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APR 30 2014 1129

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Administrative Order # 02
Series of 2014

SUBJECT: Guidelines in the Implementation of the Counseling Services for the Rehabilitation of Perpetrators of Domestic Violence (CSRPDV)

I. RATIONALE

Violence Against Women is one of the challenges the world is facing nowadays. Around the world, at least one out of three women has been beaten, coerced into sex, or otherwise abused in her lifetime¹. Thus, not only has violence against women grown into epidemic proportion but it has also turned into the most pervasive human rights violation. Most studies on violence against women indicate that the perpetrators are mostly men; and women are at greatest risk of violence from men they know. Women and girls are the most frequent victims of violence within the family and between intimate partners.

In response to this issue, the Republic Act 9262 or Anti-Violence Against Women and Their Children Act of 2004 mandates the DSWD to develop and provide rehabilitative counseling and treatment of offenders towards constructive ways of coping with anger and emotional outburst and reforming their ways.

Domestic Violence is the most common form of violence against women². Domestic violence is defined by the Philippine Plan of Action for Gender and Development as the inflict of physical, verbal, psychological, sexual, emotional and economic abuse of one's spouse, live-in partner, parents and relatives to a member of the family. It is one of the most serious problems in the society today that results to injury, sexual exploitation, impaired social functioning and danger to the life of the victim/s.

The 2008 National Demographic and Health Survey (NDHS) revealed that one in five women aged 15-49 has experienced physical violence since age 15; 14.4 percent of married women have experienced physical abuse from their husbands; and more than one-third (37%) of separated or widowed women have experienced physical violence, implying that domestic violence could be the reason for separation or annulment

¹ <http://www.amnestyusa.org/our-work/issues/women-s-rights/violence-against-women/violence-against-women-information>

² http://www.un.org/en/events/endviolenceday/pdf/UNiTE_TheSituation_EN.pdf

According to the Philippine Commission on Women, in 2012 the number of VAW cases reported to the Philippine National Police (PNP) increases by 23.3 percent from the 2011 report. The 2012 report is so far the highest number of reported VAW cases since 1997. Across a nine-year period from 2004 to 2012, average violations of RA 9262 ranked first at 53.5 percent among the different VAW categories since its implementation in 2004³. Physical injury is now the second most prevalent case across the nine-year period, accounting for 21.1 percent of all reported VAW cases nationwide. In the 1st Quarter of 2013, DSWD alone recorded 9,408 cases of women in especially difficult circumstances (WEDC) in its 13 Haven for Women facilities and in communities of which include rape, incest, physically abused/maltreated, among others. Reported cases in violation under RA 9262 at the Philippine National Police - Women and Children Protection Center (WCPC) continue to increase from 218 in 2004 to 11,531 cases in 2012.

Efforts on the elimination of violence against women specifically on domestic violence has been driven by and focused mainly on women as the victims. However, for a holistic and comprehensive approach in addressing the issue, men as part of the problem should also be provided with counseling services. This will enable them to open up and express their feelings, fears and anxieties which will contribute to their rehabilitation and restore their normal social functioning. Creating a “non-threatening” environment for men has become the core principle in building a space for men means regarding men not only as perpetrators who should be blamed, but also as victims of patriarchy. This space helps men change their mind frame and behavior, thereby making them potential allies in eradicating domestic violence. (Hasyim)⁴

The Community Based Rehabilitation Program for Perpetrators of Domestic Violence was conceptualized and pilot tested in 2003 and 2007, respectively. The final evaluation of the program held last August 2010 in Cagayan de Oro led to the enhancement of the concept paper in view of the assessment of the implementers that the models used in rehabilitating the perpetrators are clinical in nature. Further, it was also recommended that the focus will be on the counseling services in view of the provision of section 41 of RA9262, thus the service was entitled “Counseling Services for Rehabilitation of Perpetrators of Domestic Violence (CSRPDV)”.

The service review and evaluation workshop in October 2012 revealed that the simplified approaches to counseling easily extracts the feelings of perpetrators thus, lead to identification of problems and provision of appropriate intervention. Further, it revealed that perpetrators were able to control their abusive behavior and build positive relationship with their partners. The success of the service implementation was achieved through the positive response and cooperation of the LGUs.

It is in this light that this guidelines is developed to guide social workers/implementers in the institutionalization of the CSRPDV in the LGUs to address the issue on domestic violence in partnership with men by rehabilitating them to become productive members of their family and the society.

