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Annex A.1 – Grant application form - Concept note

Budget line(s): BGUE-B2018-21.0401

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Deadline for submission¹ of concept notes:

30/01/2019 at 12:00 (Brussels date and time)

(in order to convert to local time click [here](#)²)

Number & title of lot	Lot 1: Support to the fight on violence against children
Title of the action:	END OSEC: A model response to online sexual exploitation of children
Name of the lead applicant	Viva Denmark
Nationality of the lead applicant ³	Danish

Dossier No	
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(for official use only)

¹ Online submission via PROSPECT is mandatory for this call for proposals (see section 2.2.2 of the guidelines). In PROSPECT all dates and times are expressed in Brussels time. Applicants should note that the IT support is open from Monday to Friday 08:30 to 18:30 Brussels time (except for public holidays).

² An example of a time converter tool available online: <http://www.timeanddate.com/worldclock/converter.html>

³ An organisation's statutes must show that it was established under the national law of the country concerned and that the head office is located in an eligible country. Any organisation established in a different country cannot be considered an eligible local organisation. See the footnotes to the guidelines for the call.

1 CONCEPT NOTE

1.1. Summary of the action

1.1.1. Fill in the table below:

Objectives of the action	<p><i>Enable the Philippine child protection system to protect children from online sexual exploitation (OSEC) and improve access to justice for OSEC victims.</i></p> <p><i>Eliminate existing barriers to delivery of effective prevention, rescue and restoration services to children at risk / or victims of OSEC.</i></p>
Target group(s)⁴	<p>Key Preventive Actors; Department of Education (DepEd); Department of Social Welfare & Development (DSWD); Local Government Units (LGUs), 30-50 community organizations; 5-10 public and private schools</p> <p>Key Justice Operators; Department of Justice –Inter-Agency Council Against Trafficking (IACAT); Philippine National Police Women and Children Protection Center (PNP-WCPC) and field units, National Bureau of Investigation – Anti-Human Trafficking Division (NBI-AHTRAD); Local Government Units; DSWD National Capital Region, Region 4A and 10; DSWD Municipal and City Social Welfare Offices</p> <p>Key Aftercare Providers; DSWD, 10-15 shelters and residential care institutions</p>
Final beneficiaries⁵	<p>8 out of 10 children (more than 30,000,000) in the Philippines who are currently at risk of online sexual abuse (According to UNICEF study “Perils and Possibilities: Growing up online”), including an expected 75-100 rescued victims during the intervention period.</p>
Estimated results	<ol style="list-style-type: none"> 1. Children in two high-risk cities understand and avoid risky behaviour as a result of upscaled preventive efforts. 2. More rescued OSEC victims with access to justice as a result of strengthened technical capacity of Justice Operators. 3. OSEC survivors are provided improved restoration services through the establishment of a competent inter-agency aftercare network
Main activities	<p>Prevention Innovative peer-to-peer awareness campaigns; Roll-out of OSEC education module with DepEd; Implement preventive mechanisms and policies as stipulated under national Filipino Law through partnering with Local Government Units; Lobbying for implementation of <u>House Bill 4890</u> “Human Trafficking Preventive Education Program Act”</p> <p>Rescue Capacity building activities for law enforcement agencies, forensic interviewers and prosecutors; Assisting law enforcement agencies in OSEC rescue operations; Support in the establishment of the PNP-Mindanao Field Unit in Iligan City; Provide safe and immediate shelter for rescued victims</p> <p>Restoration Developing Foster Care Guidelines in collaboration with DSWD and other stakeholders; Mobilizing a working group with DSWD and foster care agencies to address critical gaps in service provision for OSEC victims; Develop family reintegration model; Provide legal, medical and psychological assistance to rescued victims</p>

⁴ **Target groups** are groups/entities who will directly benefit from the action at the action purpose level.

⁵ **Final beneficiaries** are those who will benefit from the action in the long term at the level of the society or sector at large.

