



ILO EVALUATION

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- **Key Words: Child labour, occupational safety and health, labour inspection, Syria**

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited but has undergone quality control by the ILO Evaluation Office.

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Acronyms

CLMS	Child Labour Monitoring System
CSPR	Coordination Support unit for Peace and Resilience
CFS	Child Friendly Spaces
DCI	Damascus Chamber of Industry
DIALOGUE	Social Dialogue and Tripartism Unit, ILO
DWT	Decent Work Team
FGD	Focus Group Discussion
FPRW	Fundamental Principles and Rights at Work
GFTU	General Federation of Trade Unions
HQ	Headquarters
ILO	International Labour Organisation
ILO ROAS	ILO Regional Office for Arab States
ITC	International Training Centre
LABADMIN	ILO Labour Administration, Labour Inspection, and Occupational Safety and Health Department
M&E	Monitoring and evaluation
MOSAL	Syrian Ministry of Social Affairs and Labour
MOU	Memorandum of Understanding
MSP	Multi Service Platform
NGO	Non Governmental Organisation
COVID-19	Coronavirus disease
OECD/DAC	Organisation of Economic Cooperation and Development/Development Assistance Committee
OSH	Occupational Safety and Health
RBSA	Regular Budget Supplementary Account
SCREAM	Supporting Children's Rights through Education, Arts and Media
SDG	Sustainable Development Goal
SOP	Standard Operating Procedures
TVET	Technical and Vocational Education and Training
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
WFCL	Worst Forms of Child Labour

Executive summary

Ten years of humanitarian crisis and hostilities have had a profound impact on the situation of children in Syria. Every Syrian child has been impacted by the violence, displacement, severed family ties and lack of access to vital services caused by massive physical devastation.¹ Families are also paying the price for an economic crisis and dangerous rise in food insecurity, with many struggling to afford to put food on the table. The COVID-19 pandemic has only deepened this crisis.² The ILO Committee of Experts on the Application of Conventions and Recommendations in its Observation regarding the Worst Forms of Child Labour Convention with respect to Syria (2021) noted that approximately 5,000 schools have been destroyed in the Syrian Arab Republic, and more than half of Syrian school-age children, up to 2.4 million, were out of school as a consequence of the occupation, destruction and insecurity of schools.³ The Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016 noted the extent of the conflict and displacement has had a massive impact on children, many of whom have experienced violence first-hand and/or witnessed extreme violence, including the killing of family members and/or separation from family members.⁴ The Special Rapporteur indicated that child protection concerns and issues, including child labour resulting from parents' loss of livelihood, continue to be reported.⁵ Hyperinflation is having a devastating impact on families, with negative coping mechanisms on the rise. Parents are eating less so they can feed their children, sending them to work instead of to school.⁶ The Syrian labour inspectorate currently has around 80 labour inspectors, which is a greatly reduced number because labour inspectors were killed during the conflict or emigrated as refugees.⁷

In order to address these issues, the ILO developed three separate projects. First, the project Reducing the Worst Forms of Child Labour in Syria (**RBSA child labour project**) aimed to reduce the worst forms of child labour among vulnerable communities in Syria through an integrated, systematic approach combining the humanitarian response and existing national systems. The objectives for this project were: (1) enhanced information available for planning and programme interventions; (2) child labour effectively integrated in humanitarian interventions; (3) local capacity to prevent and address child labour enhanced; and (4) enhance vocational training opportunities for youth and parents of child labourers as an exit point from child labour. Since 2018, the ILO has been working with national and international partners in Syria to reduce worst forms of child labour among vulnerable communities through the prevention, withdrawal, and rehabilitation of working children and children at risk of child labour.⁸ Second, the project Adopting a Multi-sectoral Approach to Fighting Child Labour and Addressing Multiple

¹ <https://www.unicef.org/emergencies/syrian-crisis>

² <https://www.unicef.org/emergencies/syrian-crisis>

³ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

⁴ Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016, A/HRC/32/35/Add.2, paragraph 67.

⁵ Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016, A/HRC/32/35/Add.2, paragraph 67.

⁶ <https://www.unicef.org/emergencies/syrian-crisis>

⁷ Key informant interviews.

⁸ https://www.ilo.org/beirut/media-centre/multimedia/WCMS_812257/lang-en/index.htm

Vulnerabilities in two Governorates of Syria (**UNICEF child labour project**) focused on protection of Syrian children in Aleppo and Tartous from child labour, including in its worst forms, and facilitating access to livelihoods and employment for family members of child labourers. The objectives for this project were to: (1) strengthen capacities of case managers to respond to, identify and address children involved in worst forms of child labour; (2) enhanced identification, referral and follow up of children vulnerable to child labour through community centres; and (3) strengthen systems, policies and programmes to promote shared action against the worst forms of child labour.⁹ Third, the project Mitigating the impacts of COVID-19 in the Syrian workplace (**RBSA OSH project**) sought to strengthen labour inspection and occupational safety and health services and to promote social dialogue and compliance with national labour legislation and international labour standards. The project objectives included the following: (1) to increase institutional capacity of labour administrations; (2) strengthen social dialogue and labour relations laws, processes and institutions; and (3) increase capacity to ensure safe and healthy working conditions.¹⁰

This is an **independent final cluster evaluation of the three projects**. Whilst each project has a different focus, approach and implementation period, each contributed to the overarching goal of strengthening government capacity to promote compliance with national legislation and reduce the worst forms of child labour. Its purpose is to examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the three projects. It will document key achievements, challenges, lessons learned and good practices as well as make recommendations in the areas of child labour and occupational safety and health. It aims to: (i) assess the extent to which the projects collectively contributed to the overarching Country Programme Outcome and the Humanitarian-Development-Peace Nexus in Syria; (ii) Determine the extent to which the projects achieved their stated objectives; (iii) Examine the impact of the projects in terms of sustained improvements achieved; (iv) Provide recommendations on how to build on the achievements and the possible avenues/intended objectives and results of future relevant projects or phases; (v) Document lessons learned, success stories, and good practices in order to maximize the experiences gained. The evaluation has looked at all project activities implemented from 1 May 2019-30 November 2020 (RBSA child labour), 1 September 2020-30 September 2021 (UNICEF child labour), and 1 August 2020-30 October 2021 (RBSA OSH). The geographical scope of the evaluation is country-wide, aligned with the scope of the projects, i.e. generally limited to Damascus, and the provinces where project activities were carried out i.e. rural Damascus, Aleppo, Homs, and Tartous. As cross cutting themes, the evaluation has taken specific note of integration of gender mainstreaming, disability inclusion, international labour standards, social dialogue, and environmental sustainability, as well as contribution to the SDGs and COVID-19 response. The primary clients of this evaluation are ILO ROAS, ILO constituents in Syria, government entities, UN and NGO partners, and the donors. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation. This evaluation was carried out over 41 working days from mid September 2021 to end January 2022.

In terms of **methodology**, the evaluation has collected primary data through key informant interviews and focus group discussions (see Annex 1 for list of interviewees), and secondary

⁹ https://www.ilo.org/beirut/projects/WCMS_818402/lang--en/index.htm

¹⁰ https://www.ilo.org/beirut/projects/WCMS_818405/lang--en/index.htm

data via a desk review (see Annex 2 for a list of documents). Data has been triangulated where possible. The evaluation was limited by restricted mobility of the international and national consultants due to the pandemic restrictions and due to inability to secure timely permission for travel to the provinces for focus group discussions. Accordingly, primary data was collected remotely, with the exception of two focus group discussions which took place in Damascus via a local translator. Language was a barrier, and translation was used for all focus group discussions as well as for around eight out of 17 total interviews.

The evaluation found that the projects' objectives and designs were highly **relevant** given the political, economic and financial context in Syria. However, the project designs could have benefited from additional implementation time, reflecting the challenging context for implementation in the protracted conflict situation in Syria. The division of work tasks could have been improved by providing adequate administrative and other support to the National Project Coordinator on the ground in Syria, including through allocation of sufficient staff. The use of local skills was effective, particularly through existing UNHCR and UNICEF partnerships with local NGOs. However, the project governance structure did not facilitate efficient delivery because it was difficult to not possible to set up a tripartite steering committee. The projects received adequate technical support from ILO ROAS and HQ, but administrative support was inadequate. M&E was a weakness of the RBSA projects, with project monitoring being carried out with minimal written progress reports. However, the UNICEF child labour project reported on progress in a regular and systematic manner. The ILO's projects in occupational safety and health and child labour have been well perceived and positioned within the overall Humanitarian-Development-Peace Nexus in Syria, with these thematic areas providing neutral entry points for ILO to begin to lay the foundations for longer term development work in a country that has suffered from protracted crisis.

Moreover, the evaluation found that the projects have been **effective** in many ways, with all three projects achieving their stated objectives, and some exceeding several targets. All projects contributed to the ILO's Programme and Budget, Country Programme Outcomes, and the Sustainable Development Goals. There have been several concrete improvements that have taken place as a direct result of the projects. The projects have empowered tripartite constituents to engage in social dialogue with respect to child labour and occupational safety and health issues. Moreover, the projects have helped to raise awareness of child labourers, their families, civil society, the tripartite constituents and UN partners about worst forms of child labour. The projects have developed draft National Action Plans in the areas of child labour and occupational safety and health for Syria. The SCREAM beneficiaries were highly satisfied with the quality and delivery of services – both child labourers and their families, and civil society. Overall, the tripartite constituents who participated in the capacity building workshops were appreciative of the rich technical content of the trainings, however, they would have appreciated more opportunities to apply the information in practical ways. Study tour participants were very pleased with the opportunity to visit Jordan and become inspired about potential automation of the labour inspectorate functions in Syria.

Regarding **efficiency**, there were several ways in which financial resources were allocated efficiently and strategically, including cost sharing with UNHCR in the RBSA child labour project, the savings which accrued due to two ITC training workshops training workshops which had to be shifted from face-to-face delivery to remote delivery due to pandemic restrictions, and significant savings due to the devaluation of the Syrian currency. The savings were used to

implement more project activities and exceed targets, and to spend on OSH equipment for automation of Syrian labour inspection work. On the other hand, there were some financial inefficiencies relating to payment delays for partners, which were explained as being due to bureaucratic processes, as well as finances having to be processed through ILO ROAS rather than in Syria due to the non-operation of ILO's financial system in that country. Moreover, there was no budget allocation for integrating gender equality concerns. Some outputs for all projects were not produced on time. All three projects experienced delays in implementation due to the pandemic response, difficulties in getting timely government approvals which were required to carry out various activities, and the practical realities of implementing in a fragile state. The RBSA child labour project had three no-cost extensions. In terms of efficient allocation of management staff, the project design documents allocated one management staff in Syria for the three projects, the National Project Coordinator. Key informants unanimously stated that there were insufficient staff on the ground in Syria. In terms of improving efficiency of staffing, multiple key informants suggested that a more appropriate level of staffing would have been to have at least one international staff member, the National Project Coordinator and an administrative assistant in Syria, with technical and other backstopping from ILO ROAS and HQ as appropriate.

Regarding **impact**, capacity building of the constituents was a major positive impact of the projects. The projects addressed the need for building the capacity of Syria's labour inspectorate, which was left with drastically reduced capacity after over a decade of conflict saw labour inspectors killed or emigrate as refugees. The projects have also built the capacity of tripartite stakeholders in social dialogue. The tripartite capacity building workshops emphasised the possibility of social partners participating in labour inspection in Syria, and have been the impetus for potential tripartite labour inspection going forward. In addition, the workshops built the technical capacity of tripartite stakeholders to contribute to realisation of international labour standards in Syria, particularly regarding the fundamental conventions relating to child labour and international labour standards relating to occupational safety and health. Moreover the SCREAM training beneficiaries – child labourers, their families, civil society implementing partners, UN partners all demonstrated increased awareness of worst forms of child labour and the right to withdraw from child labour to light work and/or return to school. Multiple key informants suggested that project impact could have been improved with bigger budgets and more implementation time, and more focus on building the enabling environment in Syria at the law and policy level.

As for **sustainability**, numerous stakeholders commented that it is difficult for such short projects to be sustainable, with implementation times of only 18, 12, and 15 months. However, several activities under the project are likely to continue after funds have been expended, and as such these project effects will remain over time. An example is child labour case management for child protection clients, which continues to be provided by UNHCR implementing partners. Moreover, implementing partners have adopted SCREAM, which continues to be implemented in child friendly spaces by child protection facilitators using their own budget. Furthermore, the Draft National Action Plan on Combatting Child Labour in Syria 2021-2027 will continue, with stakeholders planning to finalise and adopt and ultimately implement the National Action Plan. In terms of the RBSA OSH project, automation of labour inspection will continue, because the 16 labour inspectorates in Syria will continue to use the labour inspection equipment and computers provided by the project. Some of the tools provided will be used on a regular basis, such as the gender responsive labour inspection tools checklist, templates for investigation of

occupational accidents, and COVID-19 guidelines. Much of the knowledge provided through capacity building programmes will have improved the skills of labour inspectors, which will hopefully be applied in their daily work. However, some key informants pointed out that whilst the training would benefit the labour inspectors, the level of capacity would not be sufficient to sustain the benefits of the project and they would probably require ongoing support to ensure they are using tools properly and could complete the OSH profile, and develop the OSH policy at the national level. They also noted the need to continue to follow up with social partners.

The evaluation drew two **lessons learned**: (i) capacity building workshops combined with tripartite South-South study tours are an effective method of capacity building for OSH and labour inspection; and (ii) project design in fragile states needs to take account of the practical realities of project implementation in such contexts. The evaluation found two **good practices**: (i) child labour and occupational safety and health are neutral entry points for ILO to engage in fragile and conflict affected states; and (ii) ILO can partner with local organisations who are established implementing partners of UNHCR & UNICEF to integrate child labour prevention, rehabilitation and reintegration aspects into existing child protection programmes at the local level.

The evaluation made the following **recommendations**:

1. **Project design** in fragile states needs to take into account the practical realities of project implementation in such contexts, building in adequate implementation time for protracted conflict situations. ILO could consider incorporating additional elements from its project document design template into the RBSA project design template, including a theory of change, logical framework, monitoring and evaluation framework, and a risk analysis/risk mitigation strategy. Designers should allocate sufficient staff on the ground in fragile states, including international staff, national staff, and adequate administrative and other support.
2. **Monitoring and evaluation frameworks** should be required in project design, with staff allocated to carry out monitoring for the project duration, and at least one written progress report annually. This should include regular risk identification, risk mitigation and risk management.
3. Project design should **mainstream gender** in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework. Sex disaggregated data should be included in the situation analysis, baseline data, and indicators so that gender equality outcomes may be monitored throughout the project and properly evaluated in the midterm review and final project evaluation. Consider including these elements in a project document template.
4. Consider strengthening the enabling environment as a component of a future project in Syria, particularly **strengthening the legal framework** and completing the policy work from these projects (e.g. Draft National Action Plan on Combatting Child Labour in Syria). For example, ILO could consider provision of technical advice to develop Syrian child labour laws, such as legislation restricting employment of children below a certain age in line with international labour standards, or regulations banning enterprises in the formal and informal sectors from employing children with sanctions that can be enforced.
5. **Maintain an ILO office on the ground in Syria** to consolidate gains, implement a new project, and maintain momentum of assisting Syria. Consider staffing this office with at least one National Project Coordinator, and an administrative assistant (at a higher grade than G-5 and with contract length equal to project length) as minimum level of staffing in Syria. Also consider sufficient additional number of national staff (finance, M&E, communications,

resource mobilization), particularly with several projects, with adequate logistics, and secure Syrian government's commitment to facilitate timely entry of ROAS staff into Syria for project duration.

6. Take steps to promote ILO's recognition as a valuable actor in the **humanitarian-development-peace nexus**, both in Syria and globally. There should be more systematic promotion of the ILO's work in situations of protracted crisis in child labour and occupational safety and health, drawing lessons from these projects in Syria and the challenges that were encountered. Crises can and must be used as opportunities to promote international labour standards, including fundamental principles and rights at work, and the ILO Recommendation on Employment and Decent Work for Peace and Resilience 2017 (No. 205).
7. Continue **ILO partnerships** with local organisations who are established implementing partners of other UN agencies to integrate child labour prevention, rehabilitation and reintegration aspects into existing child protection programmes at the local level. Consider a further partnership with UNHCR in Syria. Consider scaling up the child labour aspects to more governorates in Syria, to achieve greater impact in a wider geographic area.
8. Continue the OSH/labour inspection capacity building model of complementing technical **capacity building workshops combined with tripartite South-South study tours**. Ensure that capacity building workshops are sufficiently participatory and involve practical applications of theory for participants. Consider more use of local expertise where possible.

1. Projects' background

Ten years of humanitarian crisis and hostilities have had a profound impact on the situation of children in Syria. Every Syrian child has been impacted by the violence, displacement, severed family ties and lack of access to vital services caused by massive physical devastation.¹¹ The situation in northern Syria is particularly alarming, with **millions of children displaced**, many families having fled violence multiple times in search of safety.¹² **Families** are also paying the price for an economic crisis and dangerous rise in food insecurity, with many **struggling to afford to put food on the table. The COVID-19 pandemic has only deepened this crisis.**¹³ The Syrian crisis remains first and foremost a protection crisis. **Grave violations of children's rights continue unabated.**¹⁴

The United Nations Office of the High Commissioner for Human Rights has compiled a list of **350,209 identified individuals killed in the conflict in Syria between March 2011 to March 2021. Over one in every 13 was a woman – 26,727 women in all. Almost one in every 13 was a child: 27,126 children, to be exact. The greatest number of documented killings was recorded in the Governorate of Aleppo, with 51,731 named individuals killed. Other locations with very heavy death tolls included Rural Damascus, with 47,483 deaths; Homs, with 40,986 deaths; and Tartous, which lost 31,369 people. But it is not – and should not be seen as – a complete number of conflict-related killings in Syria during this period. It indicates a minimum verifiable number, and is certainly an under-count of the actual number of killings.**¹⁵

¹¹ <https://www.unicef.org/emergencies/syrian-crisis>

¹² <https://www.unicef.org/emergencies/syrian-crisis>

¹³ <https://www.unicef.org/emergencies/syrian-crisis>

¹⁴ <https://www.unicef.org/emergencies/syrian-crisis>

¹⁵ <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=27531&LangID=E>

The ILO Committee of Experts on the Application of Conventions and Recommendations in its Observation regarding the Worst Forms of Child Labour Convention with respect to Syria (2021) noted that **with approximately 5,000 schools destroyed in the Syrian Arab Republic, the resulting sharp decline in children’s education continued to be a matter of great concern among the population.** It also indicated that **more than half of Syrian school-age children were out of school as a consequence of the occupation, destruction and insecurity of schools.**¹⁶

The Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016 noted the **extent of the conflict and displacement has had a massive impact on children, many of whom have experienced violence first-hand and/or witnessed extreme violence, including the killing of family members and/or separation from family members.**¹⁷ The Special Rapporteur indicated that **child protection concerns and issues, including child labour resulting from parents’ loss of livelihood, trafficking, sexual and gender-based violence and early and forced marriage, continue to be reported.**¹⁸

Since 2020, hyperinflation has had a devastating impact on families, with negative coping mechanisms on the rise. **Parents are eating less so they can feed their children, sending them to work instead of to school, and girls and boys face the risk of early or forced marriage.**¹⁹ The education system, meanwhile, is **overstretched, underfunded, and fragmented.** By early 2021, one in three schools inside Syria could no longer be used because they were destroyed, damaged or are being used for military purposes. **Nearly 2.45 million children in Syria are out of school, while those children who are able to attend classes often learn in overcrowded classrooms, and in buildings with insufficient water and sanitation facilities, electricity, heating or ventilation.**²⁰ Prior to the conflict, primary school enrolment had been nearly universal and literacy rates high. Currently, Syria was estimated to have one of the lowest school enrolments in the world. An estimated half of all Syrian refugee children were receiving no education, and in some neighbouring countries, the figure was worse.²¹

The **Syrian labour market is characterised by** the following: (a) the country has experienced **market collapse, inflation and currency depreciation**, looting and destruction;²² (b) an estimated **83 percent of Syrians live below the poverty line**²³ (c) **over 50% of the labour force is unemployed**²⁴ **with females disproportionately affected;**²⁵ (c) **limited economic**

¹⁶ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

¹⁷ Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016, A/HRC/32/35/Add.2, paragraph 67.

¹⁸ Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016, A/HRC/32/35/Add.2, paragraph 67.