³ <http://www.pcw.gov.ph/statistics/201304/statistics-violence-against-filipinc-women>

⁴ Nur Hasyim. Men Can Be Allies: Men's Involvement in Ending Domestic Violence in Mumbai

II. DEFINITION OF TERMS

1. **Domestic Violence** – defined by the Philippine Plan of Action for Gender and Development as the inflict of physical, verbal, psychological, sexual, emotional and economic abuse of one's spouse, live-in partner, parents and relatives to a member of the family.
2. **Perpetrator of domestic violence** – refers to any person usually male who commits the crime against any member of his family whether habitual or not.
3. **NFVPP** – “National Family Violence Prevention Program” is a community based strategy of preparing family members to protect themselves against violence and manage resolution conflict within the context of family resolution, which was piloted in nine (9) regions as the Department's response to domestic violence.
4. **CSRPDV** – Counseling Services for the Rehabilitation of Perpetrators of Domestic Violence formerly known as Community Based Rehabilitation Program for Perpetrators of Domestic Violence (CBRPPDV) refers to a community based service that aims to rehabilitate perpetrators of violence and assist them improved their relationship in harmony with their families and communities.
5. **Rehabilitation Sessions** – refers to the counseling sessions and other productive activities with the domestic violence perpetrators and/or family members to be conducted by the trained social workers.
6. **Men's Support Groups** – refers to group of individuals and other gender advocates composed of men who voluntarily render their time, resources, knowledge and skills without expecting any form of payment or remuneration.

III. PHILOSOPHICAL BASES

1. Both victims and perpetrators of domestic violence are victims of cultural and socio-economic situation of society;
2. While the safety of the victims is paramount to all interventions for domestic violence, this alone cannot totally stop the cycle of violence in the society;
3. Violence can be stopped and abusive behaviors can be reduced among perpetrators by providing them appropriate psycho-social-emotional interventions;

4. Rehabilitation holds the perpetrators accountable and responsible for their actions but is not a substitute for sanctions;
5. The importance of community involvement and initiative in responding to the prevention of domestic violence is recognized.
6. Thus, society has the obligation to facilitate the rehabilitation and restoration of the victim-survivor and perpetrators normal social functioning.

IV. LEGAL BASES

1. *1987 Constitution of the Philippines* - Article III of the Bill of Rights values the dignity of every human person and guarantees full respect for human rights.
2. *RA 7610: Special Protection Act on Children Against Abuse, Exploitation and Discrimination* - Defines children in each sector who are under especially difficult circumstances and guarantees policies that will ensure their protection.
3. *RA 8369: Family Courts Act-* establishes family court in every region to attend to domestic cases and ensure protective services to all family members. Mandates the court to subject perpetrators of violence specifically if minors, for rehabilitation and counseling.
4. *RA 8551: Reform and Reorganization Act of 1998* - An act mandating the Philippine National Police (PNP) to establish the Women and Children Protection Desks in all police stations nationwide. Mandated PNP to submit immediately to DSWD minors who committed violence for appropriate intervention.
5. *RA 8505- Rape Victim Assistance and Protection Act* – an act that requires the establishment of a women’s desk in every police precinct throughout the country to provide a police woman to conduct investigation of complaints of women rape victims.
6. *RA 9262 or Violence Against Women and Children’s Act of 2004, Section 41* - mandates DSWD to provide rehabilitative counseling and treatment of offenders towards learning constructive ways of coping with anger and emotional outburst and reforming their ways.
7. *RA 9710-An Act providing for the Magna Carta of Women* – The State shall take steps to review and, when necessary, amend and/or repeal existing laws that are discriminatory to women within three (3) years from the effectivity of this Act.
8. *Executive Order 209: The Family Code of the Philippines-* affirms the salient role of the family in nation building and recognizes the need for support in maintaining harmony. Recognizes the right of every member of the family such as children, parents and elderly.

9. *Executive Order #123 / 221* mandates the Department of Social Welfare and Development to care, protect and rehabilitate the physically, mentally handicapped and socially disabled constituents for effective social functioning and arrest the further deterioration of the socially disabling or dehumanizing conditions of the disadvantaged segment of the population.
10. *Presidential Memorandum signed February 5, 1997* - directing all concerned officials of national units for a call to Action Against Domestic Violence.

V. OBJECTIVES

This guidelines will provide clear directions to the DSWD Field Office and Local Government Unit implementers and volunteers on the procedures and requirements on the implementation of the Counseling Services for Rehabilitation of Perpetrators of Domestic Violence.

VI. SERVICE DESCRIPTION

The CSRPDV is a social work intervention which utilizes a simplified counseling model designed specifically for the male perpetrators of domestic violence. It consists of a series of counseling sessions which aims to change the perpetrator's abusive behavior geared towards healing to stop the cycle of violence.