1.2. Description of the action: (max 2 pages)

- i. Give the background to the preparation of the action, in particular on the sector/country/regional context (including key challenges). Mention any specific analysis/study carried out to inform the design (context analysis)

The Philippines has ratified almost every key international convention related to child abuse, exploitation and trafficking, with exception of The Optional Protocol to the UNCRC on a Communications Procedure (OP3 CRC). Most recently, on the 28th of March 2018, the country joined the Budapest Convention on Cybercrime which aims to combat online crime. As a result, the legal framework of relevance to OSEC is considered a leading example in the region⁶. Despite this, several studies point to the need to see this legal framework institutionalized and translated into practice at the local level. A 2016 UNICEF report mentions that “the weak link remains the implementation of this legislation”⁷. Within this framework, the proposed action seeks to enable the Philippine child protection system to respond effectively to Online Sexual Exploitation of Children (OSEC). The action design stems from a context analysis involving an in-depth literature review and dialogue with specialists from the Department of Justice (DOJ) and the Department of Social Welfare & Development (DSWD). The analysis points to three key challenges:

1. Efforts to prevent OSEC are limited and initiatives to increase public awareness of the issue remain under-implemented.
2. The local and national Philippine justice system lacks the capacity needed to realize its mandate in four areas related to OSEC: detection, investigation, case management and prosecution.
3. The restorative system for child survivors of OSEC is dysfunctional and there is an urgent need to strengthen the support system to ensure children’s right to protection, participation and family ties in line with the stipulations of the UNCRC and the UN Guidelines for the Alternative Care of Children.

- ii. Explain the objectives of the action given in the table in Section 1.1.

In response to these three key challenges, the action seeks to strengthen the effectiveness and accountability of Philippine justice institutions enabling them to enhance prevention, rescue and restoration for children at risk/victims of OSEC. In line with this, the general objective of the action is to “enable the Philippine child protection system to protect children from online sexual exploitation (OSEC) and improve access to justice for OSEC victims”. The specific objective of the action is to “eliminate major barriers to delivery of effective prevention, rescue and restoration services to children at risk/victims of OSEC”.

- iii. Describe the key stakeholder groups, their attitudes towards the action and any consultations held.

The Inter-Agency Council Against Trafficking in Person (IACAT) is a key body under the DOJ mandated by Philippine law to coordinate and monitor the implementation of the “Anti-Trafficking in Persons Act of 2003” – hereunder OSEC cases. International Justice Mission (IJM) is a member, serving as a civil society representative. Strong at the national level, but organization at the regional and local level is lacking and they depend on LGUs to enforce their mandate to promote OSEC-related policies at the local level. The IACAT is a strong ally interested in the promotion of policies and structures to effectively combat OSEC, and trainings will be coordinated through this unit.

The Philippine Inter-Faith Movement Against Human Trafficking (PIMAHT) is a strong alliance of the three most powerful church councils in the Philippines: the Catholic Bishops’ Conference of the Philippines (CBCP), the Philippine Council of Evangelical Churches (PCEC), and the National Council of Churches in the Philippines (NCCP) with the objective to “unite communities of faith championing the eradication of human trafficking in the Philippines”. Has strong influence on churches and can promote civil society participation. Commissioned with the PCEC, Philippine Children’s Ministries Network (PCMN) is a member of PIMAHT. A consultation has been conducted and action design aligned to the alliance’s priorities.

Department of Education (DepED) has the organizational capacity at both the national, regional and local level to organize and implement preventive programs for thousands of children. Has recently committed to the Philippine Plan of Action to End Violence Against Children 2017-2022 (PPAEVAC).

- iv. Briefly outline intervention logic underpinning the Action, indicating the expected outputs, outcome(s) and impact as well as underlying the main risks and assumptions towards their achievement.

To contribute to achieving the long-term goal of ending OSEC in the Philippines, the project aims to complete a chain of results that will eliminate existing *cultural, systemic and legislative barriers* (see section 1.3.2.ii) to the delivery of effective prevention, rescue and restoration services to children at risk/or victims of OSEC. Eliminating these barriers will enable the Philippine child protection system to protect children from OSEC and improve access to justice for OSEC victims. The action proposes a Theory of Change (ToC) that merges national, regional and local approaches by targeting two high-risk cities where OSEC

⁶ [https://www.unicef.org/ASEAN_VAC\(1\).pdf](https://www.unicef.org/ASEAN_VAC(1).pdf)

