

Joint Programme Document

A. COVER PAGE

1. Joint programme title: UN Joint Programme: Technical cooperation and capacity-building for the Promotion and Protection of Human Rights in the Philippines (2021 – 2024)

2. Short title: UN Joint Programme for Human Rights in the Philippines

3. Country and region: The Republic of the Philippines, Asia and Pacific Region

4. Resident Coordinator: Gustavo Gonzalez, gustavo.gonzalez@un.org

5. UN Joint Programme focal point:

Signe Poulsen, Resident Coordinator's Office, signe.poulsen@one.un.org

6. Government Joint Programme focal point:

Human Rights and Humanitarian Affairs Division of the Office of United Nations and International Organizations (UNIO), Department of Foreign Affairs, unio.div6@dfa.gov.ph

7. Short description:

This three-year UN Joint Programme for the Promotion and Protection of Human Rights in the Philippines focuses on technical cooperation and capacity-building "with a view to improving further the situation of human rights in the Philippines, to provide support for the country in its continued fulfilment of its international human rights obligations and commitments." It shall be conducted in a spirit of partnership, trust-building and constructive engagement.

Under the overall guidance of the UN Resident Coordinator in the Philippines, the UN Office of the High Commissioner for Human Rights (OHCHR), the UN Educational, Scientific and Cultural Organization (UNESCO), the UN Office on Counter-Terrorism (UNOCT) and the UN Office on Drugs and Crime (UNODC) will work primarily with national counterparts, including the Department of Foreign Affairs (DFA), the Department of Justice (DOJ), the Philippine National Police (PNP), the Dangerous Drugs Board (DDB), the Anti-Terrorism Council-Program Management Center (ATC-PMC), and the Presidential Human Rights Committee Secretariat (PHRCS), as well as the Commission on Human Rights of the Philippines (CHRP) and civil society actors, to provide cohesive approaches that

address main human rights challenges facing the country. The Joint Programme focuses on six key areas:

1. Strengthening domestic investigative and accountability mechanisms to be implemented by OHCHR;
2. Improved data gathering on alleged police violations to be implemented by OHCHR;
3. Civic space and engagement with civil society and the CHRP to be implemented by, OHCHR and UNESCO;
4. Strengthening the National Mechanism for Reporting and Follow-up to be implemented by OHCHR;
5. Human Rights-Based Approach to drug control to be implemented by UNODC, UNAIDS, WHO, UNWOMEN, and OHCHR; and
6. Human Rights-Based Approach to counter-terrorism to be implemented by UNOCT, UNODC and OHCHR.

The UN will mobilize resources from multiple development partners for this UN Joint Programme. The UN Joint Programme will be guided by UN regulations, policies and rules, including the UN Charter and the UN Human Rights Due Diligence Policy for support to non-UN Security Forces.

The UN Joint Programme will advocate for compliance with the Philippines international human rights obligations and domestic legislation consistent with them.

8. Overview of budget

Fund contribution	USD 7,978,811
PUNO contribution	USD 2,233,503
TOTAL	USD 10,212,314

9. Timeframe:

Start of Program	End of Program	Duration
1 August 2021	31 July 2024	36 months

10. Gender Marker: 2 (see annex 3)

11. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children		X
Girls		X
Youth		X
Persons with disabilities		X
Older persons		X
Minorities (incl. ethnic, religious, linguistic...)		X
Persons who use drugs (PWUDs)	X	
Indigenous peoples	X	
Rural workers		X
Human rights defenders ¹	X	
Internally displaced persons		X
LGBTI persons (sexual orientation and gender identity)		X
Persons affected by HIV/AIDS	X	
Persons deprived of their liberty	X	
Victims or relatives of victims of enforced disappearances	X	
Victims of torture and family members of victims of EJKs	X	
Victims or relatives of victims of terrorism		X

12. Human Rights Mechanisms related to the UN Joint Programme

The UN Joint Programme builds upon the Human Rights Council (HRC) resolution “Technical cooperation and capacity-building for the promotion and protection of human rights in the Philippines” adopted on 7 October 2020. It takes note of the comprehensive report presented by the United Nations High Commissioner for Human Rights to the Human Rights Council at its forty-fourth session (A/HRC/44/22), and the encouragement by the Council, through HRC resolution 45/33, for the Government of the Philippines to address the issues raised in the report and other remaining challenges in relation to the situation of human rights throughout the country.

¹ Human rights defenders (those whose work is acknowledged by UN General Assembly Resolution on Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms - A/RES/53/144 and specifically termed as human rights defenders under UN Fact Sheet No. 29 – Human Rights Defenders: Protecting the Right to Defend Human Rights, April 2004 published by the Office of the High Commissioner on Human Rights.

It also takes into consideration accepted Universal Periodic Review (UPR)² recommendations, as well as relevant recommendations from human rights treaty bodies:

- Committee on the Rights of Persons with Disabilities, Concluding Observations, CRPD/C/PHL/CO/1 (16 October 2018)
- Committee on Economic, Social and Cultural Rights: Concluding Observations on the Fifth and Sixth Periodic Reports of the Philippines, E/C.12/PHL/CO/5-6 (26 October 2016)
- Committee on the Elimination of All forms of Discrimination Against Women, Concluding Observations, CEDAW/C/PHL/CO/7-8, (25 July 2016)
- Committee Against Torture: Concluding Observations of the Third Periodic Report of the Philippines, CAT/C/PHL/CO/3 (2 June 2016)
- Committee on the Rights of All Migrant Workers and Members of their Family: Concluding Observations, CMW/C/PHL/CO/2, (2 May 2014)
- Committee on the Rights of the Child OP on the sale of children, child prostitution, and child pornography: Concluding Observations, CRC/C/OPSC/PHL/CO/1 (26 June 2013)
- Human Rights Committee: Concluding Observations on the Fourth Periodic Report of the Philippines, CCPR/PHL/CO/4 (13 November 2012)
- Committee on the Rights of the Child OP on the involvement of children in armed conflict: Concluding Observations, CRC/C/OPAC/PHL/CO/1 (15 July 2008)

The Joint Program will also take into account the relevant work of Special Procedures Mandate Holders (SPMH).

13. Participating United Nations Organizations (PUNO) and Partners:

13.1 PUNO

- United Nations Office of the High Commissioner for Human Rights (OHCHR)
Contact: Poulsen, Signe; Senior Human Rights Adviser;
signe.poulsen@one.un.org, +63 (0)917 5877626
- United Nations Office on Drugs and Crime (UNODC)
Contact: Lernet, Olivier; Senior Resident Policy Adviser;
olivier.lernet@un.org, +63 (0)917 8080734

² Universal Periodic Review of the Republic of the Philippines (three cycles), A/HRC/36/12 (18 July 2017); A/HRC/21/12 (9 July 2012); A/HRC/8/28 (23 May 2008).² <https://www.ohchr.org/EN/HRBodies/UPR/Pages/PHIndex.aspx>

- United Nations Educational, Scientific and Cultural Organization (UNESCO)
Contact: Mohamed Djelid; Director, UNESCO Office in Jakarta;
M.Djelid@unesco.org
- United Nations Office of Counter-Terrorism (UNOCT)
Contact: Hernan A. Longo, Regional Programme Coordination Officer,
hernan.longo@un.org +66 61 4184729

13.2 Partners

National authorities:

- Department of Justice (DOJ)
- Department of Foreign Affairs (DFA)
- Presidential Human Rights Committee Secretariat (PHRCS)
- Department of Interior and Local Government (DILG)
- Department of Health (DOH)
- Anti-Terrorism Council-Program Management Center (ATC-PMC)
- Philippines National Police (PNP)
- Armed Forces of the Philippines (AFP)
- Dangerous Drugs Board (DDB)
- Bureau of Jail Management and Penology (BJMP)
- Commission on Human Rights (CHR)

Other national authorities will be consulted as relevant, including the Department of National Defense (DND), Department of Social Welfare and Development (DSWD), Department of Education (DepEd), National Commission on Indigenous People (NCIP), Philippine Commission on Women (PCW), Commission on Higher Education (CHED), the Juvenile Justice Welfare Council (JJWC), the National Youth Commission (NYC), Presidential Task Force on Media Security (PTFoMS), Bureau of Corrections (BuCor), and others.

Given the multi-partner nature of the project, relevant civil society organizations will participate in the implementation of the UN Joint Programme based on terms of reference and their respective areas of expertise. Annual Work Plans shall reflect civil society participation/engagement.

SIGNATURE PAGE

<p>Resident Coordinator Gustavo Gonzalez</p> <p>Date Signature and seal</p>	<p>National Coordinating Authority Department of Foreign Affairs</p> <p>Hon. Teodoro L. Locsin Jr. Secretary of Foreign Affairs</p>
<p>Participating UN Organization UN Office of the High Commissioner for Human Rights</p> <p>Date Signature and seal</p>	
<p>Participating UN Organization UN Office on Drugs and Crime</p> <p>Date Signature and seal</p>	<p>Date Signature and seal</p>
<p>Participating UN Organization UN Office of Counter-Terrorism</p> <p>Date Signature and seal</p>	<p>National Coordinating Authority Department of Justice</p> <p>Hon. Menardo I. Guevarra Secretary of Justice</p>
<p>Participating UN Organization UN Educational, Scientific and Cultural Organization</p> <p>Date Signature and seal</p>	<p>Date Signature and seal</p>

B. STRATEGIC FRAMEWORK

1. Overview of the UN Joint Programme Results

1.1 Outcomes

By the end of the Programme's implementation in 2024, the following outcomes are envisaged:

- (1) Duty-bearers have their capacities to respect, protect, and fulfill human rights strengthened; increasingly apply a human rights-based approach; and there is a substantial reduction in violations as a result of increased awareness and compliance with the state's international human rights obligations.
- (2) Domestic accountability mechanisms to address human rights violations and abuses are strengthened, leading to increased accountability for human rights violations and abuses, and justice and redress for victims.
- (3) Rights holders, including victims of human rights violations and abuses and their families, are better able to claim their rights.

The UN, in partnership with the Government, and also with the CHRP and civil society organizations will provide the required technical assistance to achieve these outcomes over a three-year period from 2021 to 2024, thereby contributing to the goal of the UN Joint Programme of further strengthening the promotion and protection of human rights in the country and enabling a higher number of people in the Philippines the exercise and enjoyment of their rights, through, inter alia, reinforcing state institutions.