¹⁹ <https://www.unicef.org/emergencies/syrian-crisis>

²⁰ <https://www.unicef.org/emergencies/syrian-crisis>

²¹ Universal Periodic Review of Syrian Arab Republic (2016), Summary prepared by the Office of the High Commissioner for Human Rights in accordance with paragraph 15(c) of the annex to Human Rights Council resolution 5/1 and paragraph 5 of the annex to Council resolution 16/21. Human Rights Council. A/HRC/WG.6/26/SYR/3. Joint submission 7 submitted by: MADRE, New York (United States of America), Human Rights and Gender Justice (HRGJ) Clinic, City University of New York School of Law Long Island City, New York (United States of America) and The Women’s International League for Peace and Freedom (WILPF) Geneva, (Switzerland). https://www.upr-info.org/sites/default/files/document/syrian_arab_republic/session_26_-_november_2016/a_hrc_wg.6_33_syr_1_e_0.pdf

²² <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

²³ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

²⁴ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

opportunities, socio-economic hardship and disruption of livelihoods;²⁶ (d) job shortages and lack of cash are major challenges faced by most of the 6.2 million internally displaced people of Syria, as well as many of the host communities;²⁷ (e) **increased number of children involved in child labour, including in hazardous and vulnerable conditions;**²⁸ and during 2019, the financial crisis in Lebanon and other factors have contributed to accelerated depreciation of the informal market exchange rate of the **Syrian Pound** which has **lost three times its value since 2019**, further reducing households' purchasing power.²⁹ Finally, there are substantial differences in the realities and development challenges between rural and urban areas, and between different regions and governorates, some of which remain outside of control of the central authorities.³⁰

In order to address these issues, the ILO developed three separate projects. First, the project **Reducing the Worst Forms of Child Labour in Syria** (RBSA child labour) aimed to reduce the worst forms of child labour among vulnerable communities in Syria through an integrated, systematic approach combining the humanitarian response and existing national systems. The objectives for this project were: (1) enhanced information available for planning and programme interventions; (2) child labour effectively integrated in humanitarian interventions; (3) local capacity to prevent and address child labour enhanced; and (4) enhance vocational training opportunities for youth and parents of child labourers as an exit point from child labour. Since 2018, the ILO has been working with national and international partners in Syria to reduce worst forms of child labour among vulnerable communities through the prevention, withdrawal, and rehabilitation of working children and children at risk of child labour.³¹

Second, the project **Adopting a Multi-sectoral Approach to Fighting Child Labour and Addressing Multiple Vulnerabilities in two Governorates of Syria** (funded by UNICEF) focused on protection of Syrian children in Aleppo and Tartous from child labour, including in its worst forms, and facilitating access to livelihoods and employment for family members of child labourers. The objectives for this project were to: (1) strengthen capacities of case managers to respond to, identify and address children involved in worst forms of child labour; (2) enhanced identification, referral and follow up of children vulnerable to child labour through community centres; and (3) strengthen systems, policies and programmes to promote shared action against the worst forms of child labour.³²

Third, the project **Mitigating the impacts of COVID-19 in the Syrian workplace** (RBSA OSH) sought to strengthen labour inspection and occupational safety and health services and to promote social dialogue and compliance with national labour legislation and international labour standards. The project objectives included the following: (1) to increase institutional capacity of labour administrations; (2) strengthen social dialogue and labour relations laws,

²⁵ Male labour force as % of working age population 36%; female labour force as % of working age population 7% (2020) https://www.ilo.org/gateway/faces/home/statistics?_adf.ctrl-state=mtvj19s1w_4&locale=EN&countryCode=SYR

²⁶ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

²⁷ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

²⁸ CRC 2019 – Committee on the Rights of the Child Concluding observations on the fifth periodic report of the Syrian Arab Republic, 6 March 2019, CRC/C/SYR/CO/5

²⁹ UN Strategic Framework 2021-2023, draft September 27, 2020.

³⁰ UN Strategic Framework 2021-2023, draft September 27, 2020.

³¹ https://www.ilo.org/beirut/media-centre/multimedia/WCMS_812257/lang-en/index.htm

³² https://www.ilo.org/beirut/projects/WCMS_818402/lang-en/index.htm

processes and institutions; and (3) increase capacity to ensure safe and healthy working conditions.³³

The ILO is the executing agency. ILO's partners in this collaboration are the Syrian Ministry of Social Affairs and Labour (MOSAL), the General Federation of Trade Unions (GFTU), Damascus Chamber of Industry (DCI), international partners and civil society.

2. Evaluation background

This is an **independent final cluster evaluation of the three projects**. Whilst each project has a different focus, approach and implementation period, each contributed to the overarching goal of strengthening government capacity to **promote compliance with national legislation and reduce the worst forms of child labour**. Its purpose is to examine the **relevance, coherence, effectiveness, efficiency, sustainability, and potential impact** of the three projects. It will document key achievements, challenges, lessons learned and good practices as well as make recommendations in the areas of child labour, occupational safety and health, and labour inspection. It aims to:

- Assess the extent to which the projects collectively contributed to the overarching **CountryProgramme Outcome** and the **Humanitarian-Development-Peace Nexus in Syria**;
- Determine the extent to which the projects **achieved their stated objectives**;
- Examine the **impact** of the projects in terms of **sustained improvements achieved**;
- Provide **recommendations** on how to build on the achievements and the possible avenues/intended objectives and results of future relevant projects or phases;
- Document **lessons learned**, success stories, and **good practices** in order to maximize the experiences gained.

The evaluation has examined all project activities implemented from **1 May 2019-30 November 2020 (RBSA child labour)**, **1 September 2020-30 September 2021 (UNICEF child labour)**, and **1 August 2020-30 October 2021 (RBSA OSH)**. The evaluation has taken into consideration the project duration, existing resources and political environmental constraints. The evaluation is framed by ILO's corporate strategy, and initiatives that promote fundamental principles and rights at work. It has taken note of the especially difficult operational context that applies in Syria.

The geographical scope of the evaluation is **country-wide, aligned with the scope of the projects, i.e. generally limited to Damascus, and the provinces where project activities were carried out i.e. rural Damascus, Aleppo, Homs, and Tartous**. As cross cutting themes, the evaluation has taken specific note of integration of gender mainstreaming, disability inclusion, international labour standards, social dialogue, and environmental sustainability, as well as contribution to the SDGs and COVID-19 response.

This evaluation was carried out over 41 working days from mid September 2021 to end January 2022.

³³ https://www.ilo.org/beirut/projects/WCMS_818405/lang--en/index.htm

The evaluation had three phases.

Phase 1: Desk review and preparation of inception report

A preliminary desk review based on project documents and materials provided by the ILO Regional Office for the Arab States (ROAS), as well as preliminary discussions with key project staff in ILO Syria and ILO ROAS. The overall aim of Phase 1 was to draw tentative conclusions on the key issues and to identify matters for particular attention during Phase 2.

Phase 2: Key Informant Interviews and Focus Groups Discussions (remote) with ILO constituents, donor, and key project partners

Subject to the findings of Phase 1, it is anticipated that Phase 2 will take the form of both one-on-one and group discussions (remotely with translation and on the ground support from a national consultant) with ILO and project staff based locally and/or in Beirut, consultants who have worked on the project, project partners, and key project stakeholders. During this Phase, on-going telephone and email contact will also be conducted with the project backstopping official/s in the DWT and FPRW, DIALOGUE, LABADMIN/OSH.

Phase 3: Report drafting and finalization

This phase will be primarily concerned with drafting and finalising the evaluation report. It may also include on-going email and phone contact with the project backstopping official/s in the DWT and FPRW, DIALOGUE, LABADMIN/OSH and with the ILO Syria and the Project teams and others as necessary.

The **primary clients of the evaluation** are ILO ROAS, ILO constituents in Syria, government entities, UN and NGO partners, and the donors. Secondary users include other project stakeholders and units within ILO that may indirectly benefit from the knowledge generated by the evaluation.

3. Methodology

3.1 Evaluation criteria

The evaluation will address OECD/DAC evaluation criteria, including:

- **Relevance:** The extent to which the intervention objectives respond to beneficiary, global, country and partner/institution needs, policies and priorities and continue to do so if circumstances change
- **Coherence:** The compatibility of the intervention with other interventions in a country, sector or institution.
- **Effectiveness:** The extent to which the intervention achieved, or is expected to achieve, its objectives and results, including any differential results across groups.
- **Efficiency:** The extent to which the intervention delivers or is likely to deliver results in an economic and timely way
- **Impact:** The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended higher level effects
- **Sustainability:** The extent to which the net benefits of the intervention continue or are likely to continue

- **Tripartism and Partnerships:** The extent to which the capacity of the ILO tripartite constituents and key partners has been improved and able to address labour administration challenges, what has been their roles in the project implementation
- **Gender:** the evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

3.2 Evaluation methods and data collection instruments

To strengthen the credibility and usefulness of evaluation results, the evaluation has used a mix of data sources collected through multiple methods. This will include **primary data** which has been collected directly from stakeholders about their first hand experience with the intervention. This data has been collected through key informant interviews, focus group discussions, and some observation (see Annex 1 for list of interviewees and focus group discussants). It has also included **secondary data** consisting of documentary evidence that has direct relevance for the evaluation, such as nationally and internationally published reports, project documents, monitoring reports, previous reviews, country strategic plans, and research reports (see Annex 2 for list of documents). This data has been collected through a desk review of project documents and other relevant materials. It has been used to verify qualitative data gathered directly from stakeholders. Data analysis has used **triangulation** where possible. Triangulation facilitates validation of data through cross verification from more than two sources. It tests the consistency of findings obtained through different instruments and increases the chance to control or assess some of the threats or multiple causes influencing the results.

The evaluation methodology has included multiple methods with analysis of both quantitative and qualitative data, where possible. It will include but will not be restricted to the following:

- A desk review of project documents and relevant materials;
- Presentations /inductions with available staff who worked under the project, key stakeholders and partners to the project explaining the process, methodology, objectives and principles of the participatory evaluation;
- Interviews with staff who worked under the project, project partners, constituents and key project stakeholders;
- Interviews with the backstopping official/s in the DWT and FPRW, DIALOGUE, LAB ADMIN/OSH;
- Analysis of the data, including data disaggregated by gender, and gender analysis
- ILO constituents and key stakeholders including donor have been involved in the implementation of the evaluation including providing inputs to the TOR and the finalization of the report.

Stakeholder participation has been ensured through the following:

- formal consultations at the outset of the evaluation
- their review of the draft report
- their input on the final report
- consultations included all tripartite representatives
- consultations with women and men stakeholders
- interviews with direct recipients of project services, including the Ministry of Social Affairs and Labour, and social partners

- interviews with key project staff and backstopping staff at regional and headquarters levels
- focus group discussions with project beneficiaries, including child labourers, labour inspectors, MOSAL, unions, DCI.

The evaluation is carried out in line with the norms, standards and ethical safeguards as elaborated upon in the document “Standards for Evaluation in the UN System”, United Nations Evaluation Group, 2016.

3.3 Key evaluation questions

The key evaluation questions, as drawn from the Terms of Reference, are contained in the **Evaluation Matrix** (see Annex 5).

3.4 Limitations

The evaluation was limited by restricted mobility of consultants due to the pandemic restrictions and due to inability to secure timely permission for travel to the provinces for focus group discussions. This meant that planned focus group discussions with child labourers in Aleppo could not take place. Accordingly, primary data was collected remotely, with the exception of two focus group discussions which took place in Damascus via a local translator. The evaluator has not benefitted from the types of observation inherent in field missions. Language was a barrier, with provision of some documents in Arabic without accompanying translation, and translation was used for all focus group discussions as well as for around eight out of 17 total key informant interviews. Other limitations include incomplete or missing translation of project documentation for the document review. Moreover, the restricted access to electricity throughout the project governorates had a bearing on where focus group discussions were carried out. Another limitation is the lack of gender-disaggregated data and very limited or absent gender analysis in project documents, which may have inhibited a comprehensive gender evaluation as required by ILO templates for final evaluations. The evaluation was limited by the scarcity of monitoring documentation for the two RBSA projects. In addition, much analysis relies on key informants’ perceptions, with limited documentation available to verify primary data. Triangulation was possible in limited instances.

4. Key evaluation findings

4.1 Relevance

The extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. Is the intervention doing the right things?³⁴

³⁴ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> “Respond to” means that the objectives and design of the intervention are sensitive to the economic, environmental, equity, social, political economy, and capacity conditions in which it takes place. “Partner/institution” includes government (national, regional, local), civil society organisations, private entities and international bodies involved in funding, implementing and/or overseeing the intervention. Relevance assessment involves looking at differences and trade-offs between different priorities or needs. It requires analysing any changes in the context to assess the extent to which the intervention can be (or has been) adapted to remain relevant. * Beneficiaries is defined as, “the individuals, groups, or organisations, whether targeted or not, that benefit directly or indirectly, from the development intervention.” Other terms, such as rights holders or affected people, may also be used.

4.1.1 Are the projects' designs adequate to address the problems at hand?

In terms of thematic areas, child labour and occupational safety and health were perceived as **neutral areas for intervention in a highly political and complex programming environment for ILO to re-engage in Syria after some years without a presence in the country during the civil war** which began in 2011. Moreover, these areas were strategic because stakeholders could all agree that helping children is a worthy cause, and the occupational safety and health aspect was tied in with that regarding inspection, enforcement and building the capacity of inspectors to monitor and investigate child labour.³⁵ Please see good practice section for more in-depth exploration of these areas as relevant interventions for the Syrian context.

With respect to the time proposed for interventions, the RBSA child labour project was originally designed for three years, but only approved for 18 months. The UNICEF child labour project was approved for a 12-month time frame. The RBSA OSH project was approved for 15 months. **Key informants unanimously agreed that these timeframes were inadequate and unrealistic to address the problems of child labour and occupational safety and health in a sustainable manner in the Syrian context.**³⁶ The RBSA child labour project had three no-cost extensions, reflecting the difficult implementing context. For example, the security situation in Syria was challenging, with bombings occurring in 2019,³⁷ and 2021,³⁸ and security impeding movement between project provinces and the capital. Please see further examples of the difficult implementing context under "efficiency". Moreover, these timeframes were inadequate for quality policy work to take place in such an implementing context. For instance, the UNICEF child labour project sought to consult, draft, validate, and approve the draft National Action Plan on Combatting Child Labour in Syria within the project timeline, which was not possible. Instead, there is a draft policy which is a basis for consultation and validation, development into a final policy in order to seek final approval. Quality policy work takes time to accomplish and validation with stakeholders adds another layer of time, which was ultimately insufficient.³⁹

Regarding the **adequacy of the project design documents**, there appears to be a **systemic issue that is not specific to these particular projects**. For instance, the RBSA template does not contain key ILO PRODOC template elements,⁴⁰ such as a theory of change, logical framework, or monitoring and evaluation matrix, which would typically be required for development cooperation projects. The UNICEF project has a Concept note that contains the following ILO PRODOC template elements: background and justification, project strategy, logical framework and output based budget. However, it does not contain a risk analysis, monitoring and evaluation plan, management arrangements, or theory of change. This may be a **systemic issue based on the particular template used**. The inclusion of a risk analysis and risk mitigation strategy in the UNICEF design document would have helped to plan for and mitigate against potential challenges in the complex implementation environment of Syria. The **inclusion of logical frameworks and monitoring and evaluation frameworks for all projects could have helped with planning of timing of activities and their systematic monitoring to potentially**

³⁵ Key informant interviews.

³⁶ Key informant interviews.

³⁷ <https://www.aljazeera.com/news/2019/11/deadly-car-bomb-blasts-rip-bus-terminal-syria-al-bab-191116111934634.html>

³⁸ <https://www.theglobeandmail.com/world/article-roadside-bombs-hit-military-bus-in-syria-capital-killing-13/>

³⁹ Key informant interviews.

⁴⁰ ILO (undated), *Guide to the ILO PRODOC Template*.

avoid problems of timely implementation and readjustment of project timeline accordingly. Please see further discussion under “efficiency”.

4.1.2 Were the projects’ objectives and designs relevant given the political, economic, and financial context?

The projects’ objectives and designs were all highly relevant with respect to the political context in Syria. The Committee of Experts on the Application of Conventions and Recommendations (CEACR),⁴¹ commenting in 2021 on Syria’s implementation of the Worst Forms of Child Labour Convention, observed that with **approximately 5,000 schools destroyed in the Syrian Arab Republic, the resulting sharp decline in children’s education continued to be a matter of great concern among the population.** CEACR noted that **more than half of Syrian school-age children, up to 2.4 million, were out of school as a consequence of the occupation, destruction and insecurity of schools.**⁴² Moreover, CEACR noted that, according to the report of the Special Rapporteur on the human rights of internally displaced persons on his mission to the Syrian Arab Republic of 5 April 2016,⁴³ **the extent of the conflict and displacement has had a massive impact on children, many of whom have experienced violence first-hand and/or witnessed extreme violence, including the killing of and/or separation from family members.** The Special Rapporteur indicated that **child protection concerns and issues, including child labour resulting from parents’ loss of livelihood, trafficking, sexual and gender-based violence and early and forced marriage, continue to be reported.**⁴⁴ Moreover, **once the COVID-19 pandemic began, school closures as a result of lockdowns added to the risk of child labour.**⁴⁵

The **education system, meanwhile, is overstretched, underfunded, and fragmented.**⁴⁶ By early 2021, one in three schools inside Syria could no longer be used because they were destroyed, damaged or are being used for military purposes. **Nearly 2.45 million children in Syria are out of school, while those children who are able to attend classes often learn in overcrowded classrooms, and in buildings with insufficient water and sanitation facilities, electricity, heating or ventilation.**⁴⁷ Prior to the conflict, primary school enrolment had been nearly universal and literacy rates high. Currently, Syria was estimated to have **one of the lowest school enrolments in the world.** An estimated half of all Syrian refugee children were receiving no education.⁴⁸

⁴¹ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

⁴² Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

⁴³ A/HRC/32/35/Add.2, paragraph 67.

⁴⁴ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

⁴⁵ ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work.*

⁴⁶ <https://www.unicef.org/press-releases/after-almost-ten-years-war-syria-more-half-children-continue-be-deprived-education>

⁴⁷ <https://www.unicef.org/emergencies/syrian-crisis>

⁴⁸ Universal Periodic Review of Syrian Arab Republic (2016), Summary prepared by the Office of the High Commissioner for Human Rights in accordance with paragraph 15(c) of the annex to Human Rights Council resolution 5/1 and paragraph 5 of the annex to Council resolution 16/21. Human Rights Council. A/HRC/WG.6/26/SYR/3. Joint submission 7 submitted by: MADRE, New York (United States of America), Human Rights and Gender Justice (HRGJ) Clinic, City University of New York School of Law Long Island City, New York (United States of America) and The Women’s International League for Peace and Freedom (WILPF) Geneva, (Switzerland). https://www.upr-info.org/sites/default/files/document/syrian_arab_republic/session_26_-_november_2016/a_hrc_wg.6_33_syr_1_e_0.pdf

In terms of relevance to this context, **all three projects sought to address the incidence and impact of child labour in Syria through multiple approaches, namely prevention, removal, reintegration, as well as building the capacities of both duty bearers, i.e. MOSAL, social partners, enterprises, civil society, labour inspectors, to adequately fulfill their duties; and of rights-holders, i.e. child labourers and their families, to know and claim their right not to participate in worst forms of child labour, and for adult and older children to access safe income generation activities.**

The projects' objectives and designs were similarly relevant in terms of the economic and financial context in Syria. Hyperinflation is having a devastating impact on families, with negative coping mechanisms on the rise. **Parents are eating less so they can feed their children, sending them to work instead of to school, and girls and boys face the risk of early or forced marriage.**⁴⁹ The **Syrian labour market is characterised by** the following: (a) the country has experienced **market collapse, inflation and currency depreciation**, looting and destruction;⁵⁰ (b) an estimated **83 percent of Syrians live below the poverty line**⁵¹ (c) **over 50% of the labour force is unemployed**⁵² **with females disproportionately affected;**⁵³ (d) **limited economic opportunities, socio-economic hardship and disruption of livelihoods;**⁵⁴ (d) job shortages and lack of cash are major challenges faced by most of the 6.2 million internally displaced people of Syria, as well as many of the host communities;⁵⁵ (e) **increased number of children involved in child labour, including in hazardous and vulnerable conditions;**⁵⁶ and during 2019, the financial crisis in Lebanon and other factors have contributed to **accelerated depreciation of the informal market exchange rate of the Syrian Pound which has lost three times its value since 2019**, further reducing households' purchasing power.⁵⁷ Finally, there are substantial differences in the realities and development challenges between rural and urban areas, and between different regions and governorates, some of which remain outside of control of the central authorities.⁵⁸

Ten years of humanitarian crisis and hostilities have had a profound impact on the situation of children in Syria. Every Syrian child has been impacted by the violence, displacement, severed family ties and lack of access to vital services caused by massive physical devastation.⁵⁹ The United Nations Office of the High Commissioner for Human Rights has compiled a list of **350,209 identified individuals killed in the conflict in Syria between March 2011 to March 2021. Over one in every 13 was a woman – 26,727 women in all. Almost one in every 13 was a child: 27,126 children**, to be exact. The **greatest number of documented killings was recorded in the Governorate of Aleppo**, with 51,731 named individuals killed. **Other locations with very heavy death tolls included Rural Damascus**, with 47,483 deaths; **Homs**, with 40,986 deaths; and

⁴⁹ <https://www.unicef.org/emergencies/syrian-crisis>

⁵⁰ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

⁵¹ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

⁵² <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

⁵³ Male labour force as % of working age population 36%; female labour force as % of working age population 7% (2020) https://www.ilo.org/gateway/faces/home/statistics?_adf.ctrl-state=mtvj19s1w_4&locale=EN&countryCode=SYR

⁵⁴ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

⁵⁵ <https://www.sy.undp.org/content/syria/en/home/sustainable-development.html>

⁵⁶ CRC 2019 – Committee on the Rights of the Child Concluding observations on the fifth periodic report of the Syrian Arab Republic, 6 March 2019, CRC/C/SYR/CO/5

⁵⁷ UN Strategic Framework 2021-2023, draft September 27, 2020.