⁷ https://www.unicef.org/philippines/PHL_NBSVAC_LitReviewSummary.pdf

prevalence is disproportionately high; Dasmariñas City and Iligan City. The approach revolves around several interrelated strategies. To challenge cultural barriers, massive youth mobilization and partners' model for youth-driven advocacy based on peer-to-peer methodology will be applied in the conduct of awareness campaigns online and in schools and communities. Liaison, network- and alliance-building is another key strategy, and several alliances will be forged to attain the planned outcomes. In addition to networking, comprehensive capacity building of key actors will be needed in order to strengthen the systemic level. Finally, advocacy and lobbying strategies directed towards the most important and realistically obtainable policy amendments at the local and national level will be included. For the strategies to be effective, the action assumes that, a) key public and private sector partners are willing to cooperate (this has been ensured beforehand through consultations); b) youth are interested in becoming Youth Advocates (partners confirm this through our Youth for Safety programme); c) lobbying targets are obtainable (while it is difficult to predict advocacy outcomes, partners consider it realistic to achieve progress in some policy areas. Strong alliance-building, one of the partners core competencies, is needed). The most important risks relate to the volatile political situation, especially in Mindanao (partners have been present in the region during the entire conflict and continue to coordinate closely with local actors of importance should the situation deteriorate). Safety for staff/volunteers is another risk (partners have strict policies in place and have experience with the strategies). In expectation that the assumptions hold true and risk mitigation is effective, applying these strategies should lead to the following expected outputs:

- 1.1. *Key actors including PIMAHT, DepED and LGUs have systematized initiatives to prevent OSEC, and progress in implementation of "Human Trafficking Preventive Education Program Act" is documented.*
- 1.2. *15.000 children have been reached through awareness campaigns in DC, IC and at the national level.*
- 2.1. *Current and future OSEC survivors have access to immediate rescue services and temporary shelter through the establishment of a PNP-Mindanao Field Unit in IC and an OSEC Assessment Center.*
- 2.2. *Key Justice Operator representatives including forensic interviewers, social workers and prosecutors have completed Model OSEC Response training (Advanced Investigative Workshop, Trauma-informed Forensic Interview Training, Prosecuting OSEC).*
- 3.1. *Foster Care Guidelines are adopted and implemented and a greater number of OSEC survivors have been provided safe long-term care in licensed foster families.*
- 3.2. *An inter-agency aftercare network (comprising representatives from DSWD, hospitals, CSOs and churches) in charge of functionality of shelter and residential care has been formed and trained, and survivors have been provided quality recovery services through the STAR empowerment programme.*

Finally, to inform the global structures working to promote evidence-based actions to combat OSEC, best practice position papers developed through learning sessions with key actors involved in implementing the action will be shared with the WePROTECT Global Alliance. Based on these papers, feature articles and opinion pieces will be submitted to key European newspapers and awareness campaigns led by Danish volunteers and interns will be conducted to engage the Danish and European public in global solutions to a growing global problem. Since 1995, Viva Denmark have trained 986 young Danish volunteers, interns and professionals through the sustainable volunteer programme "Impact Academy".

v. Briefly outline the type of activities proposed, including a description of linkages/relationships between activity clusters

As outlined in table 1.1.1., three main activity clusters are proposed, comprising a range of interlinked activities related to prevention, rescue and restoration. These three clusters intersect at two levels; the community level where focus is on ensuring support to current children at risk/or victims of OSEC, and at the structural level, where focus is on establishing the structures needed for an effective long-term response to OSEC. At the community level, activities include awareness campaigns, assistance in rescue operations and direct service provision in the form of legal, medical and psychological assistance to rescued victims who will also participate in the STAR survivor's restoration programme. At the structural level, capacity building of Justice Operators is combined with establishment of restoration facilities, network- and alliance-building among the key actors and policy advocacy.

vi. Explain how the Action will mainstream relevant cross-cutting issues such as promotion of human rights, gender equality, democracy, good governance, support to youth, children's rights and indigenous peoples, environmental sustainability and combating HIV/AIDS (if there is a strong prevalence in the target country/region).

The action mainstreams several cross-cutting issues by integrating them in the design. Strengthening democratic institutions' ability to deliver on children's rights to protection is a core element. At the strategic level, youth empowerment is a key strategic pillar, where trained Youth Advocates will play a crucial role in youth-driven peer campaigning to strengthen efforts to prevent OSEC at the family and community level, and an HIV/AIDS component will be integrated to respond to the recent 140 percent increase in incidents over a period of 6-8 years (WHO). The action will promote diversity in the ethnic, religious and gender-based composition of target groups, including involving children with disabilities. Diversity is especially important when it comes to Youth Advocates who will serve as role models to thousands of children.