The outcomes align with the UN Socioeconomic and Peacebuilding Framework for COVID-19 recovery, which states that the UN "will support strengthening of institutional capacities to apply a human rights-based approach, address human rights violations and abuses, and promote civic space. It also aligns with the Partnership Framework for Sustainable Development 2019-2023 agreed with the Government in 2019 which redefines the nature of UN System engagement in the Philippines from one that provides "development assistance" to a collaboration in a strategic partnership, taking into account the Philippines' commitment to the promotion and protection of political, civil, economic, social, and cultural rights.

2. SDG Targets directly addressed by the UN Joint Programme and expected progress

The Joint Programme contributes to the fulfilment of SDG 16, 17, 3 and 5.

SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

Target 16.3: Promote the rule of law at the national and international levels and ensure equal access to justice for all.

Indicator 16.3.2: Unsentenced detainees as a proportion of overall prison population

Baseline: Baseline data to be generated.

By 2024: Reverse the trend in increasing numbers and percentage of unsentenced detainees in the overall prison population by at least 1.1 per cent yearly.

Target 16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

Indicator 16.10.1: Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months.

Baseline: Baseline data to be generated. Methodology to be developed.

By 2024: Significant reduction in the number of cases; and proportion of investigations conducted, into killings of HRDs, environmental activists, and journalists, disaggregated by gender, geography and other relevant characteristic.

Target 16.a: Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

Indicator 16.a.1: Existence of independent national human rights institutions in compliance with the Paris Principles.

Baseline: 1

By 2024: 1

SDG 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development.

Target 17.9: Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation.

SDG 3: Ensure healthy lives and promote well-being for all, at all ages.

Target 3.5: Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol.

Indicator 3.5.1: Coverage of treatment interventions (pharmacological, psychosocial and rehabilitation and aftercare services) for substance use disorders.

Baseline: In 2021, out of 1.67 million Filipinos aged 10 to 69 that are estimated to be current drug users, 38 per cent have access to

community-based treatment and care services for substance use disorder. (Figure of 38 per cent to be validated).

By 2024: 80 per cent of people who use drugs have access to voluntary and evidence-based treatment and care services appropriate to their assessed risk for substance use disorder.

SDG 5: Achieve gender equality and empower all women and girls.

Target 5.2: End all violence against, and exploitation of women and girls, in the public and private sphere, including trafficking and sexual and other types of exploitation.

The Results Framework in Annex I reflects how the UN Joint Programme will contribute to the achievement of the above goals within the context of its activities.

The UN Joint Programme aims to promote such ownership and investment through targeted and human rights-focused actions that emphasize partnerships between the UN and the Government of the Philippines, and also with the CHRP and civil society. It is envisaged that this will accelerate progress in achieving SDGs, and that improved data collection will enhance the ability of the Philippines to report on progress.

By the end of the UN Joint Programme, it is expected that access to justice will be increased, with a focus on marginalized or vulnerable groups. The UN Joint Programme will strengthen engagement between Government and non-government actors as part of an inclusive civic space. The UN Joint Programme will support the Government's efforts to combat terrorism in conformity with its obligations under international human rights law, and support the CHRP to fulfil its mandate related to monitoring human rights violations committed in the context of the implementation of the Anti-Terrorism Act of 2020. It will also apply a human rights-based approach to drug control, including through alternatives to detention, alleviating prison overcrowding and long pre-trial detention, and criminal justice responses for drug-related crimes that are in conformity with international human rights norms and standards.

In addition, the human rights-based approach to drug control component will promote SDG 3, ensuring healthy lives and promote well-being for all ages, through strengthening the prevention and treatment of substance abuse, including narcotic drug abuse. Cross-cutting through all aspects of the UN Joint Programme will be promotion of SDG 5, to achieve gender equality and empowering all women and girls.

In consultation with national stakeholders, it has been emphasized that progress can be enhanced through applying collaborative methodologies that incorporate SDG 17 in all aspects of the UN Joint Programme. The UN Joint Programme will therefore emphasize global partnerships, engaging stakeholders through innovative and mutually beneficial sharing methodologies. South-South and Triangular Cooperation in the field of human rights will be explored to maximize

knowledge sharing and lessons learned from similar experience from the global South.

3. Relevant objective/s from the national framework

The UN Joint Programme aligns with the strategies of the Updated Philippine Development Plan (PDP) (2017-2022), which follow the human rights-based approach. These strategies are reflected in Chapters 5 Ensuring Responsive, People-centered, Technology-enabled, and Clean Governance, Chapter 6: Pursuing Swift, Fair and Humane Administration of Justice, and Chapter 18: Ensuring Security, Public Order, and Safety:

Under Pillar 1: Enhancing the social fabric (*Malasakit*) of the PDP: There will be greater trust in public institutions and across all of society. Government will be people-centered, clean, and efficient. Administration of justice will be swift and fair. There will be greater awareness about and respect for the diversity of our cultures.³

According to the PDP, “by 2022, the country’s civil, criminal, commercial, and administrative justice systems will be enhanced.” Significant reforms will be undertaken to ensure fair and swift administration of justice. This sets the stage for further improvements in terms of the institutional, policy, and process framework of the justice system. The PDP also notes that, “[a]ccess to justice and the protection of human rights are fundamental outcomes that need to be guaranteed in order to protect and improve the well-being of Filipinos”.⁴ Strategies to improve sector efficiency and accountability include:⁵

- Deliver fair and equal justice.
- Enhance accountability through an engaged citizenry.
- Enhance sector efficiency.

The PDP includes, *inter alia*, plans to strengthen assistance and support for victims of crimes and human rights violations, including gender-sensitive and child-friendly procedures and facilities; strengthening of the Commission on Human Rights in terms of addressing violation, and its role as the Interim National Preventive Mechanism.

The UN Joint Programme also aligns with the aspirations of the Philippines’ long-term development plan, *AmBisyon Natin 2040*, by contributing to preconditions for a high-trust society with a strong sense of community, helping others in need and contributing to various causes; as well as with *AmBisyon Natin 2040*’s objective of security and trust in the Government.

³ <http://pdp.neda.gov.ph/wp-content/uploads/2021/02/Pre-publication-copy-Updated-PDP-2017-2022.pdf> and <http://www.neda.gov.ph/philippine-development-plan-2017-2022/>, in particular Chapters 5 and 6.

⁴ <http://pdp.neda.gov.ph/wp-content/uploads/2021/02/Pre-publication-copy-Updated-PDP-2017-2022.pdf>

⁵ <https://governance.neda.gov.ph/pdp-chapter-6-pursuing-fair-and-swift-administration-of-justice/>

It is also to be emphasized that UN Joint Programme will be implemented in the context of the immense challenges and pressures on resources brought about by the COVID-19 pandemic. With the Updated PDP 2017-2022 citing recovery and resilience as the country's focus in the next two years,⁶ the Joint Programme will ensure that specific strategies are aligned with the goals of the Philippine Government to respect, protect and fulfil human rights and are cognizant of national circumstances.

4. Overview of the Theory of Change of the UN Joint Programme

The Theory of Change is a conceptual framework that describes a change pathway towards a desired state where government institutions better respect, protect and fulfil human rights, accountability mechanisms are strengthened, and civil society, including victims and their families, are able to claim their rights without fear of repercussions.

The Theory of Change was developed in consultation with Government actors, and also with the Commission on Human Rights of the Philippines (CHRP) and members of civil society. On 27 November 2020, the Theory of Change matrix included in Annex 2 of this document was formally endorsed by the Secretary of Foreign Affairs of the Philippines, the Secretary of Justice, the Chair of the Human Rights Commission of the Philippines and the UN Resident Coordinator.

The overall Theory of Change is:

IF laws and policies in the Philippines comply with international human rights law and are effectively implemented; and IF the capacity and commitment of duty bearers to apply human rights-based approaches are enhanced; and IF mechanisms to hold both human rights violators and abusers accountable are strengthened; and IF rights holders have effective avenues through which they can claim their rights without fear of repercussion, THEN the rights of all people will be better respected at all times.

⁶ <http://pdp.neda.gov.ph/wp-content/uploads/2021/02/Pre-publication-copy-Updated-PDP-2017-2022.pdf>%20 Chapter 1, p11

C. JOINT PROGRAMME DESCRIPTION

1. Engaging the UN for the Advancement of Human Rights

1.1 Context for engagement

The fundamental rights of every Filipino citizen are enshrined in the 1987 Constitution, as well as in legal and policy frameworks. The same Constitution has provided for the creation of the Commission on Human Rights of the Philippines (CHRP), the country's independent national human rights institution. The Philippines has engaged actively with the international human rights system. It has ratified eight core human rights conventions, and periodically reports on its compliance with these conventions to the treaty bodies concerned. It has participated in three cycles of the Universal Periodic Review (UPR) since 2008. The country engages actively with Special Procedures by way of officially responding to their communication or through one-on-one meetings on the side of the UNHRC sessions. Each request for a country visit is thoroughly vetted with all Government offices concerned. The most recent official country visit by a Special Rapporteur took place in 2015.⁷

In June 2020, the Report of the High Commissioner of Human Rights (A/HRC/44/22) expressed concern about the situation of human rights in the Philippines alleging serious human rights violations by the State, including killings and arbitrary detentions in the context of countering national security threats and illegal drugs, shortcomings in due process and shrinking civic space and violations against human rights defenders, as well as abuses by non-State actors, including killings, abductions, recruitment and use of children in combat and support roles, and extortion.⁸ The Government of the Philippines, in its Human Rights Situationer (May 2020) provided responses to the issues raised in said report, outlined challenges and steps that it has taken to address allegations of violations and abuses.

On 7 October 2020, the Philippines co-sponsored Human Rights Council Resolution 45/33 on technical cooperation and capacity-building for the promotion and protection of human rights in the Philippines. The resolution encouraged the Philippine Government to address the issues raised in the High Commissioner's report and other remaining challenges in relation to the situation of human rights throughout the country. It also underlined the importance for the Government of the Philippines to ensure accountability for human rights violations and abuses, and in this regard to conduct independent, full and transparent investigations and to prosecute all those who have perpetrated serious crimes, including violations and abuses of human rights, in accordance with due process under national courts of law and in full compliance with its international human rights obligations.

⁷ The Special Rapporteur on the human rights of internally displaced persons, Chaloka Beyani, conducted an official visit to the Philippines from 21 to 31 July 2015.

⁸ See A/HRC/44/22.