⁵⁸ UN Strategic Framework 2021-2023, draft September 27, 2020.

⁵⁹ <https://www.unicef.org/emergencies/syrian-crisis>

Tartous, which lost 31,369 people. But it is not – and should not be seen as – a complete number of conflict-related killings in Syria during this period. It indicates a **minimum verifiable number, and is certainly an under-count of the actual number of killings.**⁶⁰ Key informants underscored that **many parents have been killed, including main breadwinners, so younger children are being put to work as a negative coping strategy**, and consequently a growing number of children are out of school.⁶¹

The projects' objectives and designs were **relevant** with respect to the economic and financial context in Syria **because they sought to remove children from worst forms of child labour, either to light work or ideally to re-enroll in school, whilst at the same time supporting parents and older siblings to have better skills and access to employment generation activities instead of relying on younger children as breadwinners.** The projects were also relevant because they sought to **raise awareness of fundamental principles and rights at work, including in the context of the COVID-19 response. The realization of fundamental principles and rights at work – in law and in practice – is critical to mitigating the impact of the COVID-19 crisis among the most vulnerable people,** and to rebuilding in a more resilient, just, equitable and productive manner.⁶² The **crisis underscores the urgent need to safeguard fundamental human rights at work, and to extend these rights to groups of workers for whom protections in law and practice are lacking or inadequate.** These groups include workers in the informal economy, and workers who are migrants, subjected to discrimination, and living in contexts of fragility, conflict and recurrent natural disasters. These groups are also among those most affected by the crisis.⁶³ **Public labour administration and inspection enforcement capacity have come under further pressure as financial and human resources are diverted to meet urgent needs linked to the pandemic.** Moreover, key informants noted that the **number of labour inspectors in Syria drastically reduced as many were either killed during the conflict or became refugees abroad.**⁶⁴ Research from past financial crises suggests that reduced enforcement capacity can in turn be a principal channel through which crises curtail labour rights.⁶⁵ Thus, the **projects were relevant in terms of strengthening labour administration and labour inspection.** Moreover, the projects were relevant in terms of **reducing human rights risks in conflict and emergency settings.** The COVID-19 crisis is exacerbating the already high risk of human rights abuses at work in situations of protracted conflict. These situations are characterized by **disruptions in social protection systems and family support networks, limited access to basic services, weak rule of law, and impaired or absent social dialogue, which together are likely to worsen the effects of the pandemic on workers and their families in situations of vulnerability.**⁶⁶ Finally, the **overarching call of the 2030 Agenda for Sustainable Development means putting the rights of the most vulnerable at the centre of the COVID-19 response and leaving no one behind.** The projects were **relevant for their focus on the root causes of human rights violations in the world of work, and on achieving lasting**

⁶⁰ <https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=27531&LangID=E>

⁶¹ Key informant interviews. ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*. The economic and social crisis is hitting children and their families particularly hard, and more children could be pushed into child labour as a result. A growth in the worst forms of child labour is a particular concern.

⁶² ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*.

⁶³ ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*.

⁶⁴ Key informant interviews.

⁶⁵ ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*.

⁶⁶ ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*.

improvements in the lives and livelihoods of workers and their families.⁶⁷

4.1.3 What was the division of work tasks within the project teams and between the agencies? Has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not, why not?

The **division of work tasks within the project teams** was between the National Project Coordinator based in Damascus, as well as relevant ROAS staff in Beirut, and at Headquarters in Geneva. The National Project Coordinator in Damascus was responsible for project management for the three projects, coordination, resource mobilization, communications, progress reports, workshop coordination and facilitation, administration, finance, drafting terms of reference and initiating contracts. Moreover, as the officer in charge and representative of ILO in Syria, she was also in attendance at UN country team meetings, security management meetings, programme management team meetings with deputy heads of agencies, and sector meetings. The RBSA OSH project was supported by the Labour Inspection and Occupational Safety and Health Specialist in the Decent Work Team in Beirut. Other ROAS support across the three projects included by the Programme Officer, the Programme & Administrative Assistant, the Senior Gender Equality Specialist, and the Deputy Regional Director/Director Decent Work Technical Support Team for Arab States with work tasks relevant to their roles. The child labour projects were supported by the Senior Programme and Operations Officer, Europe/Arab States, and Crisis in the Fundamental Principles and Rights at Work Branch at Headquarters. However, **key informants unanimously stated that the National Project Coordinator had a disproportionate amount of work**, due in part to the unavailability of administrative support on the ground in Syria for a large proportion of time, and in part due to the lack of sufficient staffing in Syria.⁶⁸ Please see “efficiency” section for further discussion. In conclusion, the division of work tasks within the project teams did not facilitate good results or efficient delivery.

Regarding the **division of work tasks between the UN agencies**, there was a Concept Note on Collaboration between UNHCR and ILO for the child labour projects,⁶⁹ which clearly articulated the division of work tasks between the UN agencies with respect to each project activity. Key informants reported that the collaboration was constructive, positive, cooperative and worked well.⁷⁰ There was a Memorandum of Understanding between the ILO and UNICEF⁷¹ for the UNICEF child labour project. This did not refer to division of work tasks, but the project was funded by UNICEF, not jointly implemented.

Local skills were utilized in both the child labour projects. For example, the RBSA child labour project capitalized on UNHCR’s pre-established partnerships with local NGOs in key project governorates, who were implementing partners (e.g. Al Namaa NGO in Aleppo, Child Care NGO in Homs). The Damascus Chamber of Industry implemented the apprenticeship activity.⁷² The Syrian Commission for Family and Population Affairs researched and drafted the publication “*Child labour in areas affected by terrorism: current conditions and means of redress*”.⁷³ The

⁶⁷ ILO (2021), *Issue paper on COVID-19 and fundamental principles and rights at work*.

⁶⁸ Key informant interviews.

⁶⁹ ILO/UNHCR (undated), *Concept Note on Collaboration between UNHCR and ILO*.

⁷⁰ Key informant interviews.

⁷¹ ILO/UNICEF (September 2020), *UN Agency to UN Agency Contribution Agreement Between the ILO and UNICEF Syria*.

⁷² DCI (2020), *Improving apprenticeship project final report*.

⁷³ ILO/Syrian Commission for Family and Population Affairs (2020), *Child labour in areas affected by terrorism: current conditions and means of redress*.

UNICEF child labour project worked with Al Ihsan NGO in Aleppo, and Anis Saadeh NGO in Tartous. However, key informants stated that it was **sometimes difficult to get implementing partners to comply with ILO's quality standards.**⁷⁴ Also **language was a barrier**, as it was challenging to find consultants and implementing partners with language proficiency in both Arabic and English, and it was therefore difficult to gauge the technical quality of the deliverables.⁷⁵ However, the SCREAM training consultant had an excellent level of both Arabic and English.⁷⁶ **All three projects benefited from the technical expertise and language skills of the National Project Coordinator, a Syrian national with bilingual Arabic/English, with excellent skills building and managing relationships on the ground in Syria with the tripartite constituents, UN partners, and local implementing partners.**⁷⁷ Feedback regarding the **RBSA OSH project** from focus group discussants and key informant interviews was that there was **widespread discontent at the perceived lack of local experts hired to carry out portions of workshops discussing Syrian laws.**⁷⁸ However, out of eight workshops, only one workshop engaged a non-Syrian resource person for Syrian law sessions i.e. a Jordanian labour law specialist was engaged to prepare the deliver a presentation on the Syrian labour law, with comparison to the relevant international labour standards and to labour laws in other Arab countries. The rationale for this was that this particular work required a lawyer with international exposure.

4.1.4 How effective was communication between the project teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?

Key informants thought that the projects received **adequate and timely technical support** from ILO backstopping units at ROAS and HQ. The National Project Coordinator in Damascus was in regular contact with the Senior Programme and Operations Officer at the Fundamental Principles and Rights at Work Branch at Headquarters regarding child labour issues, with the Labour Inspection and Occupational Safety and Health Specialist in ROAS regarding OSH issues, with the Senior Skills and Employability Specialist as appropriate, and with the Senior Gender Equality Specialist regarding gender issues. Other HQ departments that provided technical support included LAB/ADMIN and DIALOGUE for OSH and social dialogue activities.⁷⁹

In terms of **administrative support**, multiple attempts were made to hire administrative assistants to support the National Project Coordinator on the ground in Damascus. However, **retention was an issue**. Some key informants thought this was due to both the level of the post (G-5) and the short term nature of the contracts (only months at a time), and a series of post holders moved on quickly to higher graded, longer-term positions at other UN agencies in Syria.⁸⁰ This meant that the National Project Coordinator was without administrative support on the ground in Damascus for around half the duration of the three projects. This added to an already significant workload for the National Project Coordinator, with many administrative

⁷⁴ Key informant interviews.

⁷⁵ Key informant interviews.

⁷⁶ Key informant interviews.

⁷⁷ Key informant interviews.

⁷⁸ Key informant interviews, focus group discussions.

⁷⁹ Key informant interviews.

⁸⁰ Key informant interviews.

tasks needing to be undertaken in Damascus.⁸¹ Where possible, the ROAS Programme Officer and Programme & Administrative Assistants provided remote programmatic and administrative backstopping from Beirut to help alleviate this pressure, such as for issuance of contracts, dealing with suppliers, making payments. Where possible, such support was timely. However, some key informants noted these staff were also backstopping other countries in the region, and sometimes overwhelmed with other work, so when coupled with bureaucratic ILO processes and last minute requests there were sometimes delays in implementation.⁸²

4.1.5 How effectively do the project managements monitor project performance and results? Do the projects report on progress in a regular and systematic manner, both at regional level?

The RBSA child labour project had a mid term written progress report but no final progress report.⁸³ The RBSA OSH project had no midterm progress report, and the final progress report was submitted after the submission of the first draft of this evaluation report. The **UNICEF child labour project had a mid-term⁸⁴ and final progress report**, together with financial reports, as specified in the MOU between UNICEF and ILO.⁸⁵ Please see discussion regarding the National Project Coordinator workload and inadequacy of staffing under “relevance section 4.1.3” and “efficiency section 4.3.1”. The ILO ROAS Monitoring and Evaluation Unit was in theory available for backstopping the monitoring function, but key informants stated that in practice it was unavailable to provide this support for Syria, with one key informant stating that it was overwhelmed with support to other countries in the region.⁸⁶ Key informants also stated that **RBSA projects do not have a formal monitoring requirement.**⁸⁷

In conclusion, the **monitoring of project performance and results was only regular and systematic for the UNICEF child labour project.** However, the RBSA OSH project could have benefited from a written mid-term progress report to monitor project performance and results, to engage in further risk identification and mitigation strategies, and it would have been helpful to have a written final progress report for the RBSA child labour project.

4.1.6 How have ILO’s projects in occupational safety and health and child labour been perceived and positioned within the overall Humanitarian-Development-Peace Nexus in Syria, particularly in relation to the UN humanitarian response?

Key informants gave positive feedback regarding the **perception and positioning of ILO’s child labour and occupational safety and health projects within the overall Humanitarian-Development-Peace Nexus in Syria.** Several interviewees commented on the highly political nature of programming in Syria, in light of sanctions⁸⁸ and other political restrictions, which

⁸¹ Key informant interviews.

⁸² Key informant interviews.

⁸³ Key informant interviews. ILO (2020), *Reducing Worst Forms of Child Labour Among Children Affected by the Crisis in Syria, Progress Report*.

⁸⁴ ILO (2021), *Semi-Annual Progress Report for the period of 1 September 2020 to 1 March 2021 for the project Adopting a Holistic Approach to Fighting Child Labour & Enhancing Access to Livelihoods for Affected Communities in Syria*.

⁸⁵ UN Agency to UN Agency Contribution Agreement Between ILO and UNICEF – Syria – to implement the project “Adopting a multi-sectoral approach to fighting child labour and addressing multiple vulnerabilities in two governorates in Syria”, September 2020.

⁸⁶ Key informant interviews.

⁸⁷ Key informant interviews.

⁸⁸ Sanctions against Syria are a series of [economic sanctions](#) imposed by the Arab League, Australia, Canada, the [European Union](#), [Switzerland](#), the United Kingdom and the [United States](#), mainly as a result of the repression of civilians in the [Syrian civil war](#) from 2011 onwards. <https://www.aljazeera.com/news/2021/1/16/is-syrias-sanctions-hurting-the-population-more-than-the-regime>;

make donors reluctant.⁸⁹ In terms of **child labour and occupational safety and health, these are perceived as neutral thematic areas for ILO intervention in a complex programming environment, i.e. a complex humanitarian situation and within a UN humanitarian response process.**⁹⁰ As a development actor, ILO is often on the outside of these mechanisms.⁹¹ However, a number of UN system actors recognized the contribution of the three ILO projects. For example, **UNHCR was pleased to partner with ILO in the area of child labour, given its child protection mandate which complements ILO's child labour mandate.**⁹² ILO attended **protection cluster meetings** in Syria and was able to **raise awareness of the wider UN community regarding worst forms of child labour, minimum age for work under law, and legal response and available channels for reporting child labour.**⁹³ In this way, **the projects have been integrated into the UN humanitarian response and the humanitarian cluster approach in Syria.** By working together, both UNHCR and ILO were better able to fulfill their respective mandates.⁹⁴ Furthermore, **UNDP - after noting ILO's input in the areas of child labour and occupational safety and health – invited ILO to do more in the wider area of livelihoods creation in the context of Jobs for Peace and Resilience, an ILO flagship programme.**⁹⁵ Guided by Recommendation No. 205,⁹⁶ the ILO's Jobs for Peace and Resilience programme combines various ILO approaches to create jobs, reinforce skills and promote private sector and local economic development as ways to contribute to more peaceful and resilient societies.⁹⁷ Therefore, **these initial ILO projects in Syria have paved the way for potential subsequent cooperation with UNDP.** ILO is discussing with a few countries in protracted crises regarding jobs for peace initiatives, and has **signed a broader Framework for Action to work together with UNDP in the humanitarian-development-peace nexus.**⁹⁸ UNDP is a natural partner for ILO, given its livelihoods mandate. **These projects have allowed for ILO to re-engage in Syria (after withdrawal earlier on in the crisis), be seen by other country level actors, and as such has**

<https://foreignpolicy.com/2021/04/01/caesar-sanctions-killing-innocent-syrians/>;

<https://www.gov.uk/government/publications/syria-sanctions-guidance/syria-sanctions-guidance>;

<https://www.europeansanctions.com/region/syria/>; <https://www.state.gov/syria-sanctions/> Since the uprisings began in March 2011, the U.S. government has intensely pursued calibrated sanctions to deprive the regime of the resources it needs to continue violence against civilians and to pressure the Syrian regime to allow for a democratic transition as the Syrian people demand.

⁸⁹ Key informant interviews.

⁹⁰ Key informant interviews.

⁹¹ Key informant interviews.

⁹² Key informant interviews.

⁹³ Key informant interview.

⁹⁴ Key informant interviews.

⁹⁵ Key informant interviews. ILO (2020), *Jobs for Peace and Resilience – An ILO Flagship Programme: key facts and figures*, ILO Coordination Support unit for Peace and Resilience (CSPR), Geneva, March 2020. The ILO flagship programme on Jobs for Peace and Resilience (JPR) was launched in 2016 to contribute to more peaceful and resilient societies through employment, decent work and social dialogue. The JPR translates into tangible action the guidance of ILO's Recommendation 205 on employment and decent work for peace and resilience by combining various ILO technical approaches that create jobs, reinforce skills and promote private sector and local economic development. Key objectives include: (i) Providing direct job creation and income security; (ii) Enhancing skills for employability; (iii) Supporting self-employment, enterprises and cooperatives; (iv) Bridging labour supply and demand. These key objectives are achieved through: (i) Institution building; (ii) Fundamental Principles and Rights at Work; (iii) Social dialogue.

⁹⁶ A normative framework: Recommendation 205 on employment and decent work for peace and resilience - Recommendation No. 205 on Employment and Decent Work for Peace and Resilience, adopted by the International Labour Conference in June 2017, is a landmark standard for promoting ILO's values and approaches in the humanitarian, development and peace nexus. It provides guidance to ILO constituents in dealing with world-of-work issues in crisis situations by placing attention on recovery and reconstruction in the aftermath of conflict and disaster but also by addressing root causes of fragility and taking preventive measures for building resilience. Being the only international normative framework focusing on the role of employment and decent work in the face of some of the most pressing challenges of our time, the Recommendation also represents a valuable instrument for the international community of humanitarian and development actors and institutions engaged in crisis response.

⁹⁷ ILO (2020), *Jobs for Peace and Resilience – An ILO Flagship Programme: Key Facts and Figures*.

⁹⁸ Key informant interview.

demonstrated the potential value of ILO as a partner in Syria. Other feedback was that the **Resident Coordinator’s Office has recognized the added value of the ILO as a technical agency.**⁹⁹

This highlights the **central role and capacity of the ILO in situations of fragility, conflict and disaster and specifically in the Humanitarian-Development-Peace Nexus.**¹⁰⁰ The **Humanitarian-Development-Peace (HDP) Nexus** addresses root causes of conflict as pathways to development and peace: creating economic opportunities, promoting social cohesion and reducing sense of injustice through decent employment. The **Decent Work Agenda is an essential element of the HDP Nexus where employment, decent working conditions and social dialogue can contribute to peace and resilience.** In collaboration with member States, tripartite constituents, international and national partners, and with the direct involvement of local populations and stakeholders, a two-fold **approach to crisis response can allow for an immediate response centred on employment, which simultaneously contributes to stimulate and assist long-term socio-economic development in an inclusive and rights-based manner.** By doing so, **decent work and social justice are promoted as key drivers of resilience and peace,** addressing the underlying factors of fragility that made the society and economy particularly vulnerable to external shocks in the first place.¹⁰¹ Several interviewees noted that the fact that ILO was operating in Syria again with several projects is a strategic objective that was achieved. ILO had aimed to re-engage in Syria itself, rather than just for Syrian refugees in Egypt, Jordan, Lebanon and Turkey.¹⁰²

ILO’s projects in occupational safety and health and child labour in Syria have helped to position ILO in relation to the UN humanitarian response as, in the words of UN Secretary General, **“bringing the humanitarian and development spheres closer together from the beginning of a crisis to support affected communities, address structural and economic impacts and help prevent a new spiral of fragility and instability.”**¹⁰³ The ILO has an important role to play in crisis response and should **aim to be proactively involved in the Humanitarian-Development-Peace nexus at an early stage,** supplementing humanitarian emergency action with interventions to stimulate and support long-term socio-economic development in an inclusive and rights-based manner.¹⁰⁴ **Through its distinctive rights-based approach, the ILO aims to build the resilience of nations and people caught in fragile, conflict and disaster situations.**¹⁰⁵ In collaboration with its Member States, tripartite constituents, international and national partners, and with the direct involvement of local populations and stakeholders, the **ILO supports an employment-centred immediate crisis response.** At the same time, it advocates and contributes to a long-term employment-centred development strategy, promoting decent

⁹⁹ Key informant interview.

¹⁰⁰ ILO (2021), *Employment and decent work in the Humanitarian-Development-Peace Nexus*.

¹⁰¹ ILO (2021), *Peace and Conflict Analysis – Guidance for ILO’s Programming in Fragile and Conflict-Affected Contexts*.

¹⁰² Key informant interviews.

¹⁰³ ILO (2021), *Employment and Decent Work in the Humanitarian-Development-Peace Nexus*. The New Way of Working, exemplified by this framework, is one of the elements of Secretary-General António Guterres’s reform agenda, in which he calls on individual agencies, the UN system, and the “system as a whole” to break down silos and “bring the humanitarian and development spheres closer together from the beginning of a crisis to support affected communities, address structural and economic impacts and help prevent a new spiral of fragility and instability.” In the words of the Secretary-General: “Humanitarian response, sustainable development and sustaining peace are three sides of the same triangle”.

¹⁰⁴ ILO (2021), *Employment and Decent Work in the Humanitarian-Development-Peace Nexus*.

¹⁰⁵ ILO (2020), *Jobs for Peace and Resilience – An ILO Flagship Programme: key facts and figures*.

work and social justice as key drivers of resilience and peace.¹⁰⁶ **Crises can and must be used as opportunities to promote international labour standards (ILS), starting with fundamental principles and rights at work (FPRW).** The ILO’s social dialogue mechanism, involving its constituents, is a unique asset in the work of supporting recovery and building resilience to future crises.¹⁰⁷ **Fundamental principles and rights at work should be linked to peacebuilding.** Employment and livelihoods programmes in conflict contexts must be grounded in a set of universal rights, such as freedom of association and collective bargaining, and protection from discrimination and forced or child labour. **Without such human, social and labour rights protections, the prospects for equitable and inclusive development are threatened, and the risk of conflict persists.**¹⁰⁸

Please see “good practices” section for further discussion of child labour and occupational safety and health as appropriate ILO interventions in situations of protracted crisis.