1.3. Relevance of the action (max 3 pages)

1.3.1. Relevance to the objectives/sectors/themes/specific priorities of the call for proposals

i. Describe the relevance of the action to the objective(s) and priority(ies) of the call for proposals.

By promoting children's right to protection through enhancing accountability of Justice Operators, the action delivers on the two global objectives of the call. In accordance with the specific objective, the action will engage an alliance of civil society and state actors to remove barriers to an effective OSEC response and enable the Philippine child protection system to address the needs of children at risk/or victims of OSEC. Operating within the framework of the UNCRC, the action aligns with the child rights priorities outlined in the EU Action Plan on Human Rights and Democracy, the EU Guidelines for the Promotion and Protection of the Rights of the Child (GPPRC), the EU-Philippines' Partnership Cooperation Agreement, and the EU's Multiannual Indicative Programme (MIP) for the Philippines. The action views effective rule of law and an accessible justice system as fundamental to empower children and shares the ambitions to "support partner countries' efforts to strengthen child protection systems to protect children from violence, exploitation, abuse and neglect" (GPPRC) and "enhance capacity of children to access justice services" (MIP).

ii. Describe the relevance of the action to any specific subthemes/sectors/areas and any other specific requirements stated in the guidelines for applicants, e.g. local ownership etc.

The action will enable Justice Operators to effectively monitor, document, report and prosecute OSEC while building a protective framework for survivors by strengthening the capacity and legal framework needed for shelters, residential institutions and families to engage. The action will provide direct assistance to OSEC victims, while ensuring that inputs temporarily financed by the project are replaced by sustainable support provided by local actors. Advocacy and lobbying efforts focus on the promotion of effective policies to prevent and respond to OSEC; at the national level, in addition to lobbying for the creation of Foster Care Guidelines, the action specifically targets the "Human Trafficking Preventive Education Program Act" and "Minimum Age of Criminal Responsibility Act". LGUs will be engaged to promote compliance with stipulations mandating the creation of CIACATs and Local Child Protection Councils (LCPCs).

iii. Describe which of the expected results referred to in the guidelines for applicants will be addressed.

As a result of the intervention, 15,000 highly vulnerable children, from two OSEC high risk cities will be empowered to claim their right to freedom of abuse and exploitation; 75-100 current (and potential future) OSEC victims will have access to justice through an increasingly effective national and local response made possible through improved capacity of Justice Operators; and OSEC victims will be restored in safe, family-based environments, receiving medical, legal and psychological assistance and become empowered to claim their right to protection through participation in survivor empowerment programmes.

1.3.2. Relevance to the particular needs and constraints of the target country/countries, region(s) and/or relevant sectors (including synergy with other development initiatives and avoidance of duplication)

i. State clearly the specific pre-project situation in the target country/countries, region(s) and/or sectors (include quantified data analysis where possible).

According to a recent estimate by the International Labour Organization (ILO), globally, 1.39 million people are involved in forced commercial sexual exploitation and 40–50 percent of these are children⁸. With the spread of the Internet and Information and Communications Technology, the problem has grown to include online offenses. UNICEF recently described the Philippines as "the global epicentre of the live-stream sexual abuse trade"⁹. In 2015, the Philippine Office of Cybercrime received 12,374 cyber tips from the US-based National Center for Missing and Exploited Children. At the local level, DC and IC constitute two high-risk cities where OSEC prevalence has been increasing steadily in recent years. According to DSWD figures, IC recorded 42 cases from 2015-2019 with a sharp increase after the Marawi conflict. DC recorded 63 cases from 2015-2017 (numbers for 2018 and 2019 are not available as of this date).

ii. Provide a detailed analysis of the problems to be addressed by the action and how they are interrelated at all levels.