The HRC45/33 resolution further reaffirmed the commitment of the Government of the Philippines to engage actively with the international community to address human rights challenges facing the country. The resolution requested the UN High Commissioner for Human Rights and OHCHR:

“to provide support for the country in its continued fulfilment of its international human rights obligations and commitments, taking into account the proposed United Nations Joint Programme on human rights to provide technical assistance and capacity-building for, inter alia, domestic investigative and accountability measures, data gathering on alleged police violations, civic space and engagement with civil society and the CHRP, national mechanism for reporting and follow-up, counter-terrorism legislation, and human rights-based approaches to drug control.”

Resolution 45/33 welcomed the commitment of the Government of the Philippines to engage in technical cooperation and capacity-building in key human rights areas, in partnership with the CHRP and civil society organizations. The six areas of engagement outlined in the resolution address the issues raised in the June 2020 report of the UN High Commissioner for Human Rights.

1.2 International response

Under the auspices of the UN Joint Programme, the UN and the Government of the Philippines, as well as CHRP and civil society actors, will work to strengthen domestic accountability mechanisms. This will include engaging to strengthen the AO35 mechanism, a mechanism established under Administrative Order 35 series of 2012, to facilitate the resolution of cases of extrajudicial/ extralegal killings, enforced disappearances, torture, and other grave violations to the right to life, liberty and property; and periodically reports on its compliance with these conventions to the treaty bodies concerned including through improved coordination between stakeholders.⁹ The UN Joint Programme will also work with the CHRP, the Department of Justice (DOJ), Philippine National Police (PNP), and civil society organizations, including victim's groups, to strengthen the National Monitoring Mechanism, a multi-sectoral mechanism which aims to facilitate justice in cases of extra-legal killings, disappearances and torture through documentation, information-sharing, improving linkages, and recommending preventive action. In addition, a national referral pathway for human rights cases will be established, which will seek to facilitate accountability in key human rights cases, identify bottlenecks, and address these. These efforts will also include initiatives to strengthen witness and victim protection, with particular attention to vulnerable groups and gender dimensions.

The UN Joint Programme will support and amplify efforts that are already underway within the PNP's Human Rights Affairs Office (HRAO) to improve police data on alleged human rights violations through training and standard setting. This will include initiatives to disaggregate data to better understand and respond to gender, disability and other dimensions. Efforts will be made to channel this data to relevant stakeholders, contributing to accountability and identification of patterns of violations, which will also inform training on human

⁹ <https://www.officialgazette.gov.ph/2012/11/22/administrative-order-no-35-s-2012/>

rights for police officers. Efforts will include outreach, training to local level police units, through the coordination of the PNP-HRAO.

The UN Joint Programme will support and strengthen the Philippines' active engagements with international human rights mechanisms. Through increased engagement, tracking of implementation and awareness-raising of the Philippines role in international human rights processes, the project aims to promote human rights and facilitate more comprehensive reporting and implementation of accepted recommendations. This will be achieved through rolling out a database to be managed by the Presidential Human Rights Committee Secretariat (PHRCS) that will organize feedback and other relevant data in a consistent manner. Led by the PHRCS, in cooperation with all Executive agencies concerned, the CHRP, and civil society and non-government organizations, there will also be efforts towards increased and more systematic consultation, with the aim of reaching a broader segment of the population, in particular vulnerable groups including indigenous populations, women, children, and victims of human rights violations and abuses and their families. It is anticipated that this will also lead to a more comprehensive understanding of the root causes of human rights challenges facing the country, and strategies for addressing these.

In line with HRC resolution 45/33 the UN Joint Programme also addresses two main thematic challenges facing the Philippines: how to effectively control drugs, and combatting terrorism. In terms of drug control, the Philippines has taken some steps with regard to prevention and treatment as part of the comprehensive Philippine Anti-Drugs Strategy (PADS). Local Government departments have worked through inter-agency forums, and in cooperation with civil society, to promote a holistic approach to drug control. In doing so, they have been supported by UN agencies including UNODC, UNAIDS, WHO and UNWOMEN. Building on these aspects, the UN will also work with the Government at the national and local levels to address gaps and/or further strengthen the human rights-based program on drug control, for example by strengthening evidence-based prevention and treatment, supporting the implementation of alternative or additional measures with regard to conviction or punishment and implementing effective criminal justice responses to drug-related crimes that ensure legal guarantees and due process safeguards,¹⁰ and are in line with good global practices that conform with international human rights norms and standards.¹¹ This will be done with particular attention to women, older persons and vulnerable populations, including persons in detention. The Joint Programme will take into account/feed into ongoing cooperation of the Philippine Government with the International Narcotics Control Board (INCB).

The UN Joint Programme will also engage to support the Government in its stated commitment to implement the Anti-Terrorism Act of 2020 in a manner that conforms to its obligations under international human rights standards. The UN

¹⁰ Based on recommendations of the Outcome Document 2016 UNGASS, Chapter 1(prevention and treatment) and 4 (human rights and cross cutting issues).

¹¹ See International Guidelines on Human Rights and Drug Policy, <https://www.undp.org/content/undp/en/home/librarypage/hiv-aids/international-guidelines-on-human-rights-and-drug-policy.html>

will seek to strengthen the capacity of relevant actors in adopting a human rights-based approach to combating terrorism by increasing the knowledge and understanding of human rights safeguards among implementing authorities and providing technical assistance for bringing the framework in compliance with international norms and standards. At the same time, the UN Joint Programme will work with the CHRP and civil society actors to strengthen their capacity to document possible violations committed in the context of counter-terrorism operations and effectively raise these with the relevant authorities.

Responding to the human rights challenges in the Philippines requires a long term and consistent approach, supported by a broad range of stakeholders. The UN Joint Programme will mobilize and engage stakeholders to work together, critically and constructively, to respond to these challenges. This will include coordination with initiatives that are ongoing in the human rights and rule of law sector, including the GoJust II programme being implemented by the European Union.¹² This will strengthen institutional knowledge of human rights, which will build trust in institutions, and this in turn will have a positive and accelerating impact in the overall approach to addressing human rights and development challenges.

1.3 Target groups

In terms of technical cooperation and capacity-building, the UN Joint Programme will target duty-bearers and rights-holders.

Duty-bearers are government institutions which are legally obligated to respecting, protecting, promoting and fulfilling international and domestic human rights obligations. including Government officials, the Philippine National Police (PNP), the Armed Forces of the Philippines (AFP), the Presidential Human Rights Committee Secretariat (PHRCS), the Dangerous Drugs Board (DDB) and other relevant Committees and institutions. The CHRP will also be among the target groups.

Meanwhile, *Rights-holders* are the population whose rights the UN Joint Programme, in collaboration with the Government, seeks to promote and protect. The UN Joint Programme will seek to benefit the broader population and specific sectors including human rights defenders¹³ and organizations; persons deprived of liberty; women; and indigenous community leaders, among others. These groups are at particular risk of violations or abuses by state and non-state actors, and will also be indirect beneficiaries, as the UN Joint Programme works with Government institutions to promote implementation of accepted human rights recommendations.

¹² EU-Philippines: joint press release following the first sub-committee on Good Governance, Rule of Law and Human Rights, 5 February 2021, https://eeas.europa.eu/headquarters/headquarters-homepage/92682/eu-philippines-joint-press-release-following-first-sub-committee-good-governance-rule-law-and_en

¹³ Human rights defenders (those whose work is acknowledged by UN General Assembly Resolution on Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms - A/RES/53/144 and specifically termed as human rights defenders under UN Fact Sheet No. 29 – Human Rights Defenders: Protecting the Right to Defend Human Rights, April 2004 published by the Office of the High Commissioner on Human Rights

1.4 Stakeholders

The stakeholders of the UN Joint Programme include duty-bearers and rights-holders in the Philippines, as well as the UN and the international community.

- The Government of the Philippines, including the Government institutions involved in the implementation of various components of the workplan;
- Participating UN Agencies each contributing their particular expertise (OHCHR, UNOCT, UNESCO and UNODC);
- The Commission on Human Rights of the Philippines (CHRP);
- Civil society organizations, who will participate in the implementation of the UN Joint Programme based on terms of reference and their respective areas of expertise, and who will benefit from capacity development and increased engagement;
- Victims of human rights violations and abuses, who will benefit from increased human rights capacity and improved access to justice; and
- Development Partners who have engaged through the UN Human Rights Council and development cooperation programmes.

Since the UN Joint Programme is an innovative approach to addressing human rights challenges through integrated UN action, the UN and the development partners will also benefit from lessons learned in this approach to human rights. The UN system will be able to gain important knowledge and lessons learned, which can be used in other contexts.

2. Programme Strategy

2.1. Overall strategy

Protection and promotion of human rights is at the core of sustainable development. The Philippines has a strong domestic legal and policy framework for protection of human rights, and the country has engaged actively with the international human rights system. Nevertheless, challenges exist. The UN Joint Programme aims to strengthen human rights-based approaches in targeted areas, to increase capacity to engage with international human rights mechanisms, and to respond more effectively to address violations and abuses, including through promoting accountability for human rights violations.

In co-sponsoring Human Rights Council resolution 45/33, the Government confirmed its intention to work with the UN to address human rights challenges facing the country, including through this UN Joint Programme on technical cooperation and capacity-building. The UN Joint Programme has been developed through consultations with the Government, and also with the CHRP and civil society organizations. Throughout the project design, review and

implementation the UN Joint Programme will maintain the engagement of these actors, to ensure that solutions benefit a broad segment of the population, with a focus on addressing the needs of the most vulnerable first. As the problems that the UN Joint Programme seeks to address are in many cases institutional ones that require long-term intervention, the programme will be implemented over three years.

The UN Joint Programme will use the following strategies:

- 1) Capacity development of stakeholders including Government and non-government actors/institutions, on human rights-based approaches and rule of law / access to justice;
- 2) Institutional strengthening through technical cooperation to strengthen systems for human rights monitoring, data gathering, reporting and analysis;
- 3) Advocacy to influence key processes with a view to ensuring the adoption of legislation, and integration of human rights compliance with laws and policies;
- 4) Building broad-based national ownership, including through developing forums for constructive engagement and discussion between different stakeholder on human rights issues; and
- 5) South-South and triangular cooperation in order to optimize the advantages of global learning, and to share lessons learnt from the UN Joint Programme.