The LGU social worker shall implement the counseling services using the instructional guide to counseling containing the six (6) sessions as follows: The Master's Thoughts; Psycho-spiritual Approach; The Advent of Our Desires; Coping Well in Times of Crisis; S (Satir) Model of Intervention; and Resiliency Model.

Generally, the CSRPDV aims to institutionalize counseling approaches and other support services to facilitate the rehabilitation of perpetrators of domestic violence. Specifically, it intends to:

1. Provide a venue for the perpetrators to understand themselves and the situations of their victims;
2. Develop perpetrators' responsibility for their violent behaviors;
3. Provide perpetrators of domestic violence with access to counseling and other support services to prevent them from re-committing an offense;
4. Involve the family in the rehabilitation of perpetrators of domestic violence;
5. Organize/mobilize volunteers as community support system that would help the perpetrators transform their abusive behavior to a productive one;
6. Enhance the capability of implementers in managing rehabilitation services for perpetrators;
7. Develop an instructional guide to counseling to serve as ready reference of the implementers in the rehabilitation of perpetrators.

VII. SERVICE TARGET BENEFICIARIES

The target beneficiaries are male perpetrators of domestic violence whose cases are brought or reported to the barangay, local police station and/or C/MSWD but not yet filed in court.

VIII. IMPLEMENTATION PROCEDURES

A. Social Preparation

Part of the community entry is the service orientation of the Local Government Unit through its Local Chief Executives and other groups in the locality who may be involved in the implementation of the service. This is a venue where they can be aware on the situation of domestic violence at the macro and micro level and to understand the service goals and targets to secure their commitments.

The output of the orientation should be commitments of the LGUs and stakeholders to support the service through budget appropriation by virtue of the issuance of Board Resolution or Local Ordinance to include the service in the Annual Investment Plan and their Annual Work Program to sustain the service implementation. This is to seek LGUs support on the implementation of the service through their C/MSWDO supported by a Memorandum of Agreement (MOA) and/or Memorandum of Understanding (MOU) to ensure their full commitment in sustaining the service.

1. Establishment of the Baseline Data

The City/Municipal Social Welfare and Development Office shall establish the baseline data of perpetrators. The following concerns may also be considered in the implementation of the service:

- a. Incidence of domestic violence cases
- b. Factors that perpetuate the domestic violence
- c. Presence of Men's Support Groups (MSGs)
- d. Profile of families affected by domestic violence

2. Identification of Beneficiaries

The baseline data of perpetrators from the C/MSWDO, Barangay Violence Against Women and Children's (VAWC) Desk, Women's and Children's Desk of the Philippine National Police, walked-in clients and referred clients shall be assessed by the case manager.

a. Intake and Assessment of Potential Beneficiaries

The members of the Men Support Group (MSG) shall undertake the intake while the assessment shall be done by the social worker as the case manager including the formulation of the perpetrator's rehabilitation plan with the client himself. The case manager together with the members of MSG may conduct home visits and collateral interview to validate the given information. The perpetrator's circumstances shall be the basis of the case manager on the kind of counseling session to be provided with the perpetrator.

There are cases that require coordination with varied disciplines. The talents, perspectives, knowledge and experiences of these service providers are directed towards the common concern of helping the perpetrator.

b. Signing of Service Availment

The service requires all perpetrators of domestic violence to agree and commits themselves and be willing to avail of the rehabilitation services which include a series of counseling sessions to be conducted by the case manager.

B. Capability Building

Appropriate capability building activities shall be undertaken by the DSWD Regional Institutional Development Division, DSWD Regional Focal Person of Protective Services Unit (PSU) with the support of the Social Welfare and Development (SWAD) Team to enable the LGU implementers and Men Support Group (MSG) to effectively perform their tasks. The following training activities, among others shall be conducted:

1. Training of Implementers and Men's Support Group (MSG) on Anger Management and Basic Counseling Skills

Managing the behavior of perpetrators shall be the major element of this service training. Specifically, it will develop skills in counseling perpetrators with irrational thinking.

2. Training of implementers on the Management of the Counseling Services for the Rehabilitation of Perpetrators of Domestic Violence

This training aims at developing/enhancing the KAS of the implementers in managing the service. It discusses the rehabilitation service's framework, processes and procedures. After the training program, the implementers are expected to demonstrate the KAS they have gained to sustain the rehabilitation process.

C. Delivery of Rehabilitation Services

Counseling approaches shall be employed by the case manager using an instructional guide on the rehabilitation of perpetrators of domestic violence which include the following section: The Masters' Thoughts, Psycho-Spiritual Approach, The Advent of Our Desires, Coping Well in Times of Crisis, S (Satir) Model of Intervention and Resiliency Model. The said instructional guide to counseling shall be made available to the LGUs implementing the service to be used as guide and ready reference of partner implementers.