The action addresses several interlinked barriers to the delivery of effective prevention, rescue and restoration services. At the *cultural level*, fear of reporting and taboo concerning sexual violence remain. UNICEF identifies "culture of silence and fear of reporting" as main drivers¹⁰. Taboo limits young people's

⁸ International Labour Organization, "A Global Alliance against Forced Labour", 2005: pp. 12, 15

⁹ Brown, A, "Safe from Harm: Tackling online child sexual abuse in the Philippines", 2016

¹⁰ https://www.unicef.org/philippines/PHL_NBSVAC_LitReviewSummary.pdf

access to information on protection and prevention mechanisms that could limit their risk of exposure. Child's rights bodies have consistently pointed to low levels of awareness and understanding of OSEC as factors that lead to widespread societal acceptance and underreporting¹¹. At the *systemic level*, there is widespread recognition that Justice Operators lack the capacity to effectively respond to OSEC, resulting in investigative flaws, dropped cases and a growing backlog of cases in court. The restorative system for child survivors of OSEC is limited as the DSWD shelter placements, where OSEC survivors are mostly placed, range in capacity from 50-125 beds and chronically function over capacity (IJM assessment report). At the *legislative level*, legislation that lowers the age of criminal responsibility to 9 years and keeps the age of consent at 12 years as well as an Anti-Rape Law which does not address sexual violence against men, boys and LGBT constitute barriers which, according to the UN Committee on the Rights of the Child, increase "the vulnerability of children to prostitution and pornography"¹². The main problem, however, is that the existing legal framework has yet to be effectively implemented at the regional and local levels. This is particularly urgent when it comes to the "Human Trafficking Preventive Education Program Act".

- iii. Refer to any significant plans undertaken at national, regional and/or local level relevant to the action and describe how the action will relate to such plans.

Several plans to combat OSEC in the Philippines exist. Among the most important are: *the Philippine Development Plan 2017-2022*, with the ambition to "deliver justice real-time, streamlining investigation and prosecutorial processes, enhancing accountability and strengthening victim legal protection and assistance". The action will contribute directly to these ambitions and involve a wider network of civil society actors to complement the specific actions outlined in the plan. *The Philippine Plan of Action to End Violence Against Children 2017-2022 (PPAEVAC)* that key actors such as the DOJ, DepED, DILG and DSWD have committed to adopt and implement. The action will follow up on this commitment and work strategically to increase inter-agency collaboration also at the local level.

- iv. Where the action is the continuation of a previous action, clearly indicate how it is intended to build on the activities/results of this previous action; refer to the main conclusions and recommendations of any evaluations carried out.

The action builds on lessons from five previous interventions implemented by the partners in the Philippines (Manila, Dasmariñas and Mindanao) financed by the Danish Ministry of Foreign Affairs. The main results were: increased public awareness and responsiveness to child sexual abuse, improved access to child protection services and increased speed of case referrals (external evaluations 2016 and 2018). This action will replicate elements of the approach that led to these results while incorporating recommendations to increase engagement of local government units to expand and embed child protection systems.

- v. Where the action is part of a larger programme, clearly explain how it fits or is coordinated with that programme or any other planned project. Specify the potential synergies with other initiatives, in particular by the European Commission.

The action will expand and innovate partners' programme to combat OSEC in the Philippines. Partners have more than 17 years of experience uniting government and civil society to combat sex trafficking and OSEC. Thousands of Youth Advocates have been empowered to speak up for children's right to protection. 124 OSEC operations have been supported in which 422 victims have been rescued, 181 suspects arrested, and 51 perpetrators convicted. Embedded in the existing programme, the current action builds on the lessons of existing initiatives in the field of justice and human rights seeking to unlock synergies that can eliminate gaps in the child protection system. The action will specifically contribute to the EPJUST and GOJUST programmes by promoting sector-wide coordination on investigation and prosecution of OSEC cases (R1), curtailing backlogs in courts and prosecution services (R2) and strengthen the capacity of involved CSOs' to promote accountability and fight impunity (R4).

- vi. Explain the complementarity with other initiatives supported by the EU and by other donors (Member States & others)

The intervention design also complements the results framework of: *The Roadmap for Engagement with Civil Society* and its priority towards CSOs to participate in and exercise oversight on the justice system as well as for their human rights protection work; *The Global Action on Cybercrime extended (GLACY+)* aiming to strengthen states' capacities to apply legislation on cybercrime. Furthermore, the action design is aligned to Europol's recently published "Recommendations for industries working against OSEC" by incorporating the terminology of the "Luxembourg Guidelines" in communication and awareness-raising activities and strengthening partnership with law enforcement to enhance focus on prevention and awareness raising campaigns. By forging public-private sector alliances and harness collective action, the action will contribute to these initiatives through comprehensive capacity-building initiatives that will increase investigative capacity, reduce delay in OSEC case proceedings, strengthen accountability and provide the lacking

¹¹ <http://docstore.ohchr.org/>

¹² <http://docstore.ohchr.org/>

protective framework for OSEC victims to fully restore. Finally, through coordination with JSCC, in order to provide a new platform for effective inter-agency coordination, the project will work towards the establishment of a Justice Zone in Iligan City in addition to the existing ones in Quezon City and Cebu City.

