comprehensive juvenile intervention program with preventive, immediate response, rehabilitation, reintegration, and aftercare services for CICL is available and accessible to the rights holders at all levels.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
Responsive, rights-based, and evidence-based Comprehensive National and Regional Juvenile Intervention Programs are adopted, integrated with agency members' WFP and APP, implemented, monitored, and evaluated.	<i>Percentage of agency members of the JJWC actively implementing their respective CNJIP commitments</i>	Agency members' adoption of their respective commitments reflected in the CNJIP and CRJIP and their consistent implementation and monitoring	JJWC member-agencies		x	x	x	x	x
	<i>Number of RJJWCs actively implementing their respective CRJIP commitments</i>	Provision of technical support to RJJWCs in the development and monitoring of the implementation of their CRJIP	JJWC National Secretariat	PHP 5 million	x	x	x	x	x
	<i>Number of LGUs with costed CLJIP integrated with their LDPs/AIPs</i>	Provision of technical assistance to and monitoring of LGUs on the allocation of 1% of their IRA to CLJIP	DILG Monitoring Task Force		440	484	532	585	643
	<i>Number of LGUs implementing and monitoring their CLJIP</i>	Development of a communication plan / C4D for LGUs on CLJIP development and implementation		PHP 1 million	x				
	<i>Number of CICL benefitting from the LGU's implementation of</i>	Strict monitoring of LGU compliance with the adoption of a resolution/			x	x	x	x	x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
<p>Responsive, rights-based, and evidence-based Comprehensive National and Regional Juvenile Intervention Programs are adopted, integrated with agency members' WFP and APP, implemented, monitored, and evaluated.</p> <p>Effective, responsive, rights-based, and evidence-based CLJIPs are adopted through a resolution or ordinance, integrated with the LDPs and AIPs of LGUs, as well as implemented, monitored, and evaluated by the same.</p>	<i>the CLJIP</i>	ordinance, and monitoring and evaluation of CLJIP implementation including fund utilization							
		Regular monitoring and evaluation by the JJWC	JJWC/RJJWC Secretariat	PHP 18 million	x	x	x	x	x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
	<i>Community-based diversion programs evaluated</i>		Support: LGU leagues and JJWC Secretariat	PHP 2 million	x	x			
	<i>Number of CICL cases that have been “diverted” to community-based diversion program from the formal justice system</i>	Development of a training module on diversion programs for all concerned duty-bearers	Lead: DSWD and JJWC Secretariat Support: NGO members	PHP 2 million	x	x	x	x	
		Utilization and regular updating of CICL Registry	Lead agencies: DSWD and JJWC Secretariat			x			
		Qualitative research conducted to inform the government of the practice and effectiveness of diversion	Support: DILG, DOJ, PNP-WCPC						
Policies, standard integrated protocols, and procedures in managing cases of CICL and CAR from initial contact to reintegration are effectively and consistently applied	<i>Number of training modules on policies and protocols on case management of CICL and CAR developed and utilized</i>	Capacity building for all duty-bearers and other stakeholders on policies, standards, integrated protocols, and procedures in managing CICL and CAR cases	Lead agencies: DSWD, DepEd, DOJ, DILG  Support: JJWC National	PHP 5 million	x	x	x	x	x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
by all duty-bearers of the juvenile justice and welfare system.	<i>Number of duty-bearers trained on the policies and protocols on case management of CICL and CAR</i>	Monitoring of duty-bearers' strict compliance with the existing JJWC policies and protocol	Secretariat and coordinating agencies: BJMP, BuCoR, PNP	PHP 5 million	x	x	x	x	x
	<i>Effective and consistent application of the policies and protocols by the duty-bearers monitored and evaluated</i>		Lead agency: CHR and JJWC Secretariat						
	<i>Number of CICL who have received legal aid through free legal representation and consultation</i>		Support agencies: DOJ (NPS), DSWD, JJWC and RJJWC Secretariat						
	<i>Percentage reduction of cases of violence against CICL while in police custody, during pretrial detention, and while in detention</i>		Coordinating agencies: PAO and BJMP						