Through capacity-development, technical cooperation and advocacy, the capacity of duty bearers to increasingly apply a human rights-based approach will be strengthened. Strengthened institutions, capacity building and advocacy will also allow rights-holders to better claim their rights. Furthermore, as domestic accountability mechanisms are strengthened and become more human rights-compliant, victims will have greater access to justice. This will be supported through public awareness-raising and ongoing efforts to bring together different actors to discuss human rights issues and engage constructively to address them. Women, youth, indigenous persons and other groups will be included in these forums.

South-South and triangular cooperation will be a main innovative strategy that the UN Joint Programme will seek to apply and promote. This will be achieved through knowledge-sharing and engagement in activities spanning all outcome areas.

This overall approach is **transformational** because it aims at behavioral change and institutional strengthening towards the realization of human rights. Secondly, it builds the foundation for future engagement and understanding between government actors, independent institutions and civil society, emphasizing the importance of peaceful dialogue, civic space, and respect for diversity in a democratic society.

The **UN's added value** lies in its substantive global expertise and normative work through its various specialized agencies. In addition, the UN contribute with targeted and evidence-based expertise based on international human rights norms and standards as well as human rights-based approaches to drug control and countering terrorism. In doing so, it will work closely primarily with government institutions, and also with the CHRP and civil society organizations to tailor programs to the national context. With an enhanced United Nations Country Team and Resident Coordinator System, as part of the UNDS reform, the UN can play a convener role amongst different stakeholders. This is particularly important in relation to the sensitive and at times divisive narratives about human rights topics. In bringing different actors together and providing space for constructive engagement, the UN Joint Programme, supported by the good offices of the UN Resident Coordinator will promote inclusive and constructive dialogue for the success of the UN Joint Programme.

2.2 Theory of Change

Overall theory of change

IF laws and policies in the Philippines comply with international human rights law and are effectively implemented; and IF the capacity and commitment of duty bearers to apply human rights-based approaches are enhanced; and IF mechanisms to hold human rights violators and abusers accountable are strengthened; and IF rights holders have effective avenues through which they can claim their rights without fear of repercussion, THEN the rights of all people will be better respected at all times.

Description

The Theory of Change describes the change pathway towards a desired state of increased respect for human rights, increased accountability, and where civil society, including victims and their families, are able to claim their rights and engage in peaceful and legitimate human rights activities without fear of repercussions.

- (1) Duty-bearers have their capacities to respect, protect, and fulfill human rights strengthened; increasingly apply a human rights-based approach; and there is a substantial reduction in violations as a result of increased awareness and compliance with the state's international human rights obligations.

The UN Joint Programme will engage in capacity-development and technical cooperation with relevant state actors on a range of human rights topics. It will engage with government departments, judicial actors, police, the Anti-Terrorism Council-Program Management Center (ATC-PMC), the Dangerous Drugs Board (DDB) and others. This will include support to the Presidential Human Rights Committee Secretariat (PHRCS) to strengthen reporting to international human rights mechanisms through a coordinated approach based on best practice which will involve agencies at the local and national levels, and will strengthen national consultation processes. The UN Joint Programme will also work with a range of

actors in the area of drug control, to implement programmes that include treatment and rehabilitation, inclusion of vulnerable groups, and prevention, building on efforts already undertaken and existing partnership between UNODC, WHO, UNWOMEN and others. In the area of counter-terrorism, the UN Joint Programme will continue to raise awareness of the human rights-based approach to counter terrorism, including through advocacy for legal and regulatory reform; strengthening a human rights-based approach to the investigation and adjudication of terrorism-related cases; and to enhance accountability mechanisms for the violation of human rights in the context of counter-terrorism operations including through enhancing the investigation of human rights violations and by strengthening the capacity of the CHRP to monitor violations of human rights in the implementation of the Anti-Terrorism Act of 2020 and by equipping frontliners (for example prosecutors and police) to apply human rights standards and safeguards.

- (2) Domestic accountability mechanisms to address human rights violations and abuses are strengthened, leading to increased accountability for human rights violations and abuses, and justice and redress for victims.

The UN Joint Programme will implement activities to strengthen existing accountability mechanisms. It will work with the AO35 mechanism, to increase its effectiveness through reviewing bottlenecks and obstacles, mentoring, increasing capacity of AO35 investigators and prosecutors to strengthen accountability efforts. In parallel, the UN Joint Programme will support the Department of Justice (DOJ) to establish a National Referral Pathway Mechanism to contribute to efforts to investigate and prosecute a broader range of human rights violations and help complainants in accessing appropriate domestic mechanisms. This will be done within the current institutional framework, taking into account the role of the CHRP, the Ombudsman's Office and the judicial system. Support will also be provided to strengthen the Interim National Preventive Mechanism on torture, and to provide technical advice and advocacy for a permanent mechanism in compliance with human rights standards. In terms of accountability for any human rights violations and abuses committed in the context of combatting terrorism, steps will be taken to support prosecutors and police to investigate allegations of such violations, and to support the CHRP to effectively implement its mandate under article 47b of the Anti-Terrorism Act of 2020. Another key aspect of promoting accountability is improved, effective and transparent data on allegations of human rights violations by the PNP. The UN Joint Programme will provide expertise to work with the PNP Human Rights Affairs Office to implement its new Human Rights Recording, Analysis, Information System and Enforcement (HuRAISE) database system, to train PNP human rights officers and to support rollout in the regions.

- (3) Rights holders, including victims of human rights violations and abuses and their families, are better able to claim their rights.

The UN Joint Programme builds on the strong civil society movement and constitutional guarantees of freedom of expression, while strengthening those areas where concerns remain. It will seek policy strengthening through advocacy and technical assistance to facilitate the adoption of legislation on the protection of human rights defenders. It will also seek to implement the Philippines

obligations as a state party the Optional Protocol to the Convention Against Torture and other cruel, inhuman and degrading punishment or treatment to pass legislation formally adopting a law establishing the National Preventive Mechanism. The UN Joint Programme will build capacity of civil society to engage in a range of human rights issues, through trainings, workshops and forums for discussion, in particular, to support efforts to report to existing domestic and engage international human rights mechanisms. A particular focus will be on CSOs representing Indigenous Peoples, women and groups in more remote locations, including through working with networks of HRDs.¹⁴ At the same time, the UN Joint Programme will work with a range of government actors on promoting protection of journalists and ensuring that international standards related to the right to freedom of expression are upheld. It will also seek to strengthen constructive engagement between state and non-state actors working on human rights through creating safe and constructive forums for discussion and engagement. One such forum is the National Monitoring Mechanism as an inter-agency – civil society platform to facilitate civil society engagement in promoting accountability. The UN Joint Programme will work with national stakeholders to re-activate this forum. Taking a victim-centered approach, and linking to efforts to strengthen domestic accountability measures, the UN Joint Programme will consult with victims, families of victims and organizations supporting them, to strengthen victim and witness protection and to ensure that they are able to claim their rights.

Keeping at its core a duty-bearer and rights-holder framework, the UN Joint Programme will not replace functions that are the responsibility of the state, nor replace the agency of civil society actors. Instead, it will work closely to magnify and accelerate positive initiatives that have already been initiated by these actors, ensuring that they move beyond institutional policy and translate to concrete human rights improvement change on the ground.

List of main Theory of Change assumptions to be supported:

- Increased Government capacity in implementing the human rights framework and human rights-based approaches leads to changes in institutional behavior and agency.
- There is continued commitment and support for human rights reform, accountability and increased compliance with international obligations and applicable domestic legislation among Government counterparts.
- In addition to political will, key Government agencies and development partners allocate adequate resources to implement and sustain human rights programmes.
- The CHRP remains an A-rated, truly independent human rights body, non-politicized, and an outspoken and authoritative voice on human rights for all.

¹⁴ This is in line with the UN Socioeconomic and Peacebuilding Framework for COVID-19 recovery in the Philippines (2020-2023) and the Secretary General's Call to Action for Human Rights (2020-2023). See: <https://www.un.org/en/content/action-for-human-rights/index.shtml>.

- Civic space is protected, and human rights defenders,¹⁵ and journalists are able to contribute actively to the UN Joint Programme and able to conduct peaceful and legitimate human rights activities.
- These assumptions will be kept under review and assessment in light of the UN Human Rights Due Diligence Policy.¹⁶

2.3 Expected results and impact

The UN Joint Programme is expected to increase the extent to which the human rights of people in the Philippines are protected. It is expected to increase the capacity and knowledge of duty bearers to promote, protect and fulfill human rights. It is expected to strengthen accountability for human rights violations and abuses, increasing trust in institutions and adherence to rule of law. The UN Joint Programme is expected to promote a more inclusive participation by rights-holders including different civil society groups towards a broader environment in which human rights are respected and protected, and in which they can conduct peaceful and legitimate human rights activities without fear of repercussions.

The overall picture will be one where institutions are stronger and more trusted as a result of human rights reform, public health and people-centered approaches. Human rights violations and abuses are addressed through legal processes, that are victim-centered and conform with fair trial standards. There will be better data on violations and abuses, leading to more effective strategies to address these. Human rights-compliant mechanisms provide improved protection for victims and witnesses. The application of proven methods that are consistent with international human rights norms and standards for drug control through prevention and treatment will lead to more effective strategies to address this problem taking into account local conditions. The Philippines will be supported in addressing terrorism through proven good practices that are consistent with international human rights norms and standards. Civic space is also protected and broadened to allow different human rights defenders, civil society groups, and other rights holders to conduct their legitimate and peaceful activities. The Philippines continues its engagement with the international human rights mechanisms, and this is strengthened as a result of high-quality data gathering, consultation and monitoring throughout reporting cycles. The CHRP continues to fulfil its independent mandate as a strong, non-politicized, and principled voice for human rights protection.

¹⁵ Human rights defenders (those whose work is acknowledged by UN General Assembly Resolution on Declaration on the Right and Responsibility of Individuals, Groups and Organs of Society to Promote and Protect Universally Recognized Human Rights and Fundamental Freedoms - A/RES/53/144 and specifically termed as human rights defenders under UN Fact Sheet No. 29 – Human Rights Defenders: Protecting the Right to Defend Human Rights, April 2004 published by the Office of the High Commissioner on Human Rights

¹⁶ The UN Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces (HRDDP), adopted in July 2011, requires all United Nations entities to be diligent in ensuring that support to non-UN security forces is provided in a manner that is consistent with the purposes and principles as set out in the Charter of the United Nations, and is compliant with and promotes respect for international humanitarian, human rights and refugee law. See: <https://unsdg.un.org/resources/guidance-note-human-rights-due-diligence-policy-un-support-non-united-nations-security>

2.4 Financing

The overall cost of implementing the UN Joint Programme is **\$10,212,314**. A total of \$2,233,503 will be contributions by PUNOs. The remaining amount of \$7,978,811 will be provided by resource partners. This will directly support programme implementation that will cover costs of staff/experts, capacity development and technical cooperation, outreach and advocacy, and institutional strengthening. In addition, the Government of the Philippines intends to make a financial contribution to the Joint Programme subject to budgetary considerations.