1.3.3. Describe and define the target groups and final beneficiaries, their needs and constraints, and state how the action will address these needs

- i. Give a description of each of the target groups and final beneficiaries (quantified where possible), including selection criteria.

The *final beneficiaries* of the intervention are the more than 30 million Philippine children who are currently at risk of OSEC. The action will target 15,000 vulnerable children from two high-risk cities selected based on their potential exposure to exploitation (location) and vulnerability level (socio-economic situation). The action will respond to an estimated 75-100 OSEC victims who are expected to be rescued during the intervention period. The *target groups* have been selected based on their potential to contribute to a sustainable transformation of the Philippine child protection system. They include DepED, DSWD as the public entity mandated to license and accredit private organizations to operate residential facilities in the country, Justice Operators including technical staff from the PNP-WCPC field units, LGUs and DSWD Regional, City and Municipal Offices. In addition, 5-10 schools in DC and IC and 30-50 community organizations with strong legitimacy in the local population. Pertaining to these, 300 Youth Advocates in the ages of 16-24 (of which 150 have been trained) who will be empowered to conduct community campaigns. 10-15 shelters and residential care institutions conforming the aftercare support network.

- ii. Identify the needs and constraints (including capacity constraints) of each of the target groups and final beneficiaries.

As right-holders, children at risk of OSEC need to be empowered to identify risks linked with OSEC. Children who are out of school and/or in conflict with the law must be reached with alternative community-based strategies. OSEC survivors need immediate support services ranging from shelter, medical and trauma-informed care to long-term restoration including legal and psychological counselling as well as support to family and community reintegration. Community organizations, private residential organizations and shelters count with human resources but need to be mobilized and organized. Duty-bearers such as DSWD, DepED and Justice Operators are well-organized at the national level but are constrained by limited budget and insufficient technical competencies to fully comply with their mandate locally. Public shelters and residential institutions are overcrowded and unfit to cater for OSEC survivors. Private institutions have capacity but need specialized training in trauma-informed care. Inter-agency coordination needs to be strengthened and Standard Operating Procedures implemented.

- iii. Demonstrate the relevance of the proposal to the needs and constraints of the target groups and final beneficiaries.

The action will build the capacity of target groups by delivering technical expertise through trainings in advanced investigation, forensic interviewing, OSEC prosecution, trauma-informed care etc. It will support the establishment of the PNP-Mindanao Field Unit in Iligan City. By harmonizing coordination and strengthening alliances between key public and civil society actors, the action will harness the potentials in a sector characterized by resource scarcity. Finally, OSEC survivors will have access to quality restoration services through a comprehensive after care model embedded in the Philippine child protection system.

- iv. Explain any participatory process ensuring participation by the target groups and final beneficiaries. Partners have ongoing communication with all stakeholders, including target groups and final beneficiaries who have contributed with inputs to the design. Feedback from DOJ and DSWD offices have led to identification of needs regarding local-level cross-sectoral collaboration and strengthening of technical capacity of Justice Operators. Surveys and focus group discussions with beneficiaries and social workers have identified needs to increase awareness, strengthen youth empowerment and child-centred aftercare.

1.3.4. Particular added-value elements

- i. Indicate any specific added-value elements of the action, e.g. the promotion or consolidation of public-private partnerships, innovation and best practice.

The action will consolidate the applicants' existing partnerships with relevant government entities around the objective of building a model response to OSEC while forging new public-private alliances. The action has a global scope, complements existing initiatives and will represent a best practice case against which other countries can benchmark their OSEC response models. Applicants will proactively inform the global actors involved in combating OSEC. The action seeks to address the demand side of OSEC through targeted peer-to-peer awareness campaigns conducted by Danish and Philippine youth volunteers.