4.2 Effectiveness

*The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.*¹⁰⁹

4.2.1 Did the projects achieve their stated objectives? Explain why/why not

The overall goal of the RBSA child labour project was to reduce the worst forms of child labour among vulnerable communities in Syria **through an integrated, systemic approach combining the humanitarian response and existing national systems.**¹¹⁰ Specifically, the project aimed to reduce the worst forms of child labour for 250 children. **The project exceeded this target, reaching over two and a half times as many children – 655.**¹¹¹

The stated objective of the UNICEF child labour project was to reduce incidence of the worst forms of child labour in two governorates in Syria and **provide specialized support for children involved in worst forms of child labour to access protection and realize basic child rights.**¹¹² In particular, the target was to reduce the incidence of worst forms of child labour for 90 children in each governorate, for a total of 180 children. **The project exceeded this target by around 30 children in Tartous, and by 5 in Aleppo.**¹¹³ The target was to return 15% of those children to school, but the **project returned more than 30% to school.**¹¹⁴ Moreover the project aimed to **train 3 case managers and 1 supervisor from each governorate on rehabilitation and reintegration of child labourers,** and this target was met. Furthermore, **30 child labour social workers and community facilitators were trained on worst forms of child labour.**¹¹⁵

Numerous key informants highlighted the quality of the ILO SCREAM training workshops for

¹⁰⁶ ILO (2021), *Employment and Decent Work in the Humanitarian-Development-Peace Nexus*.

¹⁰⁷ ILO (2021), *Employment and Decent Work in the Humanitarian-Development-Peace Nexus*.

¹⁰⁸ ILO (2021), *Employment and Decent Work in the Humanitarian-Development-Peace Nexus*.

¹⁰⁹ <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

¹¹⁰ ILO (2019), *Concept Note – Reducing Worst Forms of Child Labour in Syria*.

¹¹¹ Key informants. ILO (2020), *Progress report – Reducing the Worst Forms of Child Labour Among Children Affected by the Crisis in Syria*.

¹¹² ILO (2020), *Concept Note – Adopting a Multi-Sectoral Approach to Fighting Child Labour and Addressing Multiple Vulnerabilities in two Governorates in Syria*.

¹¹³ Key informant interviews.

¹¹⁴ Key informant interviews.

¹¹⁵ Key informant interviews.

facilitators and capacity building for 180 children.¹¹⁶ **SCREAM stands for Supporting Children’s Rights through Education, Arts and Media.** The SCREAM programme aims to promote awareness among young people about children’s rights, with a focus on child labour, so that they in turn can speak out and mobilise their communities to act. SCREAM seeks to change social attitudes to promote a culture of respect for child rights and to strengthen the worldwide movement against child labour.¹¹⁷ SCREAM is delivered by educators using an education pack, consisting of 14 modules. **The methodology is based on the arts – drama, creative writing, music and the visual arts – and on the media. Through the arts, young people are empowered to convey their message to the wider community. SCREAM also seeks to channel the creative energies of children and youth in positive and constructive ways and encourages “peer to peer” education, with young people reaching out to other young people.**¹¹⁸ In Syria, SCREAM was implemented in four governorates: Aleppo, Damascus, Rural Damascus and Homs. The SCREAM activities were planned and carried out in coordination with key partners, including MOSAL, UNHCR, and three NGOs: Al Nada, Child Care and Al Nama’a.¹¹⁹ Key informants noted that **demand was so high for participation in the SCREAM activities that the NGO partners could not meet such demand, and that the feedback from children who participated in the programme was that they found it fun, that it increased their confidence, and they learned their rights regarding the right not to participate in the worst forms of child labour, in particular to be removed to light work and/or to return to school.**¹²⁰ Please also see “impact” section for discussion of positive feedback on this activity from adolescent focus group discussants who participated in the SCREAM, as well as “lessons learned” section.

The overall objective of the RBSA occupational safety and health project was to **strengthen the institutional capacity of the labour inspectorate, to build the capacity of its staff on modern labour inspection procedures and occupational safety and health,** and to build social partners’ capacities to engage in effective **social dialogue aiming at promoting compliance with the national labour legislation and relevant international labour standards.**¹²¹ The target was to **build the capacity of all 80 labour inspection staff in Syria.** The project did so by carrying out eight capacity building workshops, with 30 participants in each workshop. This meant that each labour inspector attended at least one capacity building workshop, and many attended more than one. The available pre- and post-assessments from most workshops showed that participants increased their knowledge by a good margin. Please see capacity building section under “impact” for more detail.¹²² Moreover, the project exceeded planned targets by carrying out two additional training workshops for labour inspectors, OSH inspectors, agriculture inspectors, workers’ and employers’ representatives, and members of the National Tripartite

¹¹⁶ Key informant interviews.

¹¹⁷ <https://www.ilo.org/ipecc/Campaignandadvocacy/Scream/lang--en/index.htm>

¹¹⁸ <https://www.ilo.org/ipecc/Campaignandadvocacy/Scream/lang--en/index.htm>

¹¹⁹ https://www.ilo.org/ipecc/Informationresources/slideshows/WCMS_752714/lang--en/index.htm

¹²⁰ Key informant interviews, focus group discussions.

¹²¹ ILO (2020), *Approved Proposal for RBSA Funding – Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation.*

¹²² All activities were achieved in this project, except for three.

- Launching the national LI and OSH policies. Both documents were finalized in consultation with the social partners and will be launched by MOSAL soon, according to MOSAL.
- Fellowships to participate in the ITC courses. This could not be implemented because of the travel restriction, related to COVID-19, which led the ITC to stop all face-to-face courses till the end of 2021. As an alternative, 12 participants were enrolled in a 5 month distant learning course organized by the ITC.
- Developing and disseminating awareness-raising material on COVID-19. This was not implemented by the Project because it was implemented by MOSAL. They developed their own relevant material.

Committee on OSH. The project also exceeded the target to provide 100 sets of personal protective equipment to inspectors, by providing an additional 100 sets for use by tripartite representatives in inspection visits. In addition, the 20 laptops and 20 printers – one set for each labour inspectorate, were provided to facilitate partial automation of labour inspection activities in Syria.

Several key informants highlighted that **although the results achieved in terms of numbers of beneficiaries reached was exceptional, the quality of certain activities could have been better.**¹²³ Examples given were the TVET/apprenticeship component of the UNICEF child labour project, and the National Occupational Safety and Health Profile and Policy of the RBSA OSH project, both of which were rushed and not developed to the level envisaged by the projects.¹²⁴ **However, overall the quality of most of the outputs was good,** with key informants highlighting in particular the SCREAM activity of the UNICEF child labour project, and the capacity building workshops on various occupational safety and health topics for labour inspectors as part of the RBSA occupational safety and health project.¹²⁵

4.2.2 To what extent did the projects contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs?

ILO Programme and Budget

All of the projects contributed to the ILO's Programme and Budget to a large extent. For instance, the RBSA child labour project (May 2019-November 2020) contributed to the ILO's Programme and Budget 2018-2019 **Outcome 1 – more and better jobs for inclusive growth and improved youth employment prospects**, output 1.3 - Number of member States in which constituents have taken action on skills development systems, strategies and programmes to reduce skills mismatches and enhance access to the labour market; **Outcome 2: Ratification and application of international labour standards**, output 2.2: Number of member States that have taken action to apply international labour standards, in particular in response to issues raised by the supervisory bodies; and **Outcome 8: Protecting workers from unacceptable forms of work - Indicator 8.2: Number of member States in which constituents have strengthened their institutional capacity to protect workers from unacceptable forms of work, especially those disadvantaged or in vulnerable situations.** Moreover the RBSA child labour project contributed to the ILO's Programme and Budget 2020-2021 – **outcome 1 - strong tripartite constituents and influential and inclusive social dialogue**, output 1.3. Increased institutional capacity of labour administrations; **Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market**, Output 5.3. Increased capacity of the ILO constituents to design and deliver innovative, flexible and inclusive learning options, encompassing work-based learning and quality apprenticeships; **Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work**, Output 6.4. Increased capacity of the ILO constituents to strengthen legislation, policies and measures to ensure equal opportunities and treatment in the world of work for persons with disabilities and other persons in vulnerable situations; **Outcome 7: Adequate and effective protection at work for all**, Output 7.1. Increased capacity of the member States to ensure respect for, promote and realize fundamental principles and rights at

¹²³ Key informant interviews.

¹²⁴ Damascus Chamber of Industry (2020), *Improving apprenticeship project – final report*. Several key informants

¹²⁵ Damascus Chamber of Industry (2020), *Improving apprenticeship project – final report*. Several key informants

work; Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions.

In addition, both the UNICEF child labour project (September 2020-September 2021) and the RBSA OSH project (August 2020-October 2021) contributed to the ILO's Programme and Budget 2020-2021: **Outcome 1 - strong tripartite constituents and influential and inclusive social dialogue**, Output 1.1. Increased institutional capacity of employer and business membership organizations; Output 1.2. Increased institutional capacity of workers' organizations; Output 1.3. Increased institutional capacity of labour administrations; **Outcome 2 – international labour standards and authoritative and effective supervision**, Output 2.2. Increased capacity of the member States to apply international labour standards; **Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work**, Output 6.4. Increased capacity of the ILO constituents to strengthen legislation, policies and measures to ensure equal opportunities and treatment in the world of work for persons with disabilities and other persons in vulnerable situations; **Outcome 7: Adequate and effective protection at work for all**, Output 7.1. Increased capacity of the member States to ensure respect for, promote and realize fundamental principles and rights at work; Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions.

ILO Country Programme Outcomes

The RBSA child labour project (May 2019-November 2020) contributed to the ILO Country Programme 2018-2019 through various outcomes, including Outcome SYR801 – **Strengthened institutional capacity of employers' organisations**; Outcome SYR826 - **Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations**; and Outcome SYR103 - **Enhanced capacity of the government and social partners to reduce the worst forms of child labour**.

In terms of the ILO Country Programme 2020-2021, all three projects contributed to various outcomes, including Outcome SYR103 - **Enhanced capacity of the government and social partners to promote compliance with the national legislation and to reduce the worst forms of child labour**; Outcome SYR128 – **improved capacity of the government and social partners to deliver skills development training**; Outcome SYR801 – **Strengthened institutional capacity of employers' organisations**; and Outcome SYR802 – **Strengthened institutional capacity of workers' organisations**.

Sustainable Development Goals

All of the projects contribute to the achievement of SDG 8 – promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, particularly target 8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value; target 8.6 - By 2020, substantially reduce the proportion of youth not in employment, education or training; target 8.7 - Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms; target 8.8 - Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment. In addition, all of the projects contribute to SDG 10 – reduce inequality within and among countries, particularly target 10.2 -

By 2030, empower and **promote the social, economic and political inclusion of all, irrespective of age, sex**, disability, race, ethnicity, origin, religion or economic or other status.

Moreover, the RBSA OSH project contributes to SDG 3 - Ensure healthy lives and promote well-being for all at all ages, **particularly** target 3.9 - **By 2030, substantially** reduce the number of deaths and illnesses from hazardous chemicals **and air, water and soil pollution and contamination.**

Furthermore, both child labour projects contribute to SDG 4 - Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, **particularly** target 4.1 - **By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education** leading to relevant and effective learning outcomes; **target** 4.3 - **By 2030, ensure** equal access for all women and men to affordable and quality technical, vocational **and tertiary** education, **including university;** target 4.4 - **By 2030, substantially** increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship; target 4.5 - **By 2030, eliminate gender disparities in education and** ensure equal access to all levels of education and vocational training for the vulnerable, including **persons with disabilities, indigenous peoples and** children in vulnerable situations.

4.2.3 Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why?

The focus group discussion with SCREAM participants in Tartous (held remotely) illustrated a **high level of satisfaction with the quality and delivery of the SCREAM programme.** Six 13-year olds (three girls and three boys) all **expressed their appreciation for having learned about child labour and its causes, with half stating that they shared such information with their friends.** In terms of the delivery of services, the **children found the activities extremely fun, expressing their happiness to have made new friends, and having enjoyed the participatory activities, including dancing, performing plays, drawing, reciting poetry, and singing.**¹²⁶

On the other hand, focus group discussions with **labour inspectors** demonstrated that, whilst participants **appreciated the rich theoretical content of the workshops,** they found the following aspects did not meet with their expectations: (i) these particular inspectors found the **lack of practical application** of theoretical knowledge a challenging aspect of the learning process; (ii) they would have **preferred to hear exclusively from fellow Syrians about national laws,** rather than foreigners, albeit other Arabs; (iii) the **remote access was challenging;** (iv) the workshops were **too intensive;** (v) a majority of focus group discussants **would have liked to participate in a field tour;** (vi) they would have **preferred a training-of-trainers approach;** (vii) they expressed their great disappointment at ILO closing its office in Syria.¹²⁷ This focus group discussion was held with nine labour inspectors, of which there were three females, three agricultural inspectors, six industrial labour inspectors, with two inspectors from Rural Damascus and the rest from Damascus.

¹²⁶ Focus group discussion.

¹²⁷ Focus group discussion.

Focus group discussions were held with tripartite stakeholders who participated in **occupational safety and health** workshops. These focus group discussions had a total of 11 participants (of which there were five females), including five union representatives (two females), two employer representatives (one female), one government representative (female), and three representatives from the General Organisation for Social Insurance (one female). The feedback was very positive from these groups, who appreciated the following aspects: (i) **helpful technical content of the workshops**; (ii) international exchange of experiences; (iii) **tripartite nature of the workshops and opportunities to engage in social dialogue**; (iv) well organized, good logistics. Focus group discussants had the following suggestions for improvement: (i) the workshops were too intensive; (ii) some topics were repeated for those who participated in multiple workshops; (iii) they would have **preferred to have more Syrian presenters, rather than foreigners**; (iv) the **lack of practical application of the theory was challenging**; (v) the participants would have liked the focus group discussion to have been tripartite, but for some reason the unions had to have a separate focus group; (vi) the COVID-19 adaptations were a bit basic and already well known; (vii) the SCREAM programme needs to be scaled up; (viii) remote access was challenging.

4.2.4 What concrete improvements and changes have taken place as a direct result of the projects?

There have been several concrete improvements that have taken place as a direct result of the projects. The projects have **empowered the tripartite constituents to engage in social dialogue with respect to child labour and occupational safety and health issues**. Moreover, the projects have helped to **raise awareness of child labourers, their families, civil society, the tripartite constituents and UN partners about worst forms of child labour**. Child labourers have quit work and returned to school, or shifted their work from worst forms of child labour to light work. SCREAM participants taught other children, their parents, and their neighbours about child labour. The projects have **developed draft National Action Plans in the areas of child labour and occupational safety and health**.¹²⁸ Furthermore, **duty bearers have increased their capacity to fulfill their duties to prevent, investigate and enforce laws against child labour, including worst forms of child labour, through occupational safety and health and labour inspection**. Labour inspectors have increased awareness about child labour laws and international labour standards relating to occupational safety and health and child labour, including worst forms of child labour. Employers have increased awareness of their responsibilities with respect to occupational safety and health, and prevention of workplace hazards. Study tour participants learned about experiences of labour inspectors in other countries and became **inspired to automate the labour inspectorate in Syria**. The Syrian labour inspectorate now has equipment needed to begin such automation, including inspection devices. The Damascus Chamber of Industry is taking steps to establish an occupational safety and health

¹²⁸ One of the main achievements of the RBSA project on labour inspection and OSH is that by conducting the labour inspection assessment and developing the National OSH Profile, it provided a clear diagnosis of the labour inspection and OSH situation at the national level, identified the relevant gaps and weaknesses and provided recommendations for reforming the situation in line with the relevant international labour standards and good practices at the international level. It also contributed to addressing some of those gaps, particularly through building the capacity of all labour inspectors, and social partners, on modern labour inspection procedures, updating the existing labour inspection tools, and developing new ones, to incorporate gender issues and epidemics, including COVID-19 preventive and protective and protective measures, and to improve the quality of labour inspection visits, in addition to developing the national labour inspection and OSH policies, which would all form a strong and sustainable basis for building an effective and prevention-oriented labour inspection system in case relevant efforts continues and relevant the required technical support provided.

division within the employers' organization. All stakeholders have increased awareness about the importance of preventing school drop-outs and re-enrolling child labourers in school where possible.¹²⁹ In terms of the extent to which the projects responded to emerging needs in respect of the COVID-19 pandemic, the RBSA OSH project focused on mitigating the workplace effects of the pandemic, including by developing specific COVID-19 adapted labour inspection tools, and guidelines on COVID-19 preventive and protective measures. The pandemic did hinder the progress in all three projects due to delays, and unavailability of in person capacity building, which some stakeholders noted made learning more challenging due to technology, electricity and internet access required for remote learning.

4.3 Efficiency

*Efficiency: The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. How well are resources being used?*¹³⁰

4.3.1 Have resources been used in an efficient manner with respect to cost, time and management staff?

Were resources efficient with respect to time?

Outputs for all three projects were not always produced on time. The RBSA child labour project had three no-cost extensions,¹³¹ the UNICEF child labour project had implementation delays for outputs 2 and 3,¹³² and the RBSA OSH project had very rushed implementation for the final few months of the project.¹³³ Key informants explained that delays were caused by multiple factors, which were largely out of the control of project stakeholders.¹³⁴ First, there were some **delays due to the pandemic response**, which meant some activities were delayed during lockdowns in 2020 and 2021.¹³⁵ Second, **government approvals** were required to carry out various tasks associated with project implementation, particularly for civil society partners. The National Project Coordinator had very good relationships with government stakeholders, which was helpful, but it was **not always easy to get timely permissions** for implementation of activities.¹³⁶ Another example was the study tour to Egypt, which was meant to be tripartite but unfortunately visas were only issued for the government stakeholders, not the social partners.¹³⁷ In the end this study tour took place after the closure of the RBSA OSH project. Third, there were the **practical realities of implementing in a fragile state**. Several interviewees noted for example that simple activities such as a hotel reservation that might otherwise take days in other contexts would take weeks in Syria.¹³⁸ Another example provided was that due to the extreme fuel shortage and uncertainty in Syria, transportation would be delayed for project participants to come to Damascus from governorates such as Rural Damascus, Aleppo and

¹²⁹ Key informant interviews. Focus group discussions. Project progress reports and deliverables.

¹³⁰ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> "Economic" is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context. This may include assessing operational efficiency (how well the intervention was managed).

¹³¹ ILO (2020), Project no cost extension requests.

¹³² ILO (2021), midterm progress report.

¹³³ Key informant interviews.

¹³⁴ Key informant interviews. ILO (2020), Project no cost extension requests.

¹³⁵ Key informant interviews. ILO (2020), Project no cost extension requests.

¹³⁶ Key informant interviews.

¹³⁷ Key informant interviews.

¹³⁸ Key informant interviews.

Homs.¹³⁹ Please see further discussion under “relevance” for project design to address timely implementation in fragile states.

Were financial resources allocated efficiently and strategically?

Key informants highlighted **some of the ways in which financial resources were allocated efficiently and strategically, including cost sharing with UNHCR in the RBSA child labour project, the savings which accrued due to two ITC training workshops which had to be shifted from face-to-face delivery to remote delivery due to pandemic restrictions, and significant savings due to the devaluation of the Syrian currency.**¹⁴⁰ The savings were used to implement **more project activities and exceed targets, and to spend on OSH equipment for Syrian labour inspection work**, including 20 computers and 20 printers to be used by the labour inspectorates nationwide, as well as inspection equipment to detect hazards – such as sound level meters, temperature meters, light intensity meters, and combustible gas detectors - and personal protective equipment such as masks, hard hats, reflective vests, safety shoes, rubber gloves, hearing protection ear muffs, and goggles.¹⁴¹ The **labour inspection equipment and computers are important for automating labour inspection, so are a good investment.** One key informant stated that ILO procured this equipment in Lebanon at a much better price than would have been possible in Syria, which was good value for money.¹⁴² Moreover, the labour inspectors were inspired to automate their labour inspectorate following the study tours to Jordan and Egypt. The **cost sharing with UNHCR is efficient** because the project has been able to build on ILO’s SCREAM initiative, implementing this together with UNHCR’s existing NGO partners in Syria, with positive results in terms of sustainability.¹⁴³ Please see further discussion under “sustainability” section.

On the other hand, multiple key informants noted some **inefficiencies relating to payment delays for partners**, which were explained as being due to bureaucratic processes and last minute requests, as well as finances having to be processed through ILO ROAS rather than in Syria due to the non-operation of ILO’s financial system in that country.¹⁴⁴ Moreover, there was **no budget allocation for integrating gender equality concerns.**¹⁴⁵

Efficient allocation of management staff?

The **project design documents allocated one management staff in Syria for the three projects, the National Project Coordinator.** Key informants unanimously stated that there were **insufficient staff on the ground in Syria.**¹⁴⁶ Please see discussion regarding **inadequacy of administrative support** under “Relevance” sub-paragraph (iv), **which impacted the workload of the National Project Coordinator.**

In terms of improving efficiency of staffing, multiple key informants suggested that a **more appropriate level of staffing would have been to have at least one international staff member, the National Project Coordinator and an administrative assistant in Syria, with technical and**

¹³⁹ Key informant interviews.

¹⁴⁰ Key informant interviews.

¹⁴¹ Key informant interviews, invoices and receipts for purchase.

¹⁴² Key informant interview. Other data unavailable.

¹⁴³ Key informant interviews.

¹⁴⁴ Key informant interviews.

¹⁴⁵ Project budgets, project concept notes.