Forecast financial needs to ensure quick impact and sustainability are: 3,500,000 (First Year); 2,239,406 (Second Year); and 2,239,405 (Third Year). To ensure financial predictability of the programme, resource partners are strongly encouraged to commit multi-year funding.

The programme implementation cost will be broken down in accordance with the six areas outlined in Human Rights Council resolution 45/33.

A country-level pooled funding mechanism will be established to support the UN Joint Programme. Resource partners will be strongly encouraged to opt for the pooled funding mechanism to ensure effective partner coordination and programme consistency.

Resources partners contributing to the UN Joint Programme will be represented at the UNJP Steering Committee, which is the main oversight body of the programme. A partnership recognition policy will be established to ensure adequate visibility of partnership supporting the funding mechanism.

Each of these six areas shall allocate at least 10% to ensure inclusiveness of the approach such as gender-responsive activities, inclusiveness of vulnerable groups, and representation. A percentage of the budget shall also be allotted for needs assessment in the six key areas of the Joint Programme to identify knowledge gaps and learning needs of duty bearers and other relevant target groups. This can be undertaken through focus group discussions, assessment surveys, and interviews, among others, to make capacity development activities more targeted and responsive.

Funds will also be allocated to support a Communications Plan, as well as joint regular Monitoring and Evaluation by the UN and the Philippine Government, an annual Stakeholders' Meeting, and an independent End-of-Programme Evaluation.

The UN Joint Programme will also leverage funds and in-kind contributions from the Government of the Philippines (i.e. office space, supplies, and administration and logistics support), including through seeking to strengthen and build on existing initiatives. In addition, it will link to and coordinate with ongoing initiatives by development partners, including the European Union GoJust II Programme.

The UN Joint Programme emphasizes behavioral change and institutional strengthening. Through its close collaboration and integration with Government actors, impact will be sustained beyond the Programme cycle. The UN Joint Programme will engage in training of trainers, in order to ensure sustainability and handover of key training functions on technical human rights issues to a group of national trainers. In addition, the UN Joint Programme focuses on strengthening of civil society, building their capacity to carry on key outcomes beyond the UN Joint Programme period.

2.5 Partnerships and stakeholder engagement

The UN Joint Programme will be implemented within the goals of the Socio-economic and Peacebuilding Framework (SEPF) as an updated version of the Partnership for Sustainable Development (PFSD). Overall oversight will be provided by the UN Joint Programme Steering Committee, jointly Chaired by the Secretary of Justice and the UN Resident Coordinator.

The specialized UN entities participating in the UN Joint Programme contribute specific and unique expertise to the areas covered. OHCHR has specific expertise and resources in the Philippines and at headquarters and will contribute the overarching human rights approach and expertise in all project areas, while leading in areas directly related to implementation of international and national human rights obligations. UNODC has been engaging on issues using the UNGASS 2016 operational recommendations on the world drug problem and leads the *ad hoc* UN support together with WHO, UNAIDS, and UNWOMEN. The UN Joint Programme will build on these activities. UNESCO's targeted activities will contribute in the area of civic space and media freedom. Meanwhile, UNOCT is well placed to leverage its coordination and capacity-building mandate from the United Nations General Assembly and its leadership as the Chair of the Global Counter-Terrorism Coordination Compact to bring system-wide expertise and global best practices grounded in respect for international human rights norms and standards to the programme in collaboration with UNODC and OHCHR.

The interventions of the UN Joint Programme will require strategic partnerships with the Government of the Philippines through its relevant line departments, in particular the Department of Justice (DOJ), the Department of Foreign Affairs (DFA), the Dangerous Drugs Board (DDB), the Department of Health (DOH), the Department of Interior and Local Government (DILG), and the Anti-Terrorism Council-Program Management Center (ATC-PMC). It will also require engagement with the Philippines National Police (PNP) and the Armed Forces of the Philippines (AFP). Key partnerships will be with the Presidential Human Rights Committee Secretariat (PHRCS) and the Commission on Human Rights (CHRP).

Human rights CSOs will be engaged in governance and technical coordination mechanisms based on terms of reference and in accordance with their areas of expertise. In addition, the UN Joint Programme will organize quarterly consultation meetings with a broad group of CSOs to share updates on the activities and receive feedback from CSOs.

The UN Joint Programme will ensure close coordination and cooperation with international development partners working in the area of rule of law, gender, and human rights. This will be achieved through quarterly development partner briefings, as well as one more extensive annual meeting to review progress, develop workplans and discuss strategies for overcoming challenges or adjusting implementation.

South-South and triangular cooperation will be a main innovative strategy that the UN Joint Programme will seek to apply and promote. This will be achieved through knowledge-sharing and engagement in activities spanning all outcome areas.

The UN Joint Programme will hold one development partners event per year, aimed at sharing knowledge and lessons, increasing visibility and supporting resource mobilization initiative at the country, regional and global levels.

3. Programme implementation

3.1 Governance and implementation arrangements

The **UN Joint Programme Steering Committee** is the overarching high-level mechanism that will provide leadership, vision and strategic direction, make resource allocation decisions, and monitor the UN Joint Programme's progress towards achieving transformative change and desired objectives. The Steering Committee provides a platform for high-level dialogue, coordination, communication and advocacy among stakeholders, ensuring adaptation of the UN Joint Programme and its Fund architecture based on evolving priorities.

The responsibilities of the UN Joint Programme Steering Committee include agreeing on the overall strategic direction of the UN Joint Programme; approving documented arrangements for management and coordination; reviewing and revising the theory of change and expected results over the life-cycle of the fund; reviewing annual workplans and budgets, and making necessary adjustments; reviewing reports; identifying and recommending corrective action to emerging strategic and implementation problems or serious ongoing human rights concerns; leading efforts to capitalize the Fund, through advocacy and mobilization of investments; ensuring coherence and seeking agreement on similar programs and projects by other donors; and approving communication and public information plans.

The UN Joint Programme Steering Committee will be co-chaired by the UN Resident Coordinator and the Secretary of Justice. Its membership will include:

- One senior representative from each of the PUNOs (OHCHR, UNESCO, UNOCT and UNODC);
- One senior representative from the Department of Foreign Affairs; the Dangerous Drugs Board; and the Anti-Terrorism Council-Program Management Center;
- The Chair of the Commission on Human Rights of the Philippines;

- The Executive Director of the Presidential Human Rights Committee Secretariat;
- Two representatives from resource partners contributing to the UN Joint Programme;
- Three representatives from Civil Society identified in accordance with the terms of reference for civil society participation, with expertise and proven track-record in respective human rights-based approaches to drug-related issues, human rights-based approaches to counter-terrorism, and in civil and political rights.

Efforts will be made to ensure gender balance in the composition of the Steering Committee.

The Steering Committee will meet every six months or, exceptionally, at the request of the co-chairs.

The UN Joint Programme Coordinator and the Department of Justice counterpart shall act as secretaries.

The UN Joint Programme Coordination/Secretariat will be headed by a UN Joint Programme Coordinator placed by OHCHR in the Resident Coordinator's Office (RCO), with designated administrative support, and support from the RCO team. The UN Joint Programme Coordinator and the Department of Justice (DOJ) counterpart shall act as secretaries. The Secretariat ensures the proper discharge of the Steering Committee's quality assurance role. The UN Joint Programme Coordinator will be responsible for facilitating the functioning of the Governance structures, and carry out monitoring of programme activities. The Programme Coordinator will convene the leads of the six Technical Working Groups in a monthly meeting to ensure coherence and consistency in implementation as well as coordinate meetings of the UN Joint Programme Steering Committee.

Technical Working Groups (TWG) will be convened for each of the six thematic areas, and will be co-chaired by a relevant Government agency and the lead UN entity in the respective area. The TWG will lead and oversee programme implementation and monitoring and shall be responsible for the following functions: i) provide regular technical advice, monitor progress, and report to key stakeholders; ii) analyzes programme bottlenecks, emerging human rights risks or concerns, identifies actions to be taken, and recommends strategies and innovative approaches to joint programming and in addressing risks and operational issues; and agree on workplans for implementation, project design and discuss/plan substance of intervention.

Membership of the TWGs will include relevant mid-level Government Officials, UN technical staff, representatives of CSOs in accordance with terms of reference and with relevant expertise, and members of the CHRP. Lead UN agencies and government agencies in each of the areas will co-convene monthly meetings of core members. In addition, the TWGs may meet on an *ad hoc* basis to address urgent issues, or to meet with invited resources persons, beneficiaries,

stakeholders etc. TWGs play a key role in ongoing monitoring and reporting, identification of concerns and challenges and making recommendations for adjustments, and may elevate issues to the Steering Committee as required.

The TWGs will provide quarterly reports to the Leave No One Behind Working Group (LNOB WG) established under the UN Socioeconomic and Peacebuilding Framework (SEPF). The Chair of the LNOB WG may then consult with the UN Resident Coordinator to decide on any adjustments, and also in full consultation with the Government, and may bring issues that require consideration to the UN Joint Project Steering Committee.

An Administrative Agent will be identified for fund design and administration.

3.2 Monitoring, reporting, and evaluation

The **Administrative Agent** shall prepare certified annual and final **financial reports** consisting of the reports submitted by each participating UN organization and a report on "Source and Use of Funds." The AA shall provide those consolidated reports to each donor that has contributed to the Joint Programme account, in accordance with the timetable in the Standard Administrative Arrangement.

The **Convening Agency** shall prepare annual and final consolidated **narrative progress reports** based on the reports submitted by each PUNO, and shall provide those consolidated reports to the Administrative Agent for further submission to each donor that has contributed to the UN Joint Programme, in accordance with the timetable. The narrative reports should be result-oriented, evidence-based, and describe in a coherent manner what is being done jointly at the outcome and output levels.