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
The established BPA and RCCY are accredited according to DSWD standards, and are implementing effective rehabilitation, eintegration, and aftercare programs.	<i>Number of BPAs accredited by the DSWD</i>	Development of standards and accreditation of BPAs and RCCYs	Lead: DSWD Support: NGO members, JJWC/RJJWC Secretariat	PHP 5 million	3	10	20	30	40
	<i>Number of RCCYs with improved accreditation level</i>				x	6	9	12	15
	<i>Percentage reduction of cases of violence against CICL in BPAs and RCCYs</i>	Regular monitoring and technical assistance to BPAs and RCCYs				x	x	x	x

**Outcome 4** – A results-based research, information, monitoring, and evaluation system on CICAL/CAR is developed and implemented.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
An NJJW-MIS with accurate and updated information on CICAL at the national, regional and local levels is established and used for planning, program development, and policy adjustments.	<i>NJJW-MIS module on CAR and CICAL registry regularly updated and used for planning, program development, and policy adjustment</i>	Establishment and maintenance of an information system on CAR and CICAL for planning, program development, and policy adjustment purposes	JJWC Secretariat	PHP 15 million	x	x	x	x	x
Policy research and other studies on current issues affecting CAR and CICAL and the implementation of the amended R.A. No. 9344 are undertaken.	<i>Number of studies on CAR and CICAL undertaken and used for planning, program development, and policy adjustment</i>	Accomplishment of a policy gap analysis and corresponding research	Lead: DSWD and JJWC Secretariat	PHP 6 million	2	2	2	2	2
	<i>Fact sheets on CICAL and CAR annually updated and distributed/posted on the website</i>	Annual updating of the Regional SitAn on CICAL by the RJJWCs	RJJWC Secretariat	PHP 10 million	x	x	x	x	x
		Annual updating of the National SitAn on CICAL by the JJWC	JJWC Secretariat	PHP 3 million	x	x	x	x	x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
	<i>Documentation of good practices produced and distributed/posted on the website</i>	Knowledge management and sharing.	JJWC Secretariat and DSWD	PHP 2 million	x		x		x
JJWC monitoring and evaluation mechanisms and tools with indicators consistent with global juvenile justice indicators are set and utilized to generate regular accomplishment reports and identify policy and program gaps, as well as recommendations	<i>JJWC monitoring and evaluation mechanisms and tools developed and used</i>	Development and operationalization of the JJWC monitoring and evaluation system	JJWC Secretariat	PHP 2 million	x	x	x	x	x
	<i>Popular version of the results of the Terminal Evaluation of the CNJIP produced and distributed/posted on the JJWC website</i>	Accomplishment of a Midterm Review and a Terminal Evaluation of the CRJIPs and CNJIP	JJWC/RJJWC Secretariat	PHP 5 million					x

**Outcome 5** – All relevant organizational structures for CICL and CAR at all levels are functional, strengthened, and recognized as the lead authority on the juvenile justice and welfare system.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
The JJWC is functional, with all its members actively engaged in the national coordination of duty-bearers and stakeholders, in monitoring the implementation of R.A. No. 9344, as amended, and formulating policies and protocols on the juvenile justice system.	<i>Number of regular and special Council meetings conducted</i>	Proper and consistent coordination and monitoring of activities and functions of the JJWC	JJWC Secretariat	PHP 1 million	7	7	7	7	7
	<i>Percentage of regular members of JJWC actively engaged in the discharge of JJWC duties</i>	Regular participation of all members of the JJWC in joint council activities and active engagement in the implementation and monitoring of the CNJIP and CRJIP	All JJWC/ RJJWC Member Agencies	PHP 8 million	x	x	x	x	x
	<i>Number of resolutions brought to the Council versus number of resolutions adopted and implemented by member agencies</i>								
All RJJWCs are functional in all regions, with all their members actively engaged in the implementation of a CRJIP, particularly in	<i>Number of regular and special Committee meetings conducted</i>	Proper and consistent coordination and monitoring of activities and functions of the RJJWCs by the RJJWC Secretariat	RJJWC Secretariat	PHP 9 million	119	119	119	119	119