1. Community Based Rehabilitation Services

The service shall deliver the following rehabilitation interventions:

a. Counseling Services

The perpetrators shall be accorded with minimum of ten (10) and maximum of sixteen (16) counseling sessions within the period of six (6) months to one (1) year using the instructional guide to counseling. Both the perpetrators and their family members shall also be provided with counseling sessions to enable them to resolve family issues between and among its members in order for them to become responsive and in harmony with each other. The counseling sessions to be undertaken by the case manager should be done in a venue/place where confidentiality of cases will be ensured.

The instructional guide to counseling composed of six (6) sections with different topics as follows: 1) The Master's Thoughts, 2) Psycho-spiritual Approach, 3) The Advent of Our Desire, 4) Coping Well in Times of Crisis, 5) S (Satir) Model of Intervention, and 6) Resiliency Model.

For cases that require intervention other than counseling and provision of support services, proper referrals shall be employed.

A case conference with other professionals such as psychologist, doctors among others who may be involved may be called to discuss and validate their findings and agree on collaborative measures to assist the perpetrator. As the case manager of the perpetrator, the main responsibility rest on the social worker.

b. Provision of other support services

To sustain the rehabilitation process and lessen the risk factors that surround the perpetrator and the family, they shall be linked or provided with enabling mechanisms and other support services as determined by the case manager. These include basic services such as livelihood and employment, skills development,

education, medical needs, parent effectiveness, Empowerment and Re-affirmation of Paternal Abilities (ERPAT), among others.

It shall also be the role of the case manager to determine the inputs and enabling mechanism by preparing the resources required to support the intervention/activities i.e. funds for transportation expenses, volunteer to escort the perpetrator, linkages with agencies, etc.

c. Community Building for Peace

This offers activities that will form families as one community with a mission that will help build peace and harmony

2. Organization of Volunteers

The service requires the use of groups as the primary source of intervention. To achieve this requirement, the rehabilitation strategies shall be conducted based on the following phases:

a. Organization of Men's Support Group

The Men's Support Group shall be organized and mobilized in identifying potential beneficiaries, conducting necessary awareness campaigns and assist in the rehabilitation sessions/activities with the perpetrators.

The membership to the MSG should be supported by the following qualifications:

- a.1. Has been an active member of Men Oppose to Violence Against Women Everywhere (MOVE) / Empowerment and Re-affirmation of Paternal Abilities (ERPAT) member and other gender advocate groups in the community;
- a.2. A rehabilitated perpetrator;
- a.3. Recognized by the community;
- a.4. Must be resident of the barangay; and
- a.5. Has been a leader for at least 1 year

b. Identification of Service Coordinators for Every Community

The Barangay Chairperson or his/her appointed representative should be identified by the case manager as service coordinator for every community and shall lead the MSG in the selection of potential beneficiaries, facilitation of dialogues and other interventions. Likewise, they will be accorded with appropriate training and seminars for the implementation of the service.

3. Profiling and Documentation

The service shall come up with a profile of perpetrators utilizing the primary and secondary data. The following necessary documents to be filed by the case manager include the Intake, Client's Release of Information, Contract for Participation, Rehabilitation Plan, Home Visit and Progress report.

Potential beneficiaries shall be identified from the baseline data of the C/MSWDO. Data may also be taken from the Barangay Violence Against Women and Children's (VAWC) Desk, Women's and Children Desk of Philippine National Police, walked-in clients and referred clients.

4. Reporting

Quarterly reports on the status and accomplishments, problems encountered and recommendations on the implementation of the CSRPDV shall be submitted by the LGU social worker to the DSWD Regional Focal Person of the Protective Service Unit (PSU). The DSWD PSU shall consolidate and submit the said report to the Protective Services Bureau, with corresponding analysis at the regional and national level, respectively.

5. Advocacy and Social Mobilization

Taking off from the gains of the National Family Violence Prevention Program (NFVPP), the service shall mobilize and strengthen the existing inter-agency groups in the community such as the Barangay Council for the Protection of Children (BCPC), Lupong Tagapamayapa, Barangay Women's Desk, PNP Women's Desk and the like to ensure a violence-free and conducive place where victims of domestic violence are ensured with safety and perpetrators are treated appropriately.

The LGU implementers shall also conduct continuous consciousness-raising activities to generate more awareness on the issue of domestic violence and its impact to the society as a whole. This will include conduct of fora or inclusion of the topic on family violence prevention during barangay assemblies and other community activities. Awareness on the problem facilitates the effectiveness and efficiency of the service.