- *Annual narrative progress reports*, to be provided no later than 31 January of the following year. The Annual Narrative must include the result matrix, expenditures, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Final consolidated narrative report*, after the completion of the UN Joint Programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

Each participating UN organization will prepare narrative reports in accordance with the narrative reporting template and financial reports in accordance with its financial regulations, rules and operational policy guidance, using the UN harmonized budget categories. The narrative report will be shared with the Convening Agency, and the financial report will be shared with the Administrative Agent. Additional insights (such as policy papers, case studies, infographics) may be provided.

Data for all indicators of the results framework will be shared with the Secretariat on a regular basis.

Participating UN organizations will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South cooperation initiatives, in the reporting done throughout the year.

Participating UN organizations at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

Upon completion of the UN Joint Programme, a final, *independent and gender-responsive*¹⁷ evaluation will be organized by the UN Resident Coordinator.

3.3 Accountability, financial management, and public disclosure

A pass-through fund management modality will be used, where funds will be channeled for the Joint Programme through the designated Administrative Agent. The Administrative Agent will be entitled to allocate a standard UN administrative fee of the amount contributed by each donor, to meet the costs of performing the Administrative Agent's standard functions as described in the MOU.

Each Participating UN Organization (PUNO) receiving funds through the pass-through has signed a standard Memorandum of Understanding with the Administrative Agent. By signing the MOU, they take programmatic and financial accountability for the funds disbursed to it by the Administrative Agent. Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Funding will be provided on annual basis, upon successful performance of the UN Joint Programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Administrative Agent.

¹⁷ [How to manage a gender responsive evaluation. Evaluation handbook](#), UN Women, 2015.

Indirect costs of the participating UN organizations will be recovered through programme support costs. All other costs incurred by each participating UN organization in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Participating UN organizations and partners must comply with UN Joint Programme policies and standard practices in terms of "UN joint initiative" communication as well as Partnership recognition guidelines, which includes information on resource partner visibility requirements. Each PUNO will take appropriate measures to publicize the UN Joint Programme as a "UN joint initiative". All related publicity material, official notices, reports and publications, provided to the press or UN Joint Programme beneficiaries, will acknowledge the role of the host Government, resource partners, PUNOs, and any other relevant entities.

The Joint Programme will be implemented in accordance with the provisions of the cooperation and assistance agreements of the PUNOs. Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the "General Convention") or the Convention on the Privileges and Immunities of the Specialized Agencies (the "Specialized Agencies Convention") to the Agencies' property, funds, and assets and to their officials and experts on mission. The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government.

D. ANNEXES

Annex 1. UN Joint Programme Results Framework

Result / Indicators	Baseline	Year 1 Target (by June 2022)	Year 2 Target (by June 2023)	Year 3 Target (by June 2024)	Means of Verification	Responsible partner/s
Outcome 1: Duty bearers increasingly apply a human rights-based approach and commit fewer violations as a result of increased awareness and compliance with human rights.						
Indicator 1A Reduction in the number of deaths resulting from police operations, disaggregated by geography, gender and other relevant characteristic.	(2020 baseline data to be determined from PNP)	10 per cent reduction (from 2020)	20 per cent reduction (from 2020)	30 per cent reduction (from 2020)	PNP, CHRP, CSOs	PNP, CHRP, DOJ
Indicator 1B Alleged violations (extralegal killings, unlawful detention, disappearances, torture) in the context of anti-terrorism legislation are promptly investigated and referred for disciplinary measure and/or criminal prosecution.	TBD	All cases promptly investigated and referred for disciplinary measure and/or criminal prosecution.	All cases promptly investigated and referred for disciplinary measure and/or criminal prosecution.	All cases promptly investigated and referred for disciplinary measure and/or criminal prosecution.	ATC, PNP, CHRP, CSOs	PNP, CHRP, DOJ
Indicator 1C Number of police officials trained on human rights topics.	TBD	TBD	TBD	TBD	PNP, UN training records.	PNP
Output 1.1: Strengthened engagement with international human rights mechanisms and implementation of recommendations in law and policy.						

Indicator 1.1.A At least one visit of Special Procedure at the invitation of the Government during the UN Joint Programme period as deemed mutually beneficial for the advancement of human rights.						
Indicator 1.1.A At least one visit of Special Procedure at the invitation of the Government during the UN Joint Programme period as deemed mutually beneficial for the advancement of human rights.	Most recent official mission occurred in 2015.	0	1	1	DFA invitation letter, mission report	DFA, PHRCS
Indicator 1.1.B Percentage/number of accepted UPR recommendations that the Government is taking steps to implement.	103 accepted recommendations in the Philippines' UPR in 2017	TBD	TBD	TBD		PHRCS, lead agencies under Administrative Order 163
Indicator 1.1.C Strengthening of the National Mechanism for Reporting and Follow-up	NMRF exists and reports regularly. The four functions (engagement, coordination consultation, information management) could be strengthened.	Database established, focal points appointed in line departments, regular meetings.	Database populated, relevant officials trained, coordination and outreach improved,	Database populated with significant inputs from line departments, consultation with a broader range of actors.	PHRCS reports, national treaty reports and other submissions, engagement with international mechanisms, meeting notes, number of entries in the database.	PHRCS Government departments inputting to treaty reports
Output 1.2 Increased compliance with international human rights standards in counter-terrorism						
Indicator 1.2.A Number of security officials trained in human rights-based approach to countering terrorism	TBD	TBD	TBD	TBD	ATC, UN training records, PNP, AFP	ATC, AFP, PNP

Indicator 1.2.B Number of national policies and normative frameworks on countering terrorism revised towards increased compliance with human rights.	2020	TBD	TBD	TBD	Official Gazette, other records / policies.	ATC, AFP, PNP
Output 1.3 Strengthened capacity to implement a human rights-based approach to drug control						
Indicator 1.3.A Percent of current PWUDs who have access to voluntary and evidence-based community-based treatment and care services appropriate to their assessed risk. (EB=certified by DOH/DDB/DILG).	Baseline to be collected at start of program, disaggregated by assessed risk. (Figure of 38% to be validated)	100% are assessed for risk and dependence; 50% of PWUDs with low/mild risk have access to CBTx. 30% of PWUDs w/ moderate/high risk and/or moderate dependence have access to facility-based voluntary outpatient services.	60% of PWUDs with low/mild/moderate risk have access to CBTx. 50% of PWUDs w/ moderate/high risk and/or moderate dependence have access to facility-based voluntary outpatient services.	80% of PWUDs with low/mild/moderate risk have access to CBTx. 70% of PWUDs w/ moderate/high risk and/or moderate dependence have access to facility-based voluntary outpatient services.	LGU/ADAC records, DDB	DDB, DOH, DILG
Indicator 1.3.B Percentage of current PWUDs whose family complete evidence-based family-centered prevention programmes (as certified by DDB/DSWD/DepEd)	Baseline to be collected at start of program.	30% of PWUDs whose family complete EB family-centered prevention programmes.	50% of PWUDs whose family complete EB family-centered prevention programmes.	70% of PWUDs whose family complete EB family-centered prevention programmes.	DDB records LGU / ADAC records	DDB, DSWD, DepEd, DILG
Indicator 1.3.C Number and percentage of PWUDs receiving evidence-based prevention messages and services.	Baseline to be collected at the start of program	10 percentage points increase from preceding year	10 percentage points increase from preceding year	10 percentage points increase from preceding year	UNODC program documents; BJMP and BuCor records	DDB, BJMP, BuCor, DILG

Indicator 1.3.D Number / per cent of detainees who are able to avail of modes of early release, with special attention given to women and elderly prisoners.	TBD	TBD	TBD	TBD	BJMP and BuCor records, release orders.	DOJ
Indicator 1.3.E Per cent of unsentenced detainees as a proportion of overall prison population	TBD [75.1 per cent as of 2018, with increasing trend of an average 1.1 per centage point annually from 56.9 per cent in 2001].	75 per cent	74 per cent	73 per cent	BJMP and DDB records.	BJMP, BuCor, DILG
Indicator 1.3.F Percent of over-capacity of pre-trial detention facilities	403% (December 2020)	400%	397%	394%	BJMP, DDB, DILG.	DDB, BJMP and Provincial Jails, DILG
Outcome 2: Domestic accountability mechanisms to address human rights violations and abuses are strengthened, leading to increased accountability, and justice and redress for victims.						
Indicator 2A In police operations where deaths of civilians occurred: a) investigations conducted; (b) administrative cases filed; and (c) criminal cases filed, as appropriate, disaggregated by age, gender, geography or other relevant characteristic.	TBD [Number of operations in which deaths of civilians occurred; number of investigations conducted; number of administrative cases filed; and number of criminal cases filed.	TBD	TBD	TBD	PNP, DOJ, CHRP, CSOs	PNP, DOJ, CHRP

Output 2.1 Increased capacity and improved functioning of AO35

Indicator 2.1.A Number of preliminary investigations completed by the Department of Justice (DOJ); and percentage of these that lead to prosecution in compliance with international human rights standards.	TBD	TBD	TBD	TBD	DOJ, PNP	PNP, DOJ
Indicator 2.1.B Percentage of requests for information sharing by the CHRP positively responded to in accordance with the Data Sharing Agreement.	0	100 per cent	100 per cent	100 per cent	AO35, DOJ, CHRP	AO35, DOJ, CHRP

Output 2.2 A National Human Rights Referral Pathway is established and functioning.

Indicator 2.2.A Steps towards establishment of a National Referral Pathway	No pathway exists	Assessment and recommendation; At least 12 Meetings on the establishment of the NRP; Task Force established.	Establishment and operation. Procedures and structures put in place; trainings; and implementation of relevant recommendations.	Ongoing review and consideration of cases; meetings; trainings; final assessment.	DOJ, PNP, CHRP	DOJ, PNP
Indicator 2.2.B Number of cases referred by the National Human Rights Referral Pathway to appropriate mechanisms, disaggregated by geography, gender and other relevant characteristic	0	0	TBD	TBD	DOJ, PNP, CHRP	DOJ, PNP

Output 2.3 The Commission on Human Rights of the Philippines effectively investigates violations of Civil and Political rights related to the Anti-Terrorism Act.

Indicator 2.3 A Number and percentage of allegations of violations related to the ATA investigated by the CHRP.	TBD	Number TBD 100 percent	Number TBD 100 percent	Number TBD 100 percent	Number TBD CHRP	Number TBD CHRP
Indicator 2.3.B Number of CHRP staff and other relevant actors trained.	TBD	TBD	TBD	TBD	CHRP, UN training records	CHRP

Output 2.4 Improved data and accountability for human rights violations by police, including through support to HuRAISE and the HRAO.