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
delivering preventive, immediate response, capacity building, rehabilitation, reintegration, and aftercare services for CICL.	<i>Percentage of RJJWCs actively functioning</i>	Regular participation of all members of the RJJWC in joint council activities, as well as active engagement in the implementation and monitoring of the CRJIP	RJJWC Secretariat	PHP 9 million	x	x	x	x	x
LCPCs are functional, apportion at least 1% of their IRA to strengthen themselves, have ordinances and resolutions for the effective implementation of child protection laws, and actively engaged in developing, implementing, and monitoring community-based intervention and diversion programs for CICL.	<i>No. of functional LCPCs</i>	Monitoring of LCPC functionality	Lead: DILG Support: CWC	PHP 500,000 for 5 years [DILG]	x	x	x	x	x
	<i>No. of LGUs with at least 1% of their IRA allocated for the strengthening of LCPCs</i>	Inclusion of programs and services for CAR and CICL (CLJIP) as one of the indicators of the Child-Friendly Local Governance Audit (CFLGA)	Lead: DSWD (Integration to Panata Awards) Support: DILG and JJWC Secretariat	PHP 1.3 million [DSWD]	440	484	532	585	643
		Development and implementation of an “award system” for NGOs to motivate active participation at the local level	Lead agency: DILG Support: CWC, JJWC/ RJJWC	PHP 1 million [DILG]	x	x			x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
		Sustained capacity building for Local Chief Executives and Law Enforcement Officers, BJMP, PNP, LCPC, and local functionaries	DILG						
		Monitoring of LGU compliance with the DILG Memorandum Circular / Issuance on the development of CLJIP	DILG						
		Publication and dissemination of the 2016 DILG Manual on the Development of CLJIP to LGUs	CHR	PHP 1.5 million (5 years) [CHR]	x	x	x	x	x
		Unannounced/spot visits to jails, police stations, and BPAs	Lead agency: DILG Support: CHR, JJWC Secretariat	PHP 100,000 [DILG]	x	x			
		Development of a toolkit for the BCPCs on the barangay protocol in handling CAR and CICL	Lead: CWC, DILG Support: JJWC Secretariat, DSWD		x				
		Inclusion of LGUs' compliance with R.A. No. 9344 as one of the criteria in CWC's selection of Child-Friendly Municipalities, Cities, and Barangays							

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
The JJWC National Secretariat and the RJJWC Secretariat in all regions provide quality technical support to the JJWC and RJJWCs in terms of program development, policy formulation, capacity building, advocacy, research, monitoring, and evaluation.	<i>ISO certification of the JJWC Quality Management System</i>	Periodic conduct of internal audit and monitoring	JJWC Secretariat	PHP 10 million	x	x	x	x	x
	<i>Number of JJWC policies, programs, and plans developed through the support of the National and Regional Secretariats</i>	Evaluation of Secretariat support by the Council and the Regional Committee members			x	x	x	x	x
	<i>Number of JJWC training modules developed with the support of the Secretariat</i>								

**Outcome 6** — R.A. No. 9344, as amended by R.A. No. 10630, is effectively implemented, localized, and monitored; and policy gaps are identified and fully addressed.

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
National policies, protocols, and rules on juvenile justice and welfare are harmonized with R.A. No. 9344, as amended, its RIRR, UN CRC, and international standards on juvenile justice.	<i>Number of national policies, plans, and programs implementing the provisions of the amended R.A. No. 9344 and its RIRR, the UN CRC, and international standards on juvenile justice developed, enhanced, issued, disseminated and updated</i>	Review, updating/enhancement/development, and dissemination of regional and national policies, plans, and programs on R.A. No. 9344, as amended  Conduct of stakeholder satisfaction survey  Monitoring and evaluation of the implementation of policies, plans, and programs on R.A. No. 9344, as amended, with stakeholders	JJWC (member and coordinating agencies)  Support: JJWC Secretariat	PHP 15 million	36	39	42	45	48
				PHP 5 million	75%	75%	75%	75%	75%
The implementation of national policies, protocols, and rules on juvenile justice and welfare consistent with R.A. No. 9344, as amended, its RIRR, CRC, and international standards juvenile justice is monitored.	<i>Average percentage of national plans and policies rated by stakeholders as good or better</i>								