¹⁴⁶ Key informant interviews.

other backstopping from ILO ROAS and HQ as appropriate. Several key informants suggested that the project could have benefited from even more staff than this.¹⁴⁷

4.4 Impact

*The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. What difference does the intervention make?*¹⁴⁸

4.4.1 To what extent have the projects contributed to building the capacity of the constituents?

The projects offered extensive opportunities for capacity building, through a total of 25 workshops, and the study tour to Jordan, as well as a platform for social dialogue between MOSAL, the union and employers' organisation. The projects **addressed the need for capacity building of Syria's labour inspectorate, which was left with drastically reduced capacity after over a decade of conflict** saw labour inspectors killed or emigrate as refugees. It is notable that Syria is one of two countries in the Arab States region in which labour inspection is permitted to be conducted on a tripartite basis. The tripartite capacity building workshops emphasised the possibility of social partners participating in labour inspection in Syria, and have been the **impetus for potential tripartite labour inspection** going forward.¹⁴⁹ In addition, the workshops **built the technical capacity of tripartite stakeholders to contribute to realisation of international labour standards in Syria**, particularly regarding the fundamental conventions relating to child labour and international labour standards relating to occupational safety and health.¹⁵⁰ Overall, the projects have **increased the capacity of labour inspectors and labour administrators to address issues of child labour and occupational safety and health.**¹⁵¹ The projects have also **built the capacity of tripartite stakeholders in social dialogue.** Social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy. The **goal of social dialogue is to promote consensus building and democratic involvement among tripartite stakeholders in the world of work.** Successful social dialogue structures and processes have the potential to resolve important economic and social issues, encourage good governance, advance social and industrial peace and stability and boost economic progress.¹⁵² The projects have **built the technical capacity of the tripartite stakeholders in Syria by increasing their access to relevant information to participate in social dialogue, and by increasing commitment to engage in social dialogue** by all parties.¹⁵³

¹⁴⁷ Key informant interviews.

¹⁴⁸ <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> *Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people's well-being, human rights, gender equality, and the environment.*

¹⁴⁹ Key informant interviews, focus group discussions, workshop reports.

¹⁵⁰ Key informant interviews, focus group discussions, workshop reports.

¹⁵¹ Key informant interviews, focus group discussions, workshop reports.

¹⁵² <https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm>%20%20a

¹⁵³ Key informant interviews.

In terms of the **extent to which the three projects contributed to building the capacity of stakeholders**, please see the table below. It has been difficult to determine the extent to which the RBSA child labour project contributed to building the capacity of adolescents and their parents, and labour inspectors because there was only one workshop report available with pre- and post-test scores to measure improvement for any of the eight workshops. However, this showed **excellent improvement in the participants' knowledge, with an improvement of 37 percentage points in topics relating to rehabilitation and reintegration of children exposed and affected by child labour**. Key informants noted that the projects have **improved the capacity of MOSAL staff to a moderate extent, particularly for those staff at lower levels where the baseline was low to begin with**. However, key informants also noted that there remains work to be done to attain a minimum standard of compliance with international labour standards relevant for child labour and occupational safety and health.¹⁵⁴ Some key informants stated that it was a good start but too short a time to build lasting capacity of the constituents. Interviewees noted that the capacity of the **social partners** remains quite limited in terms of child labour and OSH, however they **now have better awareness of relevant international labour standards**.¹⁵⁵ One key informant noted that OSH is a complex issue with legal, medical and engineering aspects and that the capacity of the social partners does not yet rise to this level. The social partners both indicated their intent to become involved in tripartite inspection in future, and DCI has put together a strategy for establishing an in-house OSH unit.¹⁵⁶ However, several key informants did not think that the capacity of the private sector and government with respect to apprenticeships improved to a great extent.¹⁵⁷

In terms of the UNICEF child labour project, the four workshop reports available (out of eight) showed **good improvement in the participants' knowledge, with an improvement of 10, 12, 26 and 33 percentage points in workshop topics**. Multiple key informants stated that the **SCREAM training was effective in raising awareness of both child beneficiaries and their parents about child labour, worst forms of child labour, and the importance of going back to school**.¹⁵⁸ The focus group discussion with SCREAM participants showed the **child beneficiaries were in turn raising awareness about these issues amongst their peers**.¹⁵⁹ In addition, the SCREAM training was **effective in building the capacity of local NGOs in the targeted governorates to engage in child labour case management** to remove, rehabilitate and reintegrate child labourers into light work and/or school, as well as to raise awareness about child labour for business owners.¹⁶⁰ Moreover, key informants noted that the project had **contributed to building the technical capacity of UNHCR and UNICEF staff**, transferring child labour knowledge and awareness into the wider UN community.¹⁶¹ Please see further discussion regarding the sustainable impact of SCREAM under "sustainability".

Regarding the RBSA OSH project, the six workshop reports available (out of nine) showed **good to excellent improvement in the participant's knowledge**, with an improvement of 48, 16, 20, 17, 14, and 23 percentage points in their respective workshop areas. Key informants noted

¹⁵⁴ Key informant interviews.

¹⁵⁵ Key informant interviews.

¹⁵⁶ Key informant interviews.

¹⁵⁷ Key informant interviews.

¹⁵⁸ Key informant interviews.

¹⁵⁹ Focus group discussion.

¹⁶⁰ Key informant interviews.

¹⁶¹ Key informant interviews.

that the project **built the capacity of the tripartite constituents to a moderate extent, including labour inspectors, occupational safety and health inspectors, agricultural inspectors, supervisors and directors of labour inspectorates, as well as the social partners.**¹⁶² Moreover, **capacity building targeted members of the National Tripartite Committee on Labour Inspection and the National Tripartite Committee on Occupational Safety and Health.** The workshop participants **increased their technical knowledge in the areas of labour inspection, occupational safety and health, child labour, fundamental principles and rights at work, human rights, international labour standards, and social dialogue.**¹⁶³

Key informants stated that participants found the **study tour to Jordan** particularly helpful, because they were **inspired about potential automation of the Syrian labour inspectorate** after seeing the automation of Jordanian labour inspectorate, and receiving project funded labour inspection devices and computers. **Study tour participants were particularly pleased to have an opportunity to see the practical application of the theoretical knowledge they acquired during the workshops.** Tripartite study tour participants appreciated visiting a range of institutions involved in occupational safety and health in Jordan, including the labour ministry, labour inspection unit, social insurance institution, health ministry, and factories.¹⁶⁴ The projects helped to **build the capacity of tripartite constituents and the Syrian labour inspectorate to modernise its working modalities, and work towards having a better compliance system, including through automation of labour inspection, and to work towards greater involvement of tripartite stakeholders in inspection activities.**¹⁶⁵ Similar benefits accrued from the planned study tour to Egypt, but due to visa delays this activity took place just after closure of the RBSA OSH project.¹⁶⁶ Many key informants and focus group discussants requested further ILO support to participate in study tours, rather than just theoretical workshops where practical application is limited.¹⁶⁷ Please see “lessons learned” section for further discussion of OSH capacity building model of complementing technical workshops with practical study tours.

4.4.2 How could the project impact have been improved?

Multiple key informants stated that the **project impact could have been improved with more resources.**¹⁶⁸ All of the projects had **small budgets** – the RBSA child labour project had a budget of \$1 million USD, the UNICEF child labour project had only \$250,000, and the RBSA OSH project had \$600,000. One key informant noted that some RBSA OSH project activities were initially removed due to budget constraints. **The situation in Syria is very particular and this affected the pace of implementation.** Several stakeholders stated that implementation would take at least four times the amount of time to implement in Syria than in other countries.¹⁶⁹ Some offered illustrations of the difficulties in coordinating on the ground in Syria, such as the fact that there are very few hotels approved by UNDSS, limiting the options for workshop venues and availability. Another example was security issues, which limited the ability of some participants to come to Damascus for project activities. Other stakeholders highlighted bureaucratic processes that created unnecessary delays, compounding the already difficult

¹⁶² Key informant interviews.

¹⁶³ Key informant interviews, focus group discussions, workshop reports.

¹⁶⁴ Key informant interviews.

¹⁶⁵ Key informant interviews.

¹⁶⁶ Key informant interviews.

¹⁶⁷ Key informant interviews. Focus group discussions.

¹⁶⁸ Key informant interviews.

¹⁶⁹ Key informant interviews.

implementing environment.¹⁷⁰ Yet, each project had very **short implementation times** – 18, 12 and 15 months respectively. Multiple key informants noted that child labour projects need longer timeframes, emphasizing the importance of following up with child labourers, their families, and other stakeholders to ensure ongoing impact. Key informants also expressed interest in **scaling up the projects to more governorates in Syria, to achieve greater impact in a wider geographic area.**¹⁷¹

One key informant suggested that the **project impact could have been improved if there had been more of a focus on improvement at the law and policy level**, for example through technical advice to develop Syrian child labour laws, such as legislation restricting employment of children below a certain age in line with international labour standards, or regulations banning enterprises in the formal and informal sectors from employing children with sanctions that can be enforced.¹⁷² In this way, the project would have contributed not just to building the capacity of both duty bearers (tripartite constituents) and rights holders (child labourers and their families), as well as **improving the enabling environment**. Although the projects did contribute to some extent at the policy level in terms of drafting the National Policy on Child Labour and the draft National Policy on Occupational Safety and Health, multiple key informants noted that **quality policy work takes time** and is challenging even in supportive environments, let alone in the challenging implementing environment of Syria.¹⁷³ Key informants emphasized that quality policy work takes time to ensure participation and consultation of relevant actors, identification of priority areas and policy gaps, linking policies to international labour standards, as well as technical analysis and drafting, and ultimately adoption of policy at government level.¹⁷⁴ Several key informants noted the very rushed nature of the development of the OSH Profile and National OSH Policy. Also, there was needed a minimum level of capacity building in order to have meaningful tripartite discussions regarding these processes, and it took some time to encourage the parties to talk to each other.¹⁷⁵ Another key informant noted that the project could have done more publicity regarding ILO's work in Syria for the children, in order to **contribute to ILO's recognition as a valuable actor in the humanitarian-development-peace nexus, both in Syria and globally.**¹⁷⁶

4.5 Sustainability

*The extent to which the net benefits of the intervention continue, or are likely to continue.*¹⁷⁷

4.5.1 Will the project's activities/services continue to be provided after the funds have completely been expended? Will the project's effects remain over time?

Numerous stakeholders commented that it is **difficult for such short projects to be sustainable**, with implementation times of only 18, 12, and 15 months.

However, **some of the child labour project activities will continue** to be provided after the funds have been expended. An example is **child labour case management for child protection**

¹⁷⁰ Key informant interviews.

¹⁷¹ Key informant interviews.

¹⁷² Key informant interview.

¹⁷³ Key informant interviews.

¹⁷⁴ Key informant interviews.

¹⁷⁵ Key informant interviews.

¹⁷⁶ Key informant interview.

¹⁷⁷ <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

clients, which continues to be provided by UNHCR implementing partners. This has happened in part because UNHCR requires that its implementing partners integrate such services into their work if they receive UNHCR funds. As a result, implementing partners have integrated child labour case management into the pre-existing child protection budget. Moreover, **implementing partners have adopted SCREAM**, which continues to be **implemented in child friendly spaces by child protection facilitators** using their own budget. The SCREAM modules were shared with the implementing partners as part of the project, together with an implementation plan. Also, by embedding SCREAM in UNICEF, the project has ensured that child labour skills and knowledge will last beyond the life span of the project. Furthermore, the Draft National Action Plan on Combatting Child Labour in Syria 2021-2027 will continue, with stakeholders planning to finalise and adopt and ultimately implement the National Action Plan.¹⁷⁸

In terms of the RBSA OSH project, **automation of labour inspection will continue**, because the 16 labour inspectorates in Syria will continue to use the labour inspection equipment and computers provided by the project. Furthermore, the labour inspectorate plans to develop software to further automate the labour inspection system in Syria, but would likely need technical support for this. **Some of the tools provided will be used on a regular basis, such as the gender responsive labour inspection tools checklist, templates for investigation of occupational accidents, and COVID-19 guidelines.** Some of the capacity building of labour inspectors will continue due to the training of trainers model utilised in some of the workshops, which has **left MOSAL with in-house trainers to train other officials.** **Much of the knowledge provided through capacity building programmes will have improved the skills of labour inspectors, which will hopefully be applied in their daily work.** However, some key informants pointed out that whilst the training would benefit the labour inspectors, the **level of capacity would not be sufficient to sustain the benefits of the project** and they would probably require ongoing support to ensure they are using tools properly and could complete the OSH profile, and develop the OSH policy at the national level. They also noted the need to continue to follow up with social partners.

5. Gender issues assessment

The 1999 ILO Policy on Gender Equality and Mainstreaming states that as an organization dedicated to fundamental human rights and social justice, ILO must take a leading role in international efforts to promote and realise gender equality.¹⁷⁹ This means that all technical cooperation projects must aim to systematically and formally address the specific and often different concerns of both women and men, including women's practical and strategic gender needs. Gender mainstreaming, which is a strategy to achieve the aim of gender equality, should be used throughout the project lifecycle.¹⁸⁰ Intervention designs should therefore include the following elements: (i) Gender-responsive objectives, outcomes, outputs, activities and gender-specific indicators; (ii) Gender institutional structures set up under projects; (iii) Involvement of both men and women in constituents'/ beneficiaries' consultations and analysis; (iv) Gender-responsive monitoring; (v) Gender-responsive evaluation.¹⁸¹

¹⁷⁸ Key informant interviews.

¹⁷⁹ ILO (1999), *ILO Policy on Gender Equality and Mainstreaming*.

¹⁸⁰ ILO Governing Body Document GB.292/TC/1 (2005) [Thematic Evaluation Report: Gender Issues in Technical Cooperation](#).

¹⁸¹ ILO (2020), *Guidance Note: Integrating gender equality in monitoring and evaluation*.

This evaluation has assessed gender in the evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. With regard to **relevance**, project design and monitoring for both child labour projects was weak with respect to promoting and realizing gender equality. The RBSA child labour concept note and progress report are both gender blind. There is no gender-responsive situation analysis, no sex-disaggregated data, no gender-responsive objectives, outcomes, outputs, activities or gender-specific indicators. The UNICEF child labour concept note and progress report is similarly gender blind, except the concept note implied that it aimed to assist female headed households to access livelihoods and employment without resorting to child labour (although it did not specify this explicitly), and it did refer to SDG 5 on gender equality.¹⁸² Project design for the RBSA OSH project was a bit better with respect to gender equality. The RBSA OSH concept note referred to gender responsive capacity building, mainstreaming gender in labour inspection, and included the ITC gender responsive labour inspection course as an activity. It specified a number of gender responsive outputs or activities, such as the assessment of national labour inspection system, which was to specify gender gaps, the labour inspection tools, which were to be updated from a gender perspective, and three activities were supposed to mainstream gender: the study tour, National OSH Profile, and National OSH Policy.¹⁸³ However, there was no gender-responsive situation analysis, no sex-disaggregated data, nor any gender-responsive outcomes. Overall, the project design did not adequately consider the gender dimension of the planned interventions. With respect to **effectiveness**, it was difficult to analyse whether men and women had participated equally in project activities because there was very limited or no sex-disaggregated data available. Only three ITC workshop reports showed participation by gender, with 53%, 17% and 41% females respectively (out of a total of 25 workshops). The assessment of national labour inspection system did not in fact identify gender gaps, except for one table showing the sex of OSH monitors and insurance monitors. The National OSH Policy did not mainstream gender. On the other hand, the National OSH Profile referred to sex-disaggregated data, protection and social care for gender-based violence survivors and other vulnerable groups of women, specific laws to protect women's rights, and ministry objectives with respect to women. The Study Tour Mission Report was unavailable to verify whether gender was mainstreamed in that activity. However, the ITC gender-responsive labour inspection course did take place with a 14% increase in pre- and post-test knowledge, which was a good result. Regarding **efficiency**, it is not possible to determine how many resources were spent on male and female beneficiaries as there is no data in this respect. Stakeholders concurred that there was very little **impact** and **sustainability** regarding gender equality. Multiple attempts to interview the ILO ROAS gender expert were unsuccessful.

6. Tripartite Issues Assessment

An important component of each project has been capacity building of tripartite constituents in social dialogue, international labour standards, child labour, and occupational safety and health. In most cases, this has consisted of tripartite training, including training of trainers, which favours the emergence of a climate of trust among the participants and quickly enables them to

¹⁸² RBSA child labour project concept note, RBSA child labour project progress report, UNICEF child labour project concept note, UNICEF child labour project progress report.

¹⁸³ RBSA OSH concept note.

appreciate the advantages of tripartism and social dialogue.

Stakeholder participation in the evaluation has been ensured through various ways. The evaluator has consulted with tripartite stakeholders through in-depth interviews with representatives of government, workers and employers in order to gather necessary data. Moreover, tripartite constituents have participated in focus group discussions. The draft evaluation report will be translated and shared with the tripartite constituents for their inputs. Tripartite stakeholders will be involved in follow up to the evaluation recommendations, insofar as specific recommendations relate to them.

7. International Labour Standards Assessment

International labour standards (ILS) have been central to the three projects. ILS have served as guiding principles in development of the National Child Labour Action Plan, as well as the National Occupational Safety and Health Profile and Policy, as well as in establishing mechanisms for labour inspection and tripartite consultation. Moreover, tripartite constituents and other stakeholders have participated in capacity building workshops to learn about ILO's normative framework for child labour and occupational safety and health, including Convention No. 138 on minimum age (1973), Convention No. 182 on the worst forms of child labour (1999), Occupational Safety and Health Convention, 1981 (No. 155), Occupational Health Services Convention, 1985 (No. 161), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Safety and Health in Construction Convention, 1988 (No. 167), Safety and Health in Agriculture Convention, 2001 (No. 184), Labour Inspection Convention, 1947 (No. 81), and Labour Inspection (Agriculture) Convention, 1969 (No. 129). In addition, the projects have contributed to ILO's Programme and Budget 2020-2021: Outcome 2 – international labour standards and authoritative and effective supervision, Output 2.2. Increased capacity of the member States to apply international labour standards.

8. Conclusion

In conclusion, the projects' objectives and designs were highly **relevant** given the political, economic and financial context in Syria. However, the project designs could have benefited from additional implementation time, reflecting the challenging context for implementation in the protracted conflict situation in Syria. The division of work tasks could have been improved by providing adequate administrative and other support to the National Project Coordinator on the ground in Syria, including through allocation of sufficient staff. The use of local skills was effective, particularly through existing UNHCR and UNICEF partnerships with local NGOs. However, the project governance structure did not facilitate efficient delivery because it was difficult to not possible to set up a tripartite steering committee. The projects received adequate technical support from ILO ROAS and HQ, but administrative support was inadequate. M&E was a weakness of the RBSA projects, with only one written progress report for the RBSA child labour project and none for the RBSA OSH project. However, the UNICEF child labour project reported on progress in a regular and systematic manner. The ILO's projects in occupational safety and health and child labour have been well perceived and positioned within the overall Humanitarian-Development-Peace Nexus in Syria, with these thematic areas providing neutral entry points for ILO to begin to lay the foundations for longer term development work in a country that has suffered from protracted crisis.

The evaluation found that the projects have been **effective** in many ways, with all three projects achieving their stated objectives, and some exceeding several targets. All projects contributed to the ILO's Programme and Budget, Country Programme Outcomes, and the Sustainable Development Goals. There have been several concrete improvements that have taken place as a direct result of the projects. The projects have empowered tripartite constituents to engage in social dialogue with respect to child labour and occupational safety and health issues. Moreover, the projects have helped to raise awareness of child labourers, their families, civil society, the tripartite constituents and UN partners about worst forms of child labour. The projects have developed draft National Action Plans in the areas of child labour and occupational safety and health for Syria. The SCREAM beneficiaries were highly satisfied with the quality and delivery of services – both child labourers and their families, and civil society. Overall, the tripartite constituents who participated in the capacity building workshops were appreciative of the rich technical content of the trainings, however, they would have appreciated more opportunities to apply the information in practical ways. Study tour participants were very pleased with the opportunity to visit Jordan and become inspired about potential automation of the labour inspectorate functions in Syria.

Regarding **efficiency**, there were several ways in which financial resources were allocated efficiently and strategically, including cost sharing with UNHCR in the RBSA child labour project, the savings which accrued due to two ITC training workshops which had to be shifted from face-to-face delivery to remote delivery due to pandemic restrictions, and significant savings due to the devaluation of the Syrian currency. The savings were used to implement more project activities and exceed targets, and to spend on OSH equipment for Syrian labour inspection work. On the other hand, there were some financial inefficiencies relating to payment delays for partners, which were explained as being due to bureaucratic processes, as well as finances having to be processed through ILO ROAS rather than in Syria due to the non-operation of ILO's financial system in that country. Moreover, there was no budget allocation for integrating gender equality concerns. Some outputs for all projects were not produced on time. All three projects experienced delays in implementation due to the pandemic response, difficulties in getting timely government approvals which were required to carry out various activities, and the practical realities of implementing in a fragile state. The RBSA child labour project had three no-cost extensions. In terms of efficient allocation of management staff, the project design documents allocated one management staff in Syria for the three projects, the National Project Coordinator. Key informants unanimously stated that there were insufficient staff on the ground in Syria. In terms of improving efficiency of staffing, multiple key informants suggested that a more appropriate level of staffing would have been to have at least one international staff member, the National Project Coordinator and an administrative assistant in Syria, with technical and other backstopping from ILO ROAS and HQ as appropriate.