Indicator 2.3.A Number of human rights violations identified by HuRAISE, disaggregated by sex, age, and other characteristics.	TBD	Number of cases filed through HuRAISE	Number of cases filed through HuRAISE	Number of cases filed through HuRAISE	PNP HRAO, HuRAISE entries.	PNP
Indicator 2.3.B Analysis of patterns and trends of human rights violations based on data, including gender analysis	TBD	Date of meetings or reports analyzing patterns and trends; Conduct of an annual PNP-UN meeting to analyze patterns and trends.	Date of meetings or reports analyzing patterns and trends; Conduct of an annual PNP-UN meeting to analyze patterns and trends.	Date of meetings or reports analyzing patterns and trends; Conduct of an annual PNP-UN meeting to analyze patterns and trends.	PNP, UN meeting record,	PNP

Outcome 3: Rights holders, including victims of human rights violations and abuses and their families, are better able to claim their rights.

Output 3.1: Victims, witnesses and civil society actors have increased access to justice, restitution and protection.

Indicator 3.1.A A comprehensive and victim-centric victim and witness protection system is in place.	System is in place, but some challenges remain	Assessment and development of recommendations. Training on HRBA to victim and witness protection.	Implementation of recommendations and number of steps taken to improve victim and witness protection.	All victims and witnesses have access to appropriate protection mechanisms.	DOJ, CHRP, PNP, victim surveys, CSO data	DOJ, CHRP
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Output 3.2: A National Preventive Mechanism is established.

Indicator 3.2 A Increased engagement, and date of entry into force of legislation establishing the NPM.	The Philippines is a State Party to OPCAT, but has not yet adopted national legislation. An interim NPM is functioning.	Advocacy, awareness-raising initiatives, consultations undertaken with key actors.	Advocacy, awareness-raising initiatives, consultations undertaken with key actors.	Advocacy, awareness-raising initiatives, consultations undertaken with key actors.	DOJ, CHRP, CSOs, UN meeting records, publications, training modules.	DOJ, CHRP, PNP
Indicator 3.2.B Number and coverage of monitoring visits by the NPM or interim NPM.	The interim NPM is conducting monitoring visits.	TBD	TBD	TBD	CHRP, DOJ, PNP records of visits.	CHRP, DOJ, PNP

Output 3.3: Freedom of expression is protected, and journalists and human rights defenders can conduct their activities safely.

Indicator 3.3.A Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights	To be generated. Methodology to be developed.	Significant reduction in the number of cases; and proportion of investigations conducted, into killings of HRDs, environmental activists, and	Significant reduction in the number of cases; and proportion of investigations conducted, into killings of HRDs, environmental activists, and	Significant reduction in the number of cases; and proportion of investigations conducted, into killings of HRDs, environmental activists, and	DOJ, PNP, AFP CHRP, CSOs and other relevant data.	DOJ, PNP, CHRP
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advocates in the previous 12 months		journalists, disaggregated by gender, geography and other relevant characteristic.	journalists, disaggregated by gender, geography and other relevant characteristic.	journalists, disaggregated by gender, geography and other relevant characteristic.		
Indicator 3.3.B Date of entry into force of legislation recognizing and protecting Human Rights Defenders.	A bill passed three readings in the House of Representatives, but is not prioritized.	Outreach and advocacy initiatives to promote the adoption A unified House/Senate bill and prioritization of the bill.	Continuing targeted outreach and advocacy initiatives. A unified House/Senate bill and prioritization of the bill.	Continuing targeted outreach and advocacy initiatives. A unified House/Senate bill and prioritization of the bill.	CHRP, DOJ, CSOs, records of meetings and outreach materials.	CHRP, DOJ
Output 3.4: Strengthened human rights capacity of civil society, and broader human rights engagement on critical areas.						
Indicator 3.4.A Engagement of civil society in accountability processes, disaggregated by gender and other relevant characteristic.	Limited.	Number of meetings of the AO35 National Monitoring Mechanism and CS engagement with the National Referral Pathway including CSOs.	Number of meetings of the AO35 National Monitoring Mechanism and CS engagement with the National Referral Pathway including CSOs.	Number of meetings of the AO35 National Monitoring Mechanism and CS engagement with the National Referral Pathway including CSOs.	DOJ, CHRP, CSOs, UN meeting records.	DOJ, CHRP, CSOs.

Annex 2. Theory of Change matrix

GOAL	Government institutions respect, protect and fulfil human rights, accountability mechanisms are strengthened, and civil society, including victims and their families, are able to claim their rights without fear of repercussions.			
OUTCOMES	Duty-bearers have their capacities to respect, protect, and fulfill human rights strengthened; increasingly apply a HRBA; and there is a substantial reduction in violations as a result of increased awareness and compliance with the state's international human rights obligations.	Domestic accountability mechanisms to address human rights violations and abuses are strengthened, leading to increased accountability, and justice and redress for victims.	Rights holders, including victims of human rights violations and abuses and their families, are better able to claim their rights.	
OUTPUTS	<p>Strengthened engagement with international human rights mechanisms and implementation of recommendations in law and policy</p> <p>Strengthened capacity to implement a human rights-based approach to combating drugs</p> <p>Increased compliance with international human rights standards in counter-terrorism</p> <p>Strengthened capacity to protect freedom of expression</p> <p>Ongoing monitoring/assessment. impact of the JP and address concerns</p>	<p>Increased capacity and improved functioning of AO35</p> <p>A National Referral Pathway is established and functioning.</p> <p>The CHRP effectively investigates violations of CP rights related to the ATA.</p> <p>Improved data and accountability for human rights violations by police, including through support to HuRAISE and the HRAO</p> <p>Ongoing monitoring and assessment to evaluate the impact of the UNJP and address concerns</p>	<p>Victim, witness and civil society actors have increased access to justice, restitution and protection.</p> <p>A National Preventive Mechanism established and functioning.</p> <p>Freedom of expression is protected, and journalist and human rights defenders can conduct their peaceful and legitimate activities safely.</p> <p>Strengthened human rights capacity of civil society, and broader human rights engagement on critical areas</p> <p>Ongoing monitoring/assessment evaluate impact of the UNJP and address concerns</p>	
BARRIERS	Limited awareness of human rights, access to services, and lack of trust in formal accountability mechanisms.	Limited accountability for violations and abuses of human rights.	Laws and policies related to drug control, counter-terrorism, and other crimes do not fully comply with HR standards.	Long-standing inequalities, with disproportionate impact on vulnerable persons, including IPs, women, rural populations and people living in poverty.
PROBLEM	Limited capacities, insufficient accountability mechanisms and obstacles to constructive engagement between civil society and the Government undermines protection of human rights and efforts to reach the Sustainable Development Goals.			

Annex 3. Gender marker matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
<i>N°</i>	<i>Formulation</i>			
1.1	Context analysis integrate gender analysis	2	Based on human rights documents, including CEDAW analysis, and consultations with women human rights defenders, the context analysis integrates gender.	Prodoc Context Analysis
1.2	Gender Equality mainstreamed in proposed outputs	2	The outputs are informed by the context analysis, including gender. Gender training will be embedded in training and capacity building activities.	Programme reports; training reports; meeting notes.
1.3	Programme output indicators measure changes on gender equality	1	Gender equality has been integrated into a number of the indicators. However, as no baseline is available, it will only be possible to measure gender equality within the programme.	Programme reports, participants lists, meeting notes, data from institutions (PNP HRAO; HRCP; CSOs).
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	Engagement with Government actors will integrate gender equality, including in technical cooperation and capacity building. This will take place both through integrated and specific gender activities.	Programme reports, meeting notes, training notes.
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	Engagement with CSOs working on women's rights, led by women, and representing victims' families (many women) was part of project design and will continue to be a significant aspect of the programme.	Programme reports, training notes, meeting notes.
3.1	Program proposes a gender-responsive budget	1	Gender responsive budgeting will be included in areas including related to treaty reporting, HRBA to drug control and counter-terrorism, and civil society/civic space.	Training notes, meeting notes, consultations, treaty reporting documents.
Total scoring		2		

Annex 4. UN Communication and media

Due to sensitivities of the areas addressed through the UN Joint Programme, communication with different stakeholders, as well as public awareness-raising, must be carefully considered. It will be important to communicate both progress and challenges to key stakeholders, including international development partners, civil society stakeholders and Government counterparts.

Communication to international development partners will take place at quarterly briefings organized by the UN Resident Coordinator on the UN Joint Programme, which may be organized together with the Government and/or other relevant stakeholders as appropriate.

Communication with civil society partners will be communicated through separate quarterly briefings, organized by the UN Joint Programme Coordinator, and in cooperation with relevant PUNOs and others. At these briefings, the UN will provide an update on progress, and emphasis will also be placed on receiving and responding to feedback from civil society actors.

Public messaging may be valuable at key moments and will be determined in view of the prevailing context and added value. Such messaging will focus on the general human rights framework and progress achieved through the UN Joint Programme. All UN public outreach materials should be agreed in advance and should be cleared by the UN Resident Coordinator's Office prior to publication.

The UN may also work with Government counterparts and other relevant stakeholders in developing and executing the communications plan for the UN Joint Programme, as applicable.

1) Overall narrative of the joint programme

- The UN Joint Programme on the promotion and protection of human rights is a multi-stakeholder approach to improving the human rights situation in the Philippines. In particular, the UN will engage in capacity building and technical cooperation in six areas outlined in Human Rights Council resolution 45/33 (7 October 2020) namely: (1) strengthening domestic investigation and accountability mechanisms; (2) data gathering on alleged police violations, (3) civic space and engagement with civil society and the CHRP, (4) national mechanism for reporting and follow-up, (5) human rights based approach to counter-terrorism and, (6) human rights-based approaches to drug control. The United Nations will maintain its independence at all times.
- The UN Joint Programme emphasizes an approach which engages the Government, and also the CHRP and civil society as stakeholders, and engages in capacity-building and technical cooperation. It draws on the expertise of specialized UN agencies to promote human rights-based approaches in programme areas and will be guided by international human rights standards and best practice.
- The UN Joint Programme is situated within UN-Philippines Partnership Framework for Sustainable Development (2019-2023), which aligns with the Philippines Development Plan (2017 -2022). It contributes to the Philippines efforts to meet its international human rights obligations.

- The UN Joint Programme will integrate gender in all activities and will pay particular attention to vulnerable and marginalized groups, indigenous persons and victims of human rights violations and abuses.