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
Policies, procedures, and rules on diversion and alternative measures at all levels are firm ed up, implemented, promoted, and evaluated.	<i>Percentage of eligible C ICL undergoing diversion at all levels (barangay, police, LSWDO, prosecutor, and court levels)</i>	Monitoring of eligible C ICL undergoing diversion at all levels	Lead: DSWD and JJWC National Secretariat	PHP 5 million	x	x	x	x	x
		Monitoring of results of diversion for eligible C ICL at all levels	Support: PNP-WCPC, DILG-		x	x	x	x	x
		Development of training module and capacity-building of duty-bearers implementing diversion program	National Barangay Operations Office, DOJ-NPS, SC Office of the Court Administrator		x	x	x	x	x
BPA standards, manuals, child protection policies, and program guides for C ICL residential care facilities are enhanced and implemented.	<i>Number of BPAs complying with enhanced standards, manuals, policies, and program guides</i>	Enhancement of standards, manuals, and program guides for BPA with Intensive Juvenile Intervention and Support Centers (IJISCs)	DSWD	PHP 1.5 million	x	x			
		Development of training modules and capacity-building for duty-bearers in the operation of BPAs with IJISC	DSWD	PHP 2 million	x	x	x	x	x

Outputs	Indicators	Strategic Interventions / Key Activities	Responsible Agency	Indicative Budget and Fund Source	Targets				
					2018	2019	2020	2021	2022
An NJJW-MIS module on monitoring of LGUs' compliance with to R.A. No. 9344 is developed, utilized, and sustained.	<i>Number of LGUs using the NJJW-MIS module to comply with R.A. No. 9344</i>	Continuous monitoring of LGUs' compliance with R.A. No. 9344, as amended	DILG	PHP 5 million	x	x	x	x	x
		Advocacy for duty-bearers to encourage the use of the NJJW-MIS	JJWC/RJJWC Secretariat	PHP 2.5 million	x	x	x		
Public investment on the implementation of R.A. No. 9344, as amended, from the local and regional levels to the national government agency level is ensured and sustained.	<i>Public investment of government in the implementation of R.A. No. 9344 monitored</i>	Reiteration of the DILG MC and monitoring of the LGUs' utilization of 1% IRA to strengthen the LCPCs	DILG		x				
		Monitoring of public investment of JJWC and RJJWC member agencies in the implementation of R.A. No. 9344, as amended, and the CNJIP/CRJIP	JJWC Secretariat/ RJJWC Secretariat	PHP 3 million	x	x	x	x	x

The CNJIP 2018–2022 will guide all national, regional, and local government agencies, as well as duty-bearers and stakeholders, involved in the juvenile justice and welfare system in the implementation of their respective juvenile intervention and delinquency prevention programs in the next five (5) years.

The following are the roles of the member and coordinating agencies of the JJWC and their regional subnational extension, the RJJWCs, and the JJWC National and Regional Secretariats in the efficient and effective implementation of the CNJIP.

#### *JJWC National and Regional Secretariats:*

- Monitor the investment and implementation of the strategic interventions and activities assigned to each member agency or coordinating agency of the JJWC/RJJWC and provide timely feedback to the Council and the Committees;
- Provide technical and administrative support to the Council and the RJJWCs in the performance of their functions under the CNJIP 2018–2022;
- Directly implement the assigned strategic interventions to the National/Regional Secretariat;
- Help mobilize resources to ensure investment and allocation of resources to achieve the outcomes and goals of the CNJIP;
- Implement an effective communication and advocacy plan to disseminate and popularize the CNJIP 2018–2022; and
- Organize and facilitate the midterm and terminal program review and evaluation of the CNJIP 2018–2022.