Regarding **impact**, capacity building of the constituents was a major positive impact of the projects. The projects addressed the need for building the capacity of Syria's labour inspectorate, which was left with drastically reduced capacity after over a decade of conflict saw labour inspectors killed or emigrate as refugees. The projects have also built the capacity of tripartite stakeholders in social dialogue. The tripartite capacity building workshops emphasised the possibility of social partners participating in labour inspection in Syria, and have been the impetus for potential tripartite labour inspection going forward. In addition, the workshops built the technical capacity of tripartite stakeholders to contribute to realisation of international

labour standards in Syria, particularly regarding the fundamental conventions relating to child labour and international labour standards relating to occupational safety and health. Moreover the SCREAM training beneficiaries – child labourers, their families, civil society implementing partners, UN partners all demonstrated increased awareness of worst forms of child labour and the right to withdraw from child labour to light work and/or return to school. Multiple key informants suggested that project impact could have been improved with bigger budgets and more implementation time, and more focus on building the enabling environment in Syria at the law and policy level.

As for **sustainability**, numerous stakeholders commented that it is difficult for such short projects to be sustainable, with implementation times of only 18, 12, and 15 months. However, several activities under the project are likely to continue after funds have been expended, and as such these project effects will remain over time. An example is child labour case management for child protection clients, which continues to be provided by UNHCR implementing partners. Moreover, implementing partners have adopted SCREAM, which continues to be implemented in child friendly spaces by child protection facilitators using their own budget. Furthermore, the Draft National Action Plan on Combatting Child Labour in Syria 2021-2027 will continue, with stakeholders planning to finalise and adopt and ultimately implement the National Action Plan. In terms of the RBSA OSH project, automation of labour inspection will continue, because the 16 labour inspectorates in Syria will continue to use the labour inspection equipment and computers provided by the project. Some of the tools provided will be used on a regular basis, such as the gender responsive labour inspection tools checklist, templates for investigation of occupational accidents, and COVID-19 guidelines. Much of the knowledge provided through capacity building programmes will have improved the skills of labour inspectors, which will hopefully be applied in their daily work. However, some key informants pointed out that whilst the training would benefit the labour inspectors, the level of capacity would not be sufficient to sustain the benefits of the project and they would probably require ongoing support to ensure they are using tools properly and could complete the OSH profile, and develop the OSH policy at the national level. They also noted the need to continue to follow up with social partners.

9. Lessons learned

The evaluation drew two lessons learned, namely:

- (i) Capacity building workshops combined with tripartite South-South study tours are an effective method of capacity building for occupational safety and health and labour inspection; and
- (ii) Project design in fragile states needs to take into account the practical realities of project implementation in such contexts.

Please see annex for discussion.

10. Good practices

The evaluation found two good practices, namely:

- (i) Child labour and occupational safety and health are neutral entry points for ILO to engage in fragile and conflict-affected states; and
- (ii) ILO can partner with local organisations who are established implementing partners of UNHCR and UNICEF to integrate child labour prevention, rehabilitation and reintegration aspects into existing child protection programmes at the local level.

Please see annex for discussion

11. Recommendations

Recommendation	To whom	Priority	Timeframe	Resource implications
<p>1. Project design in fragile states needs to take into account the practical realities of project implementation in such contexts, building in adequate implementation time for protracted conflict situations. ILO could consider incorporating additional elements from its project document design template into the RBSA project design template, including a theory of change, logical framework, monitoring and evaluation framework, and a risk analysis/risk mitigation strategy. Designers should allocate sufficient staff on the ground in fragile states, including international staff, national staff, and adequate administrative and other support.</p>	ILO ROAS	Medium	Short term	Low
<p>2. Monitoring and evaluation frameworks should be required in project design, with staff allocated to carry out monitoring for the project duration, and at least one written progress report annually. This should include regular risk identification, risk mitigation and risk management.</p>	ILO ROAS	Medium	Short term	Low
<p>3. Project design should mainstream gender in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework. Sex disaggregated data should be included in the situation analysis, baseline data, and indicators so that gender equality outcomes may be monitored throughout the project and properly evaluated in the midterm review and final project evaluation. Consider including these elements in a project document template.</p>	ILO ROAS	Medium	Short term	Low
<p>4. Consider strengthening the enabling environment as a component of a future project in Syria, particularly strengthening the legal framework and completing the policy work from these projects</p>	ILO ROAS ILO HQ Technical Unit	High	Short term	Medium

	(Draft National Action Plan on Combatting Child Labour in Syria, Draft National OSH Profile and Policy). For example, ILO could consider provision of technical advice to develop Syrian child labour laws, such as legislation restricting employment of children below a certain age in line with international labour standards, or regulations banning enterprises in the formal and informal sectors from employing children with sanctions that can be enforced.				
5.	Maintain an ILO office on the ground in Syria to consolidate gains, implement a new project, and maintain momentum of assisting Syria. Consider staffing this office with at least one National Project Coordinator, an administrative assistant (at a higher grade than G-5 and with contract length equal to project length) as minimum level of staffing in Syria. Also consider sufficient additional number of national staff (finance, M&E, communications, resource mobilization), particularly with several projects, with adequate logistics, and secure Syrian government's commitment to facilitate timely entry of ROAS staff into Syria for project duration.	ILO ROAS	High	Short term	High
6.	Take steps to promote ILO's recognition as a valuable actor in the humanitarian-development-peace nexus , both in Syria and globally. There should be more systematic promotion of the ILO's work in situations of protracted crisis in child labour and occupational safety and health, drawing lessons from these projects in Syria and the challenges that were encountered. Crises can and should be used as opportunities to promote international labour standards, including fundamental principles and rights at work, and the ILO Recommendation on Employment and Decent Work for Peace and Resilience 2017 (No. 205).	ILO ROAS ILO HQ Technical Unit	Medium	Medium term	Low
7.	Continue ILO partnerships with local organisations who are established implementing partners of other UN agencies to integrate child labour prevention, rehabilitation and reintegration aspects into existing child protection programmes at the local	ILO ROAS ILO HQ Technical Unit UNHCR	Medium	Short term	Medium

	level. Consider a further partnership with UNHCR in Syria. Consider scaling up the child labour and OSH aspects to more governorates in Syria, to achieve greater impact in a wider geographic area.	Local civil society organisations working in child protection			
8.	Continue the OSH/labour inspection capacity building model of complementing technical capacity building workshops combined with tripartite South-South study tours . Ensure that capacity building workshops are sufficiently participatory and involve practical applications of theory for participants. Consider more use of local expertise where possible.	ILO ROAS	Medium	Medium term	Medium

Annex 1: List of interviewees and focus group discussants

The evaluation collected primary data from 18 key informant interviewees, including seven females, and from 26 focus group discussants, including 13 females and six child labourers. In total there were 20 females and 23 males who provided primary data.

Key informant interviewees (7 females, 17 males)

ILO

- Ms. Leena Rammah, National Programme Coordinator in Syria
- Mr. Amin Al-Wreidat - Labour Inspection and OSH Specialist, DWT - OSH project
- Mr. Kishore Kumar Singh - Senior Skills Specialist, DWT – UNICEF project
- Mr. Toni Ayrouth, Programme Officer – Country Coordinator for Syria
- Mr. Oktavinato Pasaribu, Chief Regional Programming Services
- Mr. Simon Hills, Technical Specialist, FPRW
- Mr. Federico Negro, CSPR, ILO Geneva
- Mr. Moussa Toufaily, Programme and Administrative Assistant

Tripartite stakeholders

- Ms. Reem Kewatly, Ministerial Advisor, Directorate of International Planning and Cooperation, MOSAL
- Mr. Rakan Ibrahim, Deputy Minister, MOSAL
- Dr. Amer Adi, Director of OSH, MOSAL
- Dr. Adnan Azzouz, Syrian Advisor, International Relations, General Federation of Trade Unions
- Mr. Oby Roshan, Head, Labour Unit, Damascus Chamber of Industry

Project partners

- Ms. Rana Khlefawi, Deputy, Syrian Commission for Family and Population Affairs
- Ms. Naglaa Kaadan, Family Case Manager, All Namaa NGO, Aleppo (UNICEF project)
- Ms. Zina Safar, Head Coordinator, Al Ehsan NGO, Aleppo (UNICEF project)

UN Partners

- Ms. Caroline Nabki, Associate Protection Officer, UNHCR Syria
- Ms. Pilar Gonzalez, Child Protection Officer, UNICEF Syria

Focus group discussions

SCREAM participants – adolescent child labourers (5 females, 1 male)

- Ms. Mais Suleiman
- Mr. Jaafar Shaddud
- Ms. Hazar Ismail
- Ms. Batoul Abdullah
- Ms. Nadim Shaheen
- Ms. Areej Youssef

OSH training participants (5 females, 6 males)

- Mr. Dhafer Al-Saad, Printing Syndicate (unions)
- Ms. Afaf Khallat, Oil Syndicate (unions)
- Ms. Sarab Othman, Syndicate of Banks (unions)
- Mr. Mustafa Al-Dahuk, Food and Tobacco Syndicate (unions)
- Mr. Nidal Al-Zoghbi, Textile Syndicate (unions)
- Mr. Oby Roshan, Employers Representative for the Federation of Chambers of Industry (Damascus and its Countryside)
- Ms. Maysa Khattab, Employers Representative in the Federation of Chambers of Industry (Damascus and its Countryside)
- Ms. Hanan Deeb, Head of the Health Inspection Department in Lattakia Governorate
- Mr. Mohamed Hashem, Director of Occupational Health and Safety at the General Organization for Social Insurance
- Mr. Hossam Al-Khalaf, Head of the Health Department, Occupational Health and Safety Inspector at the General Organization for Social Insurance
- Ms. Rahaf Al-Zein, Head of the Inspection Department at the General Organization for Social Insurance

Labour inspection participants (3 females, 6 males)

- Mr. Mahmoud Al-Damrani, Director of Central Labor/Industrial Labor Inspector, Ministry of Social Affairs and Labour
- Mr. Khalil Abdo Awwad, Head of the Inspection Department/Industrial Labor Inspector, Ministry of Social Affairs and Labor
- Mr. Haider Ghanem, Central Agricultural Inspector of the Ministry of Social Affairs and Labor
- Mr. Muhammad Al-Hayek, Agricultural Labor Inspector, Ministry of Social Affairs and Labour
- Mr. Muhammad Khair Saad, Agricultural labor inspector for the Directorate of Social Affairs and Labor in Damascus countryside
- Ms. Emtithal Saqr, Industrial Labor Inspector of the Directorate of Social Affairs and Labor in Damascus Countryside
- Ms. Hana Yousfi, Industrial Labor Inspector of the Ministry of Social Affairs and Labor
- Ms. Abeer Al-Shweiki, Industrial Labor Inspector for the Directorate of Social Affairs and Labor in Damascus
- Mr. Khaldoun Abdel Qader, Industrial Labor Inspector of the Ministry of Social Affairs and Labor

Annex 2: List of documents reviewed

RBSA child labour project

1. ILO Concept Note – Reducing Worst Forms of Child Labour among Internally Displaced and Host Communities in Syria, 36 months, \$4 million
2. Workplan 2019-2020
3. ILO Midterm Progress Report
4. No Cost Extension Request, 11 March 2020
5. No Cost Extension Request, August 2020
6. IECD (2020), Youth & Training Apprenticeship, 18 May-20 October 2020
7. DCI (2020), Improving Apprenticeship Project Final Report
8. Filfili, P. (2019), Final Report for the Training Workshop “Training of Trainers on Rehabilitation and Reintegration of Children Exposed and Affected by Child Labor”, 9 to 13 June 2019
9. Syrian Commission for Family Affairs and Population, Action Plan for Civil Society to Reduce Child Beggars
10. Case Study – Al Nada NGO, 1 September 2019, Rural Damascus
11. Case Study – Al Nada NGO, 18 July 2019, Damascus
12. Case Study 1 – 21 August 2019, Aleppo
13. Case Study 2 – 21 August 2019, Aleppo
14. Case Study – Al Khidr NGO, 18 July 2019, Homs
15. Individual action plan for the rehabilitation and reintegration of working children, 5 June - 15 August 2019, Governorate: Aleppo
16. Individual action plan for the rehabilitation and reintegration of working children, 15 June - 1 September 2019, Governorate: Rural Damascus, Zabadani
17. Individual action plan for the rehabilitation and reintegration of working children, 15 June - 1 September 2019, Governorate: Rural Damascus, Wadi Bara
18. Monitoring visit report, 21 July 2019, Namaa NGO, Aleppo
19. Monitoring visit report, 12 September 2019, Child Care Society NGO, Homs
20. Monitoring visit report, 10 November 2019, Namaa NGO, Aleppo

UNICEF child labour project

1. ILO Concept Note - Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria, 12 months, \$250,000
2. ILO Logical Framework
3. ILO Budget Template
4. ILO UNHCR Budget Template 2020
5. Overview of activities and timelines 2020-2021
6. UN agency to UN agency contribution agreement between ILO and UNICEF Syria, 2020
7. Concept Note on Collaboration between UNHCR and ILO to end child labour in Syria, undated
8. ILO Progress Report, - Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria, September 2020-March 2021
9. ILO Final Progress Report, - Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria
10. ILO, Overview of activities and timelines, Oct 2020-Oct 2021

11. Filfili, Pierre (2019), Final Report, Consultancy tasks on Rehabilitation and reintegration of working children as a pilot phase model and on Training of Trainers on using SCREAM Education activities and other materials
12. Bassil, A.F. (2021), Final Report, Training of Trainers on Rehabilitation and Reintegration of Children Exposed to and Affected by Child Labour
13. Bassil, A.F. (2021), Final Report for the Training Workshop SCREAM Program Training - Supporting Children's Rights through Education, the Arts and the Media
14. Consultancy Tasks on Rehabilitation and reintegration of working children and on Training of Trainers on the Implementation of SCREAM (Supporting Children's Rights through Education, the Arts, and the Media) Programme
15. Bassil, A.F. (2021), Final Report, Consultancy Tasks on Rehabilitation and reintegration of working children and on Training of Trainers on the Implementation of SCREAM (Supporting Children's Rights through Education, the Arts, and the Media) Programme
16. Bassil, A.F. (2021), Towards Establishing a Child Labour Monitoring System in Syria – Tartous and Aleppo – Situational Analysis Workshop, 18-20 January 2021
17. Al Zahra Centre, (2021), Final Progress Report
18. Al Zahra Centre, (2021), Final Progress Report
19. ILO Project Financial Status Report by Project Outcome, Output, and Activity and Expenditure Category
20. ILO Statement of Income and Expenditure as at 31 March 2021
21. ILO (2021), Draft Action Plan on Combatting Worst and Hazardous Forms of Child Labour 2021-2025

RBSA OSH project

1. ILO Approved RBSA Funding Proposal – Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation, 15 months, \$600,000
2. ILO Approved Budget
3. Work Plan 2020-2021
4. Concept Note – A tripartite workshop on Occupational Safety and Health and Fundamental Principles and Rights at Work, Damascus, 29 March-1 April 2021
5. ILO (2021), Tripartite Workshop on Occupational Safety and Health and Fundamental Principles and Rights at Work (Damascus, 5-8 April, 2021)
6. ILO (2021), Workshop on the Enhancement of the Capabilities of the Tripartite Occupational Safety and Health Committee In Labour Inspection, OSH and Fundamental Principles and Rights at Work, (Damascus, 31 May – 3 June, 2021)
7. ILO (2021), Tripartite Workshop On Effective Monitoring of Workplace Compliance with Covid-19 - Protective and Preventive Measures (Damascus, 25-27 July, 2021)
8. ILO (2021), Final Report, Introduction to the Inspection of Occupational Safety and Health
9. ILO (2021), Effective and Gender-Responsive Labour Inspection Procedures – Workshop Timetable, ITC, 12-16 September 2021
10. ILO (2021), Concept Note – Effective and Gender-Responsive Labour Inspection Procedures – Workshop
11. ILO (2021), Final Report – Consultancy Tasks on A Tripartite workshop on developing a national plan to address child labour through promoting compliance with the national legislation & Tripartite workshop on effective use of inspection tools for addressing child labour and promoting fundamental principles and rights at work.

12. Terms of Reference for the Preparation of the National Occupational Safety and Health Profile and Policy for the Syrian Arab Republic
13. Alrababh, A. (2021), Assessment of Labour Inspection in the Syrian Arab Republic

Syria

1. UN (2020), UN Strategic Framework – Syria 2021-2023
2. UN Country Team, Syrian Arab Republic (2020), Framework for the Immediate Socio-Economic Response to COVID-19.
3. Humanitarian Response Plan, Syrian Arab Republic 2020-2021
4. OCHA (2021), Humanitarian Needs Overview – Syrian Arab Republic
5. ILO, UNICEF, MOSAL (2012), National Study on Worst Forms of Child Labour in Syria

ILO supervisory body and UN human rights treaty bodies

1. Committee of Experts on Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182) – Syrian Arab Republic, adopted 2020, published 109th ILC session.
2. Committee of Experts on Application of Conventions and Recommendations (2016), Observation – Occupational Safety and Health Convention, 1981 (No. 155) – Syrian Arab Republic, adopted 2015, published 105th ILC session.
3. Committee of Experts on Application of Conventions and Recommendations (2021), Direct Request – Labour Inspection Convention, 1947 (No. 81) – Syrian Arab Republic, adopted 2020, published 109th ILC session.
4. Committee of Experts on Application of Conventions and Recommendations (2021), Observation – Minimum Age Convention, 1973 (No. 138) – Syrian Arab Republic, adopted 2020, published 109th ILC session.
5. Committee on the Rights of the Child (2019), Concluding observations on the fifth periodic report of the Syrian Arab Republic, CRC/C/SYR/CO/5, 6 March 2019.
6. Committee on the Elimination of Discrimination Against Women (2014), Concluding observations on the second periodic report of Syria, CEDAW/C/SYR/CO/2, 18 July 2014.
7. Universal Periodic Review (2016), Compilation prepared by the Office of the United Nations High Commissioner for Human Rights in accordance with paragraph 15 (b) of the annex to Human Rights Council resolution 5/1 and paragraph 5 of the annex to Council resolution 16/21 - Syrian Arab Republic. A/HRC/WG.6/26/SYR/2, 29 August 2016.

Thematic

1. ILO (2020), Issue paper on COVID-19 and fundamental principles and rights at work - Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), Governance and Tripartism Department (GOVERNANCE).
2. ILO (2021), Emerging Good Practices in the Elimination of Child Labour in the Middle East and North Africa.
3. ILO (2021), Employment and decent work in the Humanitarian-Development- Peace Nexus.
4. ILO (2019), Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023.
5. ILO (2014), ILO in Fragile Situations – An Overview.
6. ILO (2021), Peace and Conflict Analysis – Guidance for ILO’s programming in fragile and conflict affected contexts.
7. ILO (2020), Jobs for Peace and Resilience – An ILO Flagship Programme – Key Facts and

Figures.

Annex 3: Good practice tables

Emerging good practice 1: Child labour and occupational safety and health are neutral entry points for ILO to engage in fragile and conflict affected states

<p>Project titles</p>	<ul style="list-style-type: none"> • Reducing Worst Forms of Child Labour in Syria (SYR/16/01/RBS) • Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria (SYR/20/01/CEF) • Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation (SYR/20/01/RBS) <p>Evaluator: Ms. Chantelle McCabe, December 2021</p>
<p>Context</p>	<p>Fragile situations – characterized by the collapse of the rule of law, income shocks, poverty, migration, displacement and refugee flows, and the disruption in the provision of basic services– create the conditions for further violations of fundamental principles and rights at work. These include a heightened risk of child labour, trafficking for sexual and other types of labour exploitation, a denial of freedom of association (often linked to the absence of other freedoms) and the systemic discrimination against or even persecution of dissidents, minorities and other social groups.¹⁸⁴ From the perspective of the world of work, the issue is to understand the impact of fragility on labour markets and governance, to analyse the root causes of fragility and to evaluate how the ILO’s interventions can help labour market actors prevent and mitigate the effects of adverse shocks on employment and decent work, foster recovery efforts and grasp opportunities for reducing fragility.¹⁸⁵</p> <p>Approximately 5,000 schools have been destroyed in the Syrian Arab Republic. More than half of Syrian school-age children, up to 2.4 million, were out of school as a consequence of the occupation, destruction and insecurity of schools.¹⁸⁶ Parents are eating less so they can feed their children, sending them to work instead of to school.¹⁸⁷ Worldwide, 152 million children are in child labour (including 64 million girls), 73 million of whom are in hazardous work, and 1.2 million of whom are in the Arab States.¹⁸⁸</p>
<p>Cause-effect relationship</p>	<p>Key project stakeholders stated that child labour and occupational safety and health are neutral entry points for ILO to engage in fragile and conflict affected states.¹⁸⁹ These were perceived as neutral areas for intervention in a highly political and complex programming environment for ILO to re-engage in</p>

¹⁸⁴ ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.

¹⁸⁵ ILO (2021), *Employment and decent work in the Humanitarian-Development-Peace Nexus*.