2) Strategic approach to key audiences

Rights holders: The UN Joint Programme will communicate to the public through publicity in national media outlets, the UN website, publicity materials and public events. This may include publicity around significant days (Human Rights Day, international day against torture etc.), particular milestones of the project, and relevant international forums (the Human Rights Council, High Level Panels etc.). Media formats may include press statements, information brochures, publicity campaigns, videos and online presence. Specific groups of rights-holders, including victims' groups, human rights defenders, persons with disabilities or children may be targeted for particular awareness-raising efforts, including information sharing through regular meetings.

Duty bearers: The UN Joint Programme will target specific groups of influential duty bearers in order to raise awareness about the international human rights framework and their role and obligations. This part of the communications strategy will focus on concise and strategic information relevant to their roles and mandate. The format could be in the form of awareness raising events, leaflets or guidance notes.

3) Objectives of the communication plan

Objective	Indicators	Data source/methods / tools
To raise public awareness of the international human rights framework and the Philippines obligations and progress made.	Coverage in media of key human rights events	Monitoring of national news sources (print, radio, tv, online); meeting notes on strategic outreach to groups of duty bearers.
To raise awareness among duty-bearers of their responsibilities, and recommendations to help them fulfil these.	Number of awareness raising materials produced and distributed; engagement through awareness raising forums; and interactions with key groups of duty-bearers.	Monitoring of national news sources (print, radio, tv, online); meeting notes on strategic outreach to groups of duty bearers.
To raise awareness among particular groups of rights-holders, in particular victims; persons deprived of liberty; etc.	Number of targeted awareness-raising publications produced and distributed.	Number of targeted publications distributed to target audiences.
Raise awareness of the UN Joint Programme.	Coverage of the project in media. Number of publicity materials produced and distributed.	Monitoring of national news sources (print, radio, tv, online).

The UN Joint Programme Coordinator with the assistance of in-house communications specialists in the UN RCO and agencies (at headquarters level) will contribute to the implementation of the communications plan.

Annex 5. UN Learning and Sharing Plan

The UN Joint Programme is an innovative project. It reflects the increased responsibilities of the UN Resident Coordinator and translates this into concrete action to respond to pressing but sensitive human rights issues at the country level. Taking into consideration UN Human Rights Council resolution 45/33, which specifically mentions a country level UN Joint Programme and outlines six areas of engagement agreed upon by the Government of the Philippines and other member states, what are the opportunities, challenges and risks for new ways of working on human rights, and what type of leadership does this require?

(1) What are the opportunities for the UN to mobilize holistically to influence behavioral change in the field of human rights? What are the key risks and how can these be managed? What is the impact on other UN (humanitarian, development) work? At the country level, what is the role of the UN Resident Coordinator and what support is needed from the UN system?

The interventions and behavioral changes will be documented by the Programme Manager on an ongoing basis for the duration of the UN Joint Programme. These could be broader interventions (such as trainings) or individual interventions in response to critical incidents (such as communications by special mechanisms). In the past, this has been done retrospectively (usually after something goes wrong), but what is the impact of proactively monitoring and assessing the utility of different types of interventions? At the end of each year, programme staff, with the support of the Resident Coordinator's Office, will conduct an analysis of interventions and their impacts with a view to improving effectiveness of interventions and to mitigate risks.

Objective of learning: To better understand and create a model for systematic mapping of interventions by the UN at the country level.

(2) Under the new RCO system, what are the opportunities (for UN Resident Coordinators) to better capitalize on the added value of small, specialized agencies? What obstacles exist? What are effective ways of promoting synergies with other UN partners?

This learning will include a review of the size of agencies (staffing, overall budget, legal status); the impact of the UN Joint Programme; the challenges (for example in mobilization, staffing, scaling of results); the impact on other agencies; and the role of the Resident Coordinator. A survey /questionnaire will be developed to explore this area further at the outset of the programme; at the beginning of each year; and a final set of recommendations and learnings will be developed by participating agencies.

Objective of learning: To understand better how the specialized agencies can be agents for change, and the implications for the UN at the country level.

Annex 6. UN Risk Management Plan

The UN Joint Programme operates in a complex context and seeks to address human rights issues that are considered to be of a sensitive nature. The Government of the Philippines and the international community made commitments to implementing this human rights programme through Human Right Council resolution 45/33. However, there are continuing challenges in terms of human rights reform within institutions. Shifts in the political environment, in the context of the national elections in 2022, as well as challenges and pressures brought about by the COVID-19 pandemic, among others, may impact on the extent and pace of implementation of the three-year Joint Programme. Implementation will therefore be incremental, seeking to capitalize on opportunities that arise, while promptly identifying and responding to challenges. To do this, the project establishes a robust coordination and management system, with regular meetings and response mechanisms.

Overall, the UN Joint Programme seeks institutional and behavioral change. It will be necessary to show that steps towards institutional and behavioral change results in concrete improvements on the ground. Lack of tangible improvement in the human rights situation will over time lead to the loss of support by some stakeholders. To mitigate this risk, clear indicators have been established, and the project will meet regularly with different stakeholders to assess progress.

In a context of divergent political interests, there is a risk that the UN Joint Programme's strategy of engagement may be perceived to be in tension with reporting on allegations of serious human rights violations and abuses. The UN Joint Programme therefore will be complemented by international human rights mechanisms and with OHCHR's global monitoring mandate. This is also necessary in order to understand the impact of the UN Joint Programme on the ground. Information on the human rights situation will also be sourced from the Government, the CHRP, civil society and development partners, and efforts will be made to diligently validate and triangulate said information.

Whenever the situation warrants, concerns about human rights developments will be raised directly with relevant Government actors through appropriate mechanisms. In particular, threats or violations against human rights defenders/civil society actors and limitations on civic space will be raised directly with Government actors. The Joint Programme Steering Committee and Technical Working Groups meetings will review human rights developments impacting on UN Joint Programme activities as a standing point on their meeting agenda, as necessary and appropriate. The UN Joint Programme Coordinator will keep an overview of developments and provide information to the Resident Coordinator. The Joint Programme counterpart in Government will be responsible for following up and reporting back on issues raised.

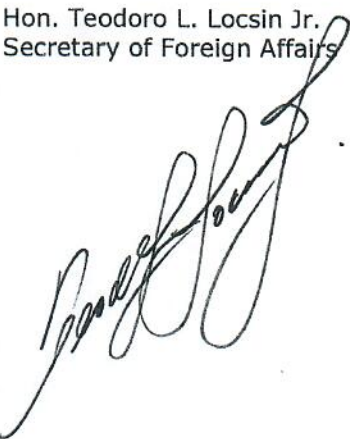






The UN Human Rights Due Diligence Policy is being implemented and a separate assessment document developed.

Risks	Risk Level	Likelihood	Impact	Mitigating measures	Responsible Org./Person
Contextual risks					
Changes in political landscape in the context of national elections in 2022 may impact on the implementation of the Joint Programme.	High (9)	3	3	Continuous engagement with Government actors, and documentation of value added. Concerns are regularly raised and addressed through Programme governance structures in accordance with Due Diligence Policy.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Lack of or limited support and cooperation by various stakeholders.	High (9)	3	3	The UN will continue to seek high level support for the programme and continue to raise awareness of the value for all of a HRBA. Concerns are regularly raised and addressed through Programme governance structures in accordance with Due Diligence Policy.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Challenges to civic space, including risks faced by human rights defenders in their conduct of legitimate and peaceful activities.	High (9)	3	3	Continued support for civil society, and engagement with state actors on protection of civic space and human rights defenders. Engagement with the international community in case of violations or threats.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Continuing COVID-19 pandemic impacts on the Government's implementation of programs and allocation of resources	High (12)	3	4	Utilization of alternative modalities for capacity-building activities, i.e. online trainings and fora, to ensure that the Joint Programme continues to be implemented	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Lack of visible improvements on the ground leads to decreased buy-in from various stakeholders.	Low (6)	3	2	Ongoing efforts to keep all stakeholders informed, reporting honestly and transparently on progress, and proactively addressing problems as well as monitoring of impact on the ground.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO

Risks	Risk Level	Likelihood	Impact	Mitigating measures	Responsible Org./Person
Programmatic risks					
CSOs that are engaged in the programme encounter difficulties in their participation.	Low (6)	2	3	The UN will seek to create platforms for increased engagement and understanding between a broad range of actors, and will take action should difficulties and challenges arise with respect to CSO participation in the Joint Programme.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Difficulty to measure impact because difficulties in gathering data and measuring the type of outcomes envisaged.	High (9)	3	2	The UN Joint Programme specifically works to improve data gathering in some areas. There will be close coordination with different actors to arrive at common definitions and benchmarks.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Resource requirements for the implementation of activities are not met.	Low (6)	2	3	The UN Joint Programme will be scaled up or scaled down depending on the availability of resources, while remaining committed to the attainment of its goals. Alternative means of conducting the activities will also be explored and utilized.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Institutional risks					
Loss of credibility of the UNRC, OHCHR, UNESCO, UNODC, UNOCT if unable to deliver and complete activities as prescribed in the time duration	Low (6)	2	3	Oversight framework aims to identify early on any delays in implementation.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO
Loss of credibility if the implementation of the programme does not result in improvement in human rights on the ground.	High (9)	3	3	Ongoing monitoring and review of the situation with national counterparts.	RC/ RCO/ UNODC/ UNOCT/ OHCHR/ UNESCO

15 July 2021

SIGNATURE PAGE

<p>Main National Counterpart for International Cooperation Department of Foreign Affairs</p> <p>Hon. Teodoro L. Locsin Jr. Secretary of Foreign Affairs</p>  <p>Date Signature and seal</p>	<p>Main Coordinator of International Technical Cooperation Resident Coordinator Gustavo Gonzalez</p>  <p>Date _____ Signature and seal</p>
	<p>Participating UN Organization UN Office of the High Commissioner for Human Rights</p>  <p>Date 26 August 2021 Signature and seal</p> 
<p>Main National Counterpart for Technical Cooperation Department of Justice</p> <p>Hon. Menardo I. Guevarra Secretary of Justice</p>  <p>Date Signature and seal</p>	<p>Participating UN Organization UN Office of Counter-Terrorism</p> <p>Mr. Raffi Gregorian Officer-in-Charge United Nations Office of Counter-Terrorism</p> <p>Date _____ Signature and seal</p> 
	<p>Participating UN Organization UN Educational, Scientific and Cultural Organization</p>  <p>Date _____ Signature and seal</p>