6. Monitoring and Evaluation

Monitoring is a process where there is a continuing gathering of data, interpretation and analysis concerning the planned interventions to ensure that progress is made and problems are resolved.

Evaluation on the other hand is the periodic gathering, interpretation and analysis of information in the planned interventions to assess the extent the objectives set have been achieved and to help in making alternative actions.

The monitoring and evaluation indicators need to be considered are as follows: input, interventions/activities, effects and the desired impact/outcome.

The implementation of the CSRPDV shall be included in the regular monitoring of community based programs and services conducted by the Protective Services Bureau and the DSWD regional focal persons. During the evaluation, the regional focal person shall assist the PSB in identifying issues/gaps and in the development of the recommendations.

7. Closure and Follow-up

Closure is a mutual decision by the social worker and the perpetrator when the intervention objectives have been met. It is part of the planned intervention and done in a timely and responsible manner. It has a follow-up to ensure that the perpetrator is doing well. However, a helping intervention with a gender perspective does not really set a termination boundary in the change process. The viewpoint is more of an end of the previous relationship, and is a beginning of a new one. Follow up is also an integral part of a continuing relationship.

IX. INSTITUTIONAL ARRANGEMENTS

A. Protective Services Bureau

1. Conduct orientation and training on the implementation of the program together with the Capability Building Bureau
2. Provide technical assistance to the Field Office on the implementation of the service
3. Include in the regular monitoring of the community based programs and services the implementation of the CSRPDV
4. Allocate augmentation fund for the monitoring and evaluation on the implementation of CSRPDV.

B. Social Technology Bureau

1. Assist PSB during the orientation and training of LGUs on the implementation of CSRPDV among concerned Field Offices

C. DSWD Field Offices

1. Regional Focal Person from the Protective Service Unit (PSU) to submit plan of activities to Protective Service Bureau (PSB) to augment service implementation
2. Coordinate with the Local Government Units (referring party)
3. Assist in all the capability-building activities to be conducted by the Protective Services Bureau

4. Monitor service implementation and submit periodic reports of status and accomplishment to the Protective Services Bureau
5. Provide technical assistance and resource augmentation (TARA) to the LGUs in service implementation based on the agreed TARA plan.
6. Assist the LGU in the conduct of post-evaluation and provide recommendations on the issues and gaps identified in the implementation

D. Local Government Units

1. Implement the service in the locality and submit quarterly reports to the DSWD FO through the PSU
2. Identify and assess potential service beneficiaries
3. Provide funds (e.g. GAD) and logistical support such as materials, transportation expenses of volunteers and the like that may be needed in the course of implementation and to ensure service sustainability.
4. Organize and strengthen Men Support Group as community volunteers and inter-agency network to ensure timely provision of counseling and other support services for the perpetrators and their families.
5. Assign a social worker as case manager to ensure efficient service operation.
6. Provide service support and technical assistance and conduct capability building/training at the barangay level particularly to the ERPAT groups, BCPC and the like.
7. Submit quarterly accomplishment report to the DSWD PSU.
8. Enact local resolutions/ordinances that will support the service.

E. Barangay Officials

1. Assist LGUs in gathering baseline data and verification of potential beneficiaries.
2. Assist LGUs in the organization of Men Support Group as community volunteers
3. Advocate for community participation in the implementation of the service.
4. Act as service coordinator in the conduct of counseling, rehabilitation sessions and family healing sessions with potential beneficiaries
5. Institutionalize a community surveillance system that will monitor the incidences and cases of domestic violence.
6. Allocate fund augmentation/logistical support in the implementation of the service.
7. Provide spaces for counseling and rehabilitation sessions at the barangay hall or to any other facilities available in the community.
8. Enact barangay resolutions/ordinances that will support the service.

F. Community Volunteers


1. Assist the barangay/community officials in the verification of potential beneficiaries.
2. Attend to capability building activities/sessions with LGUs and DSWD.
3. Advocate for community participation in the implementation of the service.

4. Assist the trained social workers to facilitate conduct of counseling, rehabilitation sessions with the beneficiaries.

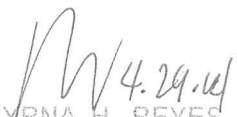
X. EFFECTIVITY

This administrative Order shall take effect immediately and rescind orders which may be contrary to it.

Issued in Quezon City this 28th day of April 2014.


CORAZON JULIANO-SOLIMAN
Secretary

Certified Copy:


MYRNA H. REYES
Officer In-Charge
Records Unit