¹⁸⁶ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

¹⁸⁷ <https://www.unicef.org/emergencies/syrian-crisis>

¹⁸⁸ https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_574717/lang--en/index.htm

¹⁸⁹ Key informant interviews.

Syria after some years without a presence in the country during the civil war, which began in 2011. Moreover, **stakeholders could all agree that helping children is a worthy cause, and the occupational safety and health aspect was tied in with that regarding inspection, enforcement** and building the capacity of inspectors to **monitor and investigate child labour**.¹⁹⁰

Key informants suggested that **there should be more systematic promotion of the ILO's work in situations of protracted crisis in child labour and occupational safety and health, drawing lessons from these projects in Syria and the challenges that were encountered**. Challenges included (i) difficulties in launching the project because the ILO was not present in Syria for some years, (ii) social dialogue was nascent or absent, (iii) not all the tripartite constituents were willing to engage in an open manner, (iv) the country was not fully controlled by the government, (v) the labour inspectorate had low capacity because many labour inspectors had been killed or took refuge overseas due to the conflict, and (vi) there were sensitivities and political implications to manage in terms of the regime and maintaining neutrality. Child labour and occupational safety and health were viewed as neutral and tolerable entry points without the political implications that may come with other thematic areas such as labour administration, labour law, social dialogue. ILO's technical approaches in fragile and conflict affected states, such as in Afghanistan, Central African Republic, Democratic Republic of Congo, and Mali, have already involved child labour (3.6%),¹⁹¹ but OSH is a new entry point. Normally in crisis settings, UN partners would think about livelihoods recovery, and income generations. However, OSH is important for creating the preconditions for sustainable development, i.e. decent work, respecting international labour standards. **Crises can and must be used as opportunities to promote international labour standards, including fundamental principles and rights at work**.¹⁹²

These thematic areas present **opportunities to build the technical capacity of tripartite stakeholders to promote fundamental principles and rights at work in situations of crisis and fragility, in line with ILO's Fundamental principles and rights at work strategy 2017-2023**.¹⁹³ In particular, stakeholders can improve their knowledge regarding ILO's normative framework on child labour and occupational safety and health, such as fundamental ILO conventions No. 138 on minimum age (1973) and No. 182 on the worst forms of child labour (1999), as well as international labour standards including the Occupational Safety and Health Convention, 1981 (No. 155), Occupational Health Services Convention, 1985 (No. 161), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Safety and Health in Construction Convention, 1988 (No. 167), Safety and Health in Agriculture Convention, 2001 (No. 184), Labour Inspection Convention, 1947 (No. 81), and

¹⁹⁰ Key informant interviews.

¹⁹¹ ILO (2014), *ILO in Fragile Situations – An Overview*.

¹⁹² ILO (2021), *Employment and decent work in the Humanitarian-Development-Peace Nexus*.

¹⁹³ ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.

Labour Inspection (Agriculture) Convention, 1969 (No. 129).

Moreover, ILO’s engagements in crisis and fragile situations may be guided by the ILO Recommendation on Employment and Decent Work for Peace and Resilience 2017 (No. 205) as well as United Nations resolutions, mechanisms and instruments relating to armed conflict, humanitarian situations and other crisis and fragile situations.¹⁹⁴ In particular, Recommendation No. 205, Paragraph 7 enumerates **guiding principles in taking measures on employment and decent work in response to crisis situations arising from conflicts** with a view to prevention, including (a) the promotion of full, productive, freely chosen employment and decent work which are vital to promoting peace, preventing crises, enabling recovery and building resilience; and (b) the need to **respect, promote and realize the fundamental principles and rights at work**, other human rights and other relevant international labour standards, and to take into account other international instruments and documents, as appropriate and applicable. Moreover, paragraph 16 states that **in combating child labour arising from or exacerbated by conflicts** or disasters, Members should: (a) take all necessary measures to prevent, identify and eliminate child labour in crisis responses, taking into account the Minimum Age Convention (No. 138) and Recommendation (No. 146), 1973; (b) take urgent action to **prevent, identify and eliminate the worst forms of child labour**, including the trafficking of children and the recruitment of children for use in armed conflict, taking into account the Worst Forms of Child Labour Convention (No. 182) and Recommendation (No. 190), 1999. In addition, paragraph 23 states that in recovering from crisis situations, Members should, in consultation with the most representative employers’ and workers’ organizations: (a) **review, establish, re-establish or reinforce labour legislation, if necessary, including provisions on labour protection and occupational safety and health at work**, consistent with the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up (1998) and applicable international labour standards.¹⁹⁵

This promotes a human rights-based approach to programming by building the capacity of duty-bearers – tripartite constituents - to fulfill their duties – by implementing international labour standards in the areas of child labour and occupational safety and health; and at the same time building the capacity of rights-holders – child labourers and their families – to claim their right to be free from worst forms of child labour and their rights to decent work and education.

This highlights the **central role and capacity of the ILO in situations of fragility, conflict and disaster and specifically in the Humanitarian-Development-Peace Nexus.**¹⁹⁶ **The Humanitarian-Development-Peace (HDP)**

¹⁹⁴ ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.

¹⁹⁵ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R205

¹⁹⁶ ILO (2021), *Employment and decent work in the Humanitarian-Development-Peace Nexus*.

	<p>Nexus addresses root causes of conflict as pathways to development and peace: creating economic opportunities, promoting social cohesion and reducing sense of injustice through decent employment. The Decent Work Agenda is an essential element of the HDP Nexus where employment, decent working conditions and social dialogue can contribute to peace and resilience. In collaboration with member States, tripartite constituents, international and national partners, and with the direct involvement of local populations and stakeholders, a two-fold approach to crisis response can allow for an immediate response centred on employment, which simultaneously contributes to stimulate and assist long-term socio-economic development in an inclusive and rights-based manner. By doing so, decent work and social justice are promoted as key drivers of resilience and peace, addressing the underlying factors of fragility that made the society and economy particularly vulnerable to external shocks in the first place.¹⁹⁷ Through its distinctive rights-based approach, the ILO aims to build the resilience of nations and people caught in fragile, conflict and disaster situations.¹⁹⁸</p>
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¹⁹⁷ ILO (2021), *Peace and Conflict Analysis – Guidance for ILO’s Programming in Fragile and Conflict-Affected Contexts*.

¹⁹⁸ ILO (2020), *Jobs for Peace and Resilience – An ILO Flagship Programme: key facts and figures*.

<p>Impact and targeted beneficiaries</p>	<p>Targeted beneficiaries</p> <ul style="list-style-type: none"> • Child labourers in fragile states, Their families (parents, older siblings), Tripartite constituents, Enterprises, Schools, Labour inspectorates, Local civil society, UNHCR, UNICEF <p>Impact</p> <ul style="list-style-type: none"> • Tripartite constituents increased their capacity to promote compliance, improve occupational safety and health, and eliminate worst forms of child labour through social dialogue • Tripartite constituents, local NGOs, child labourers and their families have increased awareness about international labour standards relating to child labour and occupational safety and health
<p>Potential for replication</p>	<ul style="list-style-type: none"> • Potential for replication in other countries in protracted crisis • ILO, UNHCR, UNICEF
<p>Upward links to higher ILO goals</p>	<ul style="list-style-type: none"> • Fundamental principles and rights at work strategy 2017-2023¹⁹⁹ - Thematic priority 3 – Promoting fundamental principles and rights at work in situations of crisis and fragility • Syria Country Programme 2020-2021, Outcome SYR103 – Enhanced capacity of tripartite constituents to promote compliance, improve OSH and eliminate worst forms of child labour through social dialogue • ILO Programme and Budget 2020-2021 - Outcome 1 – strong tripartite constituents and influential and inclusive social dialogue; Outcome 2 – international labour standards and authoritative and effective supervision; Outcome 5 – skills and lifelong learning to facilitate access to and transitions in the labour market; Outcome 6 – gender equality and equal opportunities and treatment for all in the world of work; Outcome 7 – adequate and effective protection at work for all
<p>Other documents or relevant comments</p>	<p>ILO (2019), <i>Fundamental Principles and Rights at Work Strategy 2017-2023</i>.</p> <p>ILO R. 205 – Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)</p> <p>The ILO’s normative framework on child labour and OSH</p> <p>Convention No. 138 on minimum age (1973) Convention No. 182 on the worst forms of child labour (1999) Occupational Safety and Health Convention, 1981 (No. 155), Occupational Health Services Convention, 1985 (No. 161), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Safety and Health in Construction Convention, 1988 (No. 167), Safety and Health in Agriculture Convention, 2001 (No. 184), Labour Inspection Convention, 1947 (No. 81), Labour Inspection (Agriculture) Convention, 1969 (No. 129).</p>

¹⁹⁹ ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.

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Emerging good practice 2: ILO can partner with local organisations who are established implementing partners of UNHCR & UNICEF to integrate child labour prevention, rehabilitation and reintegration aspects into existing child protection programmes at the local level

<p>Project titles</p>	<ul style="list-style-type: none"> • Reducing Worst Forms of Child Labour in Syria (SYR/16/01/RBS) • Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria (SYR/20/01/CEF) • Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation (SYR/20/01/RBS) <p>Evaluator: Ms. Chantelle McCabe, December 2021</p>
<p>Context</p>	<p>Approximately 5,000 schools have been destroyed in the Syrian Arab Republic. More than half of Syrian school-age children, up to 2.4 million, were out of school as a consequence of the occupation, destruction and insecurity of schools.²⁰⁰ Parents are eating less so they can feed their children, sending them to work instead of to school.²⁰¹ Worldwide, 152 million children are in child labour (including 64 million girls), 73 million of whom are in hazardous work, and 1.2 million of whom are in the Arab States.²⁰²</p>
<p>Cause-effect relationship</p>	<p>The ILO in Syria partnered with UNHCR, UNICEF and local civil society organisations to implement SCREAM in four governorates: Aleppo, Damascus, Rural Damascus and Homs. The SCREAM activities were planned and carried out in coordination with key partners, including MOSAL, UNHCR, and three NGOs: Al Nada, Child Care and Al Nama'a.²⁰³ Importantly, these NGOs had long established implementing partner relationships with UNHCR and UNICEF, so their performance had already been vetted. This approach also ensured that rapport was already built with the local communities so that these organisations would be well</p>

²⁰⁰ Committee of Experts on the Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182): Syrian Arab Republic

²⁰¹ <https://www.unicef.org/emergencies/syrian-crisis>

²⁰² https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_574717/lang--en/index.htm

²⁰³ https://www.ilo.org/ipec/Informationresources/slideshows/WCMS_752714/lang--en/index.htm

	<p>placed to work on the sensitive issue of child labour with such communities.²⁰⁴ In terms of sustainability, implementing partners have adopted SCREAM, which continues to be implemented in child friendly spaces by child protection facilitators using their own budget. The SCREAM modules were shared with the implementing partners as part of the project, together with an implementation plan. Also, by embedding SCREAM in UNICEF, the project has ensured that child labour skills and knowledge will last beyond the life span of the project.</p> <p>Another helpful aspect of these partnerships was that ILO recognized the value of strengthening existing child protection programmes by integrating child labour and occupational safety and health aspects, rather than starting from scratch. By working through others, emphasizing the importance of international labour standards relevant for child labour and occupational safety and health, the ILO has showcased its technical expertise and raised awareness of sister-UN agencies, as well as local civil society, child labourers and their families, enterprises, schools, labour inspectors, and tripartite constituents. Multiple key informants stated that the SCREAM training was effective in raising awareness of both child beneficiaries and their parents about child labour, worst forms of child labour, and the importance of going back to school. The focus group discussion with SCREAM participants showed the child beneficiaries were in turn raising awareness about these issues amongst their peers. In addition, the SCREAM training was effective in building the capacity of local NGOs in the targeted governorates to engage in child labour case management to remove, rehabilitate and reintegrate child labourers into light work and/or school, as well as to raise awareness about child labour for business owners. Moreover, key informants noted that the project had contributed to building the technical capacity of UNHCR and UNICEF staff, transferring child labour knowledge and awareness into the wider UN community.²⁰⁵</p> <p>UNHCR is a key stakeholder in strengthening child protection in Syria especially through its network of community and satellite centres. UNHCR supports more than 100 centres in Syria, where children and their families receive</p>
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²⁰⁴ Key informant interviews.

²⁰⁵ Key informant interviews.

	<p>integrated protection services, including prevention and response services.²⁰⁶ The UNHCR and ILO provide an integrated approach in four selected Community Service Centres (CSC) in four governorates: Aleppo, Damascus, Rural Damascus and Homs.²⁰⁷ Key stakeholders noted that ILO had never partnered with UNHCR in Syria before, yet it proved to be a fruitful partnership, with complementary mandates in child labour and child protection. Moreover, the National Project Coordinator cultivated a constructive and effective partnership with MOSAL, which was important in terms of working on the sensitive issue of child labour. This paved the way for a similarly constructive relationship between UNHCR and MOSAL. UNHCR has expressed its interest in partnering with ILO again in Syria, particularly in a strengthened collaboration through full partnership - rather than with just a Memorandum of Understanding - so that there can be freedom and flexibility to agree on everything together, and the potential for a co-funding relationship.²⁰⁸</p> <p>Moreover, the use of ILO's SCREAM programme allowed for the project to implement the human rights based approach to child labour. The human rights based approach is a conceptual framework for the process of sustainable development that is normatively based on international human rights standards and principles.²⁰⁹ Therefore, links to international labour standards and holding duty bearers to account to fulfill their obligations under such conventions is key. Chief among these obligations is the need to provide for a minimum age for admission to employment,²¹⁰ elimination of worst forms of child labour,²¹¹ appropriate regulation of the hours and conditions of employment,²¹² and for appropriate penalties or other sanctions to ensure effective enforcement.²¹³ Also, the SCREAM programme raised awareness of child labourers and their families about the international child labour conventions so as to empower these rights-holders to claim their rights. In addition, the SCREAM programme emphasizes the participation of children in decisions and activities that concern them, in a</p>
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²⁰⁶ ILO (2021), *Emerging Good Practices in the Elimination of Child Labour in the Middle East and North Africa*.

²⁰⁷ ILO (2021), *Emerging Good Practices in the Elimination of Child Labour in the Middle East and North Africa*.

²⁰⁸ Key informant interviews.

²⁰⁹ UNFPA (2020), *Elevating Rights and Choices for All: Guidance Note for Applying a Human Rights Based Approach to Programming*. UNSDG Guidance on UN Sustainable Development Cooperation Framework. Available at: https://unsdg.un.org/sites/default/files/2019-10/UN-Cooperation-Framework-Internal-Guidance-Final-June-2019_1.pdf

²¹⁰ ILO C138 Minimum Age Convention, Article 2(1).

²¹¹ ILO C182 Worst Forms of Child Labour Convention, Article 7(2).

²¹² ILO C138 Minimum Age Convention, Article 7(3).

²¹³ ILO C138 Minimum Age Convention, Article 9(1).

	<p>manner consistent with the evolving capacities of the child. One key informant commented that the fact that children being taught to express themselves, how they feel about being abused in unacceptable forms of work puts children at the centre of the support provided, empowers children to express thru SCREAM how they feel about being employed as children.</p>
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<p>Impact/targetbeneficiaries</p>	<ul style="list-style-type: none"> • Child labourers in fragile states, Their families (parents, older siblings),Tripartite constituents, Enterprises, Schools, Labour inspectorates, Local civil society, UNHCR, UNICEF
<p>Potential for replication</p>	<ul style="list-style-type: none"> • Potential for replication in other countries in protracted crisis by ILO, UNHCR, UNICEF, Local NGOs
<p>Upward links to higher ILO goals (DWCPs, Country Programme Outcomes, ILO’s Strategic Programme Framework</p>	<p>ILO’s Programme and Budget 2020-2021: Outcome 1 - strong tripartite constituents and influential and inclusive social dialogue, Outcome 2 – international labour standards and authoritative and effective supervision, Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work, Outcome 7: Adequate and effective protection at work for all.</p> <p>ILO Country Programme 2020-2021, Outcome SYR103 - Enhanced capacity of the government and social partners to promote compliance with the national legislation and to reduce the worst forms of child labour; Outcome SYR128 – improved capacity of the government and social partners to deliver skills development training; Outcome SYR801 – Strengthened institutional capacity of employers’ organisations; and Outcome SYR802 – Strengthened institutional capacity of workers’ organisations.</p>
<p>Other documents or relevant comments</p>	<p>Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023, ILO 2019²¹⁴</p> <p>Fundamental Principles and Rights at Work Partnerships & advocacy – Strengthened partnerships with UN agencies and other stakeholders Partnerships & advocacy – Effective action by employers’ and workers’ organisations</p> <p><u>ILO R. 205 – Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)</u></p> <p>The ILO’s normative framework on child labour and OSH Convention No. 138 on minimum age (1973) Convention No. 182 on the worst forms of child labour (1999) Occupational Safety and Health Convention, 1981 (No. 155), Occupational Health Services Convention, 1985 (No. 161), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Safety and Health in Construction Convention, 1988 (No. 167), Safety and Health in Agriculture Convention, 2001 (No. 184), Labour Inspection Convention, 1947 (No. 81),</p>

²¹⁴ ILO (2019), *Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023*.

	Labour Inspection (Agriculture) Convention, 1969 (No. 129).
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Annex 4: Lessons learned tables

Lesson learned 1: Capacity building workshops combined with tripartite South-South study tours are an effective method of capacity building for OSH and labour inspection

<p>Project titles</p>	<ul style="list-style-type: none"> • Reducing Worst Forms of Child Labour in Syria (SYR/16/01/RBS) • Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria (SYR/20/01/CEF) • Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation SYR/20/01/RBS) <p>Evaluator: Ms. Chantelle McCabe, December 2021</p>
<p>Context</p>	<p>Safety and health at work context</p> <ul style="list-style-type: none"> • Globally each year, 2.78 million workers die from work related injuries and illnesses, of which 2.4 million are disease related • Another 374 million suffer from non fatal work related injury and illnesses • The recent Covid-19 pandemic has made the issue of safety and health at work more relevant than ever before • In addition to incalculable human suffering, lost work days represent almost 4 percent of the world’s GDP per year <p>Capacity building undertaken by the three projects</p> <ul style="list-style-type: none"> • The projects carried out a series of capacity building workshops focusing on various aspects of OSH and labour inspection, particularly equipping labour inspectors to detect and deal with situations which are not in conformity with international labour standards or national legislation on child labour and labour inspection. • The RBSA OSH project planned to complement the capacity building workshops with two study tours – one to Jordan and one to Egypt – for tripartite participants to visit countries who have also experienced periods of protracted conflict and have moved forward, and to observe and be inspired by the automation of these labour inspectorates in neighbouring countries, and measures for voluntary compliance.
<p>Target users</p>	<p>National OSH Tripartite Bodies, Ministries of labour, Labour Inspectorates, Labour inspectors, OSH inspectors, Unions, Employers’ organisations, Enterprises</p>

<p>Challenges</p>	<ul style="list-style-type: none"> • Key informants and focus group discussants stated that although they appreciated the rich technical content of the workshops, they found it challenging to apply this knowledge without practical follow up – either practical application exercises during the workshops, or participation in study tours. Theory needs to be combined with practical application for effective capacity building. • It took several months to get visas for Egypt, so the planned study tour was postponed and ultimately took place outside the project timeline. In the end, visas were not obtained for the social partners, so only MOSAL representatives took part in the study tour, so was unable to be undertaken on a tripartite basis.
<p>Success</p>	<p>The capacity building workshops promoted awareness raising about international labour standards, technical advice on compliance of Syrian laws with international labour standards</p> <ul style="list-style-type: none"> • The projects worked with tripartite constituents to ensure that the safety and health of workers is afforded greater priority and that national OSH policies and practices are aligned with international labour standards such as: <ul style="list-style-type: none"> ○ Occupational Safety and Health Convention, 1981 (No. 155), ○ Occupational Health Services Convention, 1985 (No. 161), ○ Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), ○ Safety and Health in Construction Convention, 1988 (No. 167), ○ Safety and Health in Agriculture Convention, 2001 (No. 184), ○ Labour Inspection Convention, 1947 (No. 81), ○ Labour Inspection (Agriculture) Convention, 1969 (No. 129). • The study tours to Jordan and Egypt provided participants with practical follow up to the theory they learned in the capacity building workshops. <p>Tripartism</p> <ul style="list-style-type: none"> • Working together with social partners - Labour inspection systems need to develop mechanisms and areas of cooperation with their social partners and their representative organizations, which will improve their acceptance and enhance the economics of labour inspection at the enterprise level. <ul style="list-style-type: none"> ○ Where possible, capacity building workshops and study tours were undertaken on a tripartite basis, involving the constituents at all levels. For example, the study tour to Jordan was conducted on a tripartite basis, encouraging MOSAL, DCI and unions to see how they could work together to improve workers' safety and health.

	<p>Tripartite South-South learning</p> <ul style="list-style-type: none"> • Support the institutional development of labour inspection through international networks - Jordan and Egypt were selected for study tours because these countries previously had weak labour inspectorates, so Syria could be inspired seeing how other countries which had a similar context have moved on and adapted their labour inspectorates accordingly. • Promoting an exchange of good practices and initiatives to improve labour inspection efficiency – <ul style="list-style-type: none"> ○ The study tour to Jordan gave participants an opportunity to see some initiatives that could be implemented in Syria without external support, e.g. Jordan has an OSH award of excellence which is given to companies who take the initiative to voluntarily comply with OSH laws ○ The study tour to Egypt gave participants inspiration about automation of labour inspection. This involved seeing how Egypt had started with developing a simple labour inspection system with few resources and low cost procedures, improving inspection tools, training labour inspectors on these tools, and these labour inspectors went out to other provinces to train other labour inspectors. Again, some of the simpler aspects could be implemented in Syria without external assistance. MOSAL has expressed its interest to automate the labour inspection system in Syria. ○ The RBSA OSH project provided Syria’s labour inspectorate with OSH inspection equipment to initiate automation of some labour inspection functions: computers, workplace environmental monitoring equipment, such as sound level meters, temperature meters, light intensity meters, combustible gas detectors. The project also trained the officials how to use such equipment.
<p>ILO administrative issues</p>	<ul style="list-style-type: none"> • Apply for visas and other necessary permissions well in advance of planned study tours • Do capacity building workshops incorporate practical as well as theoretical sessions? • Do workshop sessions allow for adequate participation of workshop participants, so they can apply the theoretical knowledge?

Lesson learned 2: Project design in fragile states needs to take into account the practical realities of project implementation in such contexts

<p>Project titles</p>	<ul style="list-style-type: none"> • Reducing Worst Forms of Child Labour in Syria (SYR/16/01/RBS) • Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria (SYR/20/01/CEF) • Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation (SYR/20/01/RBS) <p>Evaluator: Ms. Chantelle McCabe, December 2021</p>
<p>Context</p>	<ul style="list-style-type: none"> • Protracted conflict, security concerns, things take much longer to accomplish • ILO financial system does not operate in Syria • Need government permissions to do lots of things, moving around country not simple, very limited fuel availability • Government stakeholders reluctant to engage via phone and email, prefer in person communications • Daily power cuts, limited internet access for some stakeholders
<p>Target users</p>	<p>Project designers, donors</p>
<p>Challenges</p>	<p>With respect to the time proposed for interventions, the RBSA child labour project was originally designed for 30 months (2.5 years), but only approved for 18 months. The UNICEF child labour project was approved for a 12-month time frame. The RBSA OSH project was approved for 15 months. Key informants unanimously agreed that these timeframes were inadequate and unrealistic to address the problems of child labour and occupational safety and health in a sustainable manner in the Syrian context.²¹⁵ When it came to implementation, outputs for all three projects were not always produced on time. The RBSA child labour project had three no-cost extensions, the UNICEF child labour project had implementation delays for outputs 2 and 3, and the RBSA OSH project had very rushed implementation for the final few months of the project. Key informants explained that delays were caused by multiple factors, which were largely out of the control of project stakeholders. First, there were some delays due to the pandemic response, which meant some activities were delayed during lockdowns in 2020 and 2021. Second, government approvals were required to carry out various tasks associated with project implementation, particularly for civil society partners. The National Project Coordinator had very good relationships with government stakeholders, which was helpful, but it was not always easy to get timely permissions for implementation of activities. Another example was the study tour to Egypt, which was meant to be tripartite but unfortunately visas were only issued for the government</p>

²¹⁵ Key informant interviews.

stakeholders, not the social partners. In the end this study tour took place after the closure of the RBSA OSH project. Third, there were the **practical realities of implementing in a fragile state**. Several interviewees noted for example that simple activities such as a hotel reservation that might otherwise take days in other contexts would take weeks in Syria. Another example provided was that due to the extreme fuel shortage and uncertainty in Syria, transportation would be delayed for project participants to come to Damascus from governorates such as Rural Damascus, Aleppo and Homs.²¹⁶ Fourth, **quality policy work takes time** to accomplish and validation with stakeholders adds another layer of time, which was ultimately insufficient. For example, the RBSA OSH project sought to draft and approve the National OSH Policy within the project timeline, which was not possible. Instead, there is a draft policy which is a basis for consultation and validation, development into a final policy in order to seek final approval.

The **project design documents allocated one management staff in Syria for the three projects, the National Project Coordinator**. Key informants unanimously stated that there were **insufficient staff on the ground in Syria**. In terms of administrative support, multiple attempts were made to hire administrative assistants to support the National Project Coordinator on the ground in Damascus. However, retention was an issue. Key informants thought this was due to both the level of the post (G-5) and the short term nature of the contracts (only months at a time), and a series of post holders moved on quickly to higher graded, longer-term positions at other UN agencies in Syria. This meant that the NPC was without administrative support on the ground in Damascus for around half the duration of the three projects. This added to an already overwhelming workload for the NPC, with many administrative tasks needing to be undertaken in Damascus. Where possible, the ROAS Programme Officer and Programme & Administrative Assistant provided remote programmatic and administrative backstopping from Beirut to help alleviate this pressure, such as for issuance of contracts, dealing with suppliers, making payments. Where possible, such support was timely. However, these staff were also backstopping other countries in the region, and sometimes overwhelmed with other work, so when coupled with bureaucratic ILO processes there were sometimes delays in implementation.²¹⁷ In terms of improving efficiency of staffing, multiple key informants suggested that a **more appropriate level of staffing would have been to have at least one international staff member, the National Project Coordinator and an administrative assistant in Syria, with technical and other backstopping from ILO ROAS and HQ as appropriate**. Several key informants suggested that the project could have benefited from even more staff than this.²¹⁸

²¹⁶ Key informant interviews.

²¹⁷ Key informant interviews.

²¹⁸ Key informant interviews.

	<p>Regarding the adequacy of the project design documents themselves, there appears to be a systemic issue that is not specific to these two particular RBSA projects. For instance, the RBSA template does not contain key ILO PRODOC template elements,²¹⁹ such as a theory of change, logical framework, or monitoring and evaluation matrix, which would typically be required for development cooperation projects. The UNICEF project has a Concept note that contains the following ILO PRODOC template elements: background and justification, project strategy, and output based budget. However, it does not contain a risk analysis, monitoring and evaluation plan, management arrangements, theory of change, or logical framework. Again, this may be a systemic issue based on the particular template used. The inclusion of a risk analysis and risk mitigation strategy in the UNICEF design document would have helped to plan for and mitigate against potential challenges in the complex implementation environment of Syria. The inclusion of logical frameworks and monitoring and evaluation frameworks for the three projects could have helped with planning of timing of activities and their systematic monitoring to potentially avoid problems of timely implementation and readjustment of project timeline accordingly.</p> <p>Key informants stated that the project monitoring for both the RBSA child labour and OSH projects happened orally at regular intervals.²²⁰ The RBSA child labour project had a mid term written progress report but the RBSA OSH project did not.²²¹ Only the RBSA OSH project had a final progress report. The UNICEF child labour project had a mid-term²²² and final progress report, together with financial reports, as specified in the MOU between UNICEF and ILO.²²³ The ILO ROAS Monitoring and Evaluation Unit was in theory available for backstopping the monitoring function, but key informants stated that in practice it was unavailable to provide this support for Syria, with one key informant stating that it was overwhelmed with support to other countries in the region.²²⁴ Key informants also stated that RBSA projects do not have a formal monitoring requirement.²²⁵ In conclusion, the monitoring of project performance and results was only regular and systematic for the UNICEF child labour project. However, the RBSA projects could have both benefited from a written mid-term progress report to monitor project performance and results, to engage in further risk identification and mitigation strategies, and it would have been helpful</p>
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²¹⁹ ILO (undated), *Guide to the ILO PRODOC Template*.

²²⁰ Key informant interviews.

²²¹ Key informant interviews. ILO (2020), *Reducing Worst Forms of Child Labour Among Children Affected by the Crisis in Syria, Final Report*.

²²² ILO (2021), *Semi-Annual Progress Report for the period of 1 September 2020 to 1 March 2021 for the project Adopting a Holistic Approach to Fighting Child Labour & Enhancing Access to Livelihoods for Affected Communities in Syria*.

²²³ UN Agency to UN Agency Contribution Agreement Between ILO and UNICEF – Syria – to implement the project “Adopting a multi-sectoral approach to fighting child labour and addressing multiple vulnerabilities in two governorates in Syria”, September 2020.

²²⁴ Key informant interviews.

²²⁵ Key informant interviews.

	<p>to have a written final progress report for the RBSA child labour project.</p> <p>Multiple key informants stated that the project impact could have been improved with more resources. All of the projects had small budgets – the RBSA child labour project had a budget of \$1 million USD, the UNICEF child labour project had only \$250,000, and the RBSA OSH project had \$600,000. One key informant noted that some RBSA OSH project activities were initially removed due to budget constraints. The situation in Syria is very particular and this affected the pace of implementation. Numerous stakeholders referred to the fact that implementation would take at least four times the amount of time to implement in Syria than in other countries. Some offered illustrations of the difficulties in coordinating on the ground in Syria, such as the fact that there are only two hotels approved by DSS, limiting the options for workshop venues and availability. Another example was security issues, which limited the ability of some participants to come to Damascus for project activities. Other stakeholders highlighted ILO processes that created unnecessary delays, compounding the already difficult implementing environment. Yet, each project had very short implementation times – 18, 12 and 15 months respectively. Multiple key informants noted that child labour projects need longer timeframes, emphasizing the importance of following up with child labourers, their families, and other stakeholders to ensure ongoing impact. Key informants also expressed interest in scaling up the projects to more governorates in Syria, to achieve greater impact in a wider geographic area.</p>
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<p>Success</p>	<ul style="list-style-type: none"> • The projects did the best they could with the resources and time available. • All three projects benefited from the technical expertise and language skills of the National Project Coordinator, a Syrian national with bilingual Arabic/English, with excellent skills building and managing relationships on the ground in Syria with the tripartite constituents, UN partners, and local implementing partners. All tripartite stakeholders and numerous key informants expressed their appreciation to the National Project Coordinator for her efforts.²²⁶ • Notwithstanding the challenging implementation context, the three projects carried out 24 capacity building workshops, which built the capacity of tripartite stakeholders, labour inspectors, local NGOs, UN partners, child labourers and their families in the areas of child labour and occupational safety and health.
<p>ILO administrative issues</p>	<ul style="list-style-type: none"> • Do you have sufficient and appropriate ILO staff on the ground to get practical things done in a challenging implementation context? • Do you have adequate implementation time i.e. appropriate for fragile state context? • Do you have a risk identification register with a risk mitigation strategy with provision for regular reviews? • Stakeholders need support to participate in project – financial, logistics, technical.

Annex 5 - Evaluation matrix

Criteria	Proposed final evaluation questions ²²⁷	Methods	Target groups	Triangulation
Relevance				
<p>Relevance and strategic fit</p>	<ul style="list-style-type: none"> • Is the projects’ design adequate to address the problems at hand? • Were the project objectives and design relevant given the political, economic, and financial context? • How have ILO’s works in occupational safety and health and child labour been perceived and positioned within the overall Humanitarian-Development-Peace Nexus in Syria, particularly in relation to the UN humanitarian response? <ul style="list-style-type: none"> ○ <i>How have ILO’s works in occupational safety and health and Child Labour fitted into the</i> 	<p>Semi-structured interviews (individual and group)</p> <p>Desk review</p>	<p>ILO technical advisors and project staff</p> <p>Key international and national partners</p>	<p>Semi-structured interviews (individual and group)</p> <p>Secondary analysis review, particularly project reports and documentation activities</p>

²²⁶ Key informant interviews.

²²⁷ Key evaluation questions are in bold. ILO framework for analysis is in italics.

	<p><i>Humanitarian-Development-Peace Nexus in the country?</i></p> <ul style="list-style-type: none"> ○ <i>How well have the projects been integrated into the UN humanitarian response and its processes, particularly in relation to UN reform efforts?</i> <ul style="list-style-type: none"> ● How do they contribute to the ILO's Programme & Budget objectives, Country Programme Outcomes, and SDGs? <ul style="list-style-type: none"> ○ <i>Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the Project deal with shortcomings of tripartism characteristic of the region?</i> 			
Coherence and validity of design	<ul style="list-style-type: none"> ● <i>Are the project strategies and structures coherent and logical (what are logical correlations between the overall objective, outcomes, and outputs)?</i> ● <i>Do the projects make use of a monitoring and evaluation framework?</i> ● <i>How appropriate and useful are the indicators in assessing the projects' progress? If necessary, how should they be modified to be more useful?</i> ● <i>Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?</i> ● <i>To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns, including inclusion of people with disabilities, relevant to the project context as well as International Labour Standards and Social Dialogue?</i> ● <i>How well do the project designs take into account local efforts already underway to address the respective issues in Syria? Does the projects' design fill an existing gap that other ongoing interventions have failed to address?</i> 	<p>Semi-structured interviews (individual and group)</p> <p>Desk review</p>	ILO project staff	<p>Semi-structured interviews (individual and group)</p> <p>Secondary analysis review, particularly project reports and documentation activities</p>
Effectiveness				
Project progress and	<ul style="list-style-type: none"> ● How have the projects contributed towards projects' goals? <ul style="list-style-type: none"> ○ <i>What progress have the</i> 	Semi-structured interviews	ILO project staff	Interviews with tripartite

<p>effectiveness</p>	<p><i>projects made so far towards achieving the overall objectives and outcomes? (analysis of achievements and challenges by outcome is required) In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?</i></p> <ul style="list-style-type: none"> • To what extent did they contribute to the ILO’s Programme & Budget, Country Programme Outcomes, and more largely SDGs? <ul style="list-style-type: none"> ○ <i>To what extent did the projects contribute to the intended results of ILO Programme & Budget 2020-21?</i> ○ <i>How did outputs and outcomes contribute to ILO’s mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?</i> • Did the projects reach the expected number of targeted groups? <ul style="list-style-type: none"> ○ <i>To what extent did synergies with and operation through local organizations help to ensure the sustainability of the impact of the projects i.e. through building capacity?</i> • Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? • What concrete improvements and changes have taken place as a direct result of the projects? <ul style="list-style-type: none"> ○ <i>To what extent did the projects respond emerging needs in terms of COVID-19 pandemic? Did the pandemic hinder or reverse the progresses that had been made?</i> 	<p>(individual and group)</p> <p>Desk review</p>	<p>Key direct beneficiaries</p>	<p>constituents (MOSAL, General Federation of Trade Unions, Federation of Syrian Chambers of Industry, Damascus Chamber of Industry)</p> <p>Secondary analysis review, particularly project reports and documentation activities</p> <p>Interviews with international partners</p>
<p>Effectiveness of management arrangements</p>	<ul style="list-style-type: none"> • <i>What was the division of work tasks within the project teams and between the agencies? Has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not,</i> 	<p>Semi-structured interviews (individual and group)</p>	<p>ILO project staff</p>	<p>Semi-structured interviews (individual and group)</p>

	<p><i>why not?</i></p> <ul style="list-style-type: none"> • <i>How effective was communication between the project teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?</i> • <i>How effectively do the project managements monitor project performance and results? Do the projects report on progress in a regular and systematic manner, both at regional level?</i> 	Desk review		Secondary analysis review, particularly project reports and documentation activities
Efficiency				
Efficiency	<ul style="list-style-type: none"> • How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time and management staff? <ul style="list-style-type: none"> ○ <i>To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?</i> ○ <i>To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?</i> ○ <i>How could the efficiency of the projects be improved?</i> ○ <i>What was the role of the projects in resource mobilization? Given the country's context, what can ILO do differently in resource mobilization?</i> 	Semi-structured interviews (individual and group) Desk review	ILO project staff	Semi-structured interviews with ILO project staff Secondary analysis review, particularly project reports and documentation activities
Impact				
Impact	<ul style="list-style-type: none"> • To what extent have the projects contributed the capacity of the constituents? • How could the project impact have been improved? <ul style="list-style-type: none"> ○ <i>What is the likely contribution of the project initiatives to the</i> 	Semi-structured interviews (individual and group) Desk review	ILO project staff	Semi-structured interviews with ILO project staff Secondary

	<p><i>stated objectives of the intervention?</i></p> <ul style="list-style-type: none"> ○ <i>What were the interventions' long-term effects on more equitable gender relations or reinforcement of existing inequalities?</i> ○ <i>How did projects contribute to realisation of International Labour Standards in Syria?</i> 			analysis review, particularly project reports and documentation activities
Sustainability				
Sustainability	<ul style="list-style-type: none"> • Will the project's effects remain over time? • Will the project's activities/services continue to be provided after the funds have completely been expended? <ul style="list-style-type: none"> ○ <i>Are the results achieved by the projects likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the projects? How will activities and/or management structures be financed when the project ends?</i> ○ <i>To what extent was sustainability of impact taken into account during the design of the project?</i> ○ <i>To what extent are national partners able and willing to continue with the project? How effectively has the project built national ownership? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at end of project?</i> 	<p>Semi-structured interviews (individual and group)</p> <p>Desk review</p>	<p>ILO project staff</p> <p>National partners</p>	<p>Semi-structured interviews (individual and group)</p> <p>Secondary analysis review, particularly project reports and documentation activities</p>
Lessons learned and good practices				
Lessons learned and good practices	<ul style="list-style-type: none"> • What lessons learned and good practices can be learned from the project that can be applied to similar future projects? <ul style="list-style-type: none"> • <i>If it were possible, what could have been implemented differently for greater relevance, sustainability,</i> 	<p>Semi-structured interviews (individual and group)</p> <p>Desk review</p>	<p>ILO project staff</p> <p>Project beneficiaries</p>	<p>Semi-structured interviews (individual and group)</p> <p>Secondary analysis</p>

	<i>efficiency, effectiveness and impact?</i>			review, particularly project reports and documentation activities
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Annex 6: Terms of reference

INTERNATIONAL LABOUR
TECHNICAL COOPERATION



ORGANIZATION

**Terms of Reference (ToR) for Final Independent Cluster Project Evaluation in
Enhanced capacity of government and social partners to reduce child labour and improve
occupational safety and health**

KEY FACTS	
TC Symbol:	SYR/16/01/RBS (106372) SYR/20/01/CEF (107830) SYR/20/01/RBS (107702)
Countries:	Syria
Project title:	<ol style="list-style-type: none"> 1. Reducing Worst Forms of Child Labour in Syria 2. Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria 3. Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation
Duration:	<ol style="list-style-type: none"> 1. 18 months 2. 12 months 3. 15 months
Start Date:	<ol style="list-style-type: none"> 1. 1st May 2019 2. 1st September 2020 3. 1st August 2020
End Date:	<ol style="list-style-type: none"> 1. 30th November 2020 2. 30th September 2021 3. 30th October 2021

Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	Regional Office for the Arab States (ROAS)
Collaborating ILO Units:	Fundamental Principles and Rights at Work (Branch) (FPRW) DIALOGUE LABADMIN/OSH
Evaluation requirements:	Final Independent Evaluation
Donor:	1. RBSA Funding 2. UNICEF 3. RBSA Funding
Budget:	1. USD 1 million 2. USD 250,000 3. USD 600,000

1. Background

Occupational safety and health (OSH) has always been recognized in Syria for its role in the socio- economic development. Syria was the second country from the Arab region to ratify the Occupational Safety and Health Convention, 1981 (No. 155). Based on the Government’s request for relevant technical assistance, the ILO conducted in 2009 a comprehensive assessment of labour inspection and occupational safety and health, which revealed a number of gaps and weaknesses that needed to be addressed in order to enhance effectiveness of labour inspection and occupational safety and health and ensure conformity with the relevant ratified conventions. A comprehensive reform plan was then developed, and a new labour law issued in 2010, which included significant positive changes in terms of occupational safety and health.

Nonetheless, conflict in Syria resulted in massive destruction of the country’s infrastructure and weakened the institutional capacity of the public institutions, with significant impacts on the labour inspectorate. The armed conflicts continue to cause tremendous human suffering to people both inside and outside the country, resulting in the biggest humanitarian and refugee crisis of our time, depriving millions of people of the means of making a living to feed their families or compromising their fundamental labour rights and minimum safety and health requirements.

Additionally, children have been affected and made more vulnerable through an increase in levels of child labour since the beginning of the conflict. Although systematic information is not available, there is agreement among humanitarian actors that thousands of children are engaged in child labour. Anecdotal evidence suggests that many of them are engaging in hazardous forms of child labour. These include work in hazardous environments such as unprotected construction sites,

exposure to extreme heat or cold, exposure to chemicals, long hours of work and working in conditions that make the child vulnerable to abuse and exploitation. Their working conditions have been even worsened with the conflict.

In response to the increasing incidence of child labour in the humanitarian context, the government, several UN agencies and NGOs have attempted to address the issue mainly by integrating child protection. The Government has also developed a draft national action plan to address the issue through a multi-faceted approach. With their combined efforts, stakeholders on the ground have been able to mitigate child labour in some areas to some extent. However, specific technical expertise has been needed to develop holistic and sustainable solutions to the issue, not only building on what has been achieved through the humanitarian response but also through additional interventions linking child labour to livelihoods, education, labour inspection and child protection. ILO has been closely working with the Ministry of Social Affairs and Labour as well as other UN agencies to respond the increasing needs to reduce and prevent child labour.

2. Projects Background

1. *Reducing Worst Forms of Child Labour in Syria*

In 2019, ILO commenced a Regular Budget Supplementary Account (RBSA) project, “Reducing Worst Forms of Child Labour in Syria”. It mainly focused on hazardous work, which are among the Worst Forms of Child Labour (WFCL) as per ILO Convention 182. It also aimed to complement and build on