#### *DSWD, Chair of the JJWC:*

- Lead the Council and the regional committees (RJJWCs) in ensuring that the expected results of the CNJIP 2018–2022 are achieved through its effective and efficient implementation;
- Ensure that all the relevant DSWD and other offices, bureaus, services and units (OBSUs), as well as regional offices, perform their roles under the CNJIP;
- Allocate the necessary investment to achieve the outcomes and goals of the CNJIP and ensure the integration of CNJIP commitments under the DSWD’s annual WFP and APP;
- Issue a special order identifying the DSWD’s Program Management Team that will ensure the implementation of the agency’s commitments under the CNJIP 2018–2022; and
- Conduct periodic monitoring and lead in the evaluation of the program.

### *Member and Coordinating Agencies of the JJWC:*

- Allocate financial and human resources to implement directly the strategic interventions assigned to their agency;
- Ensure the implementation of the CNJIP, specifically the assigned strategic interventions, at all levels of their agencies;
- Conduct regular monitoring of the implementation of their CNJIP commitments and support all evaluation activities;
- Allocate the necessary investment to achieve the outcomes and goals of the CNJIP and ensure the integration of CNJIP commitments under their agencies' annual WFP and APP; and
- Issue a Special Order identifying the agency's Program Management Team that will ensure the implementation of the agencies' commitments under the CNJIP 2018–2022.

### *LGUs through the LCPCs:*

- Develop their three (3)- to five (5)-year CLJIP that is consistent, complementary, and aligned with the CNJIP and CRJIP 2018–2022;
- Allocate the necessary investment to ensure the implementation of the CLJIP by integrating the CLJIP in the Local Development and Investment Plan of the LGU;
- Submit a yearly monitoring and implementation report of their CLJIP to the RJJWCs through the regional DILG office; and
- Facilitate the evaluation of their CLJIP implementation and submit the evaluation report to the RJJWCs.

# 8

## MONITORING AND EVALUATION MECHANISM

The member agencies of the JJWC shall assign a focal team or staff from their agency who will work with the JJWC National Coordination, Monitoring, and Information Management (NCMIM) Division in conducting periodic monitoring of the implementation of the CNJIP by member and coordinating agencies. The RJJWCs shall monitor the implementation of their CRJIPs through the core group trained on the ToC and results-based monitoring and evaluation or through their RJJWC Monitoring Teams.

A midterm and final evaluation shall be facilitated by the JJWC NCMIM, with an external evaluator, to assess the achievement of the results aimed from the implementation of the CNJIP.

## ACKNOWLEDGMENT

### *Juvenile Justice and Welfare Council Member Agencies:*

- Department of Social Welfare and Development
- Department of Justice
- Department of Education
- Department of the Interior and Local Government
- Department of Health
- Commission on Human Rights
- National Youth Commission
- Council for the Welfare of Children
- League of Provinces of the Philippines
- League of Cities of the Philippines
- League of Municipalities of the Philippines
- Liga ng Mga Barangay sa Pilipinas
- People's Recovery, Empowerment and Development Assistance (PREDA) Foundation
- Center for the Prevention and Treatment of Child Sexual Abuse (CPTCSA)

### *Juvenile Justice and Welfare Council Coordinating Agencies:*

- Philippine National Police
- Bureau of Corrections
- Bureau of Jail Management and Penology
- National Bureau of Investigation
- Parole and Probation Administration
- Public Attorney's Office
- Technical Education and Skills Development Authority

### *United Nations Children's Fund (UNICEF)*

### *Juvenile Justice and Welfare Council National Secretariat:*

- Atty. Tricia Clare A. Oco, JJWC Executive Director
- Ms. Maricris Calipjo–Cabura, JJWC Executive Director
- Ms. Maria Lourdes F. Alcain, Chief, JJWC Policy and Research Division
- Ms. Jackielou S. Bagadiiong, Project Development Officer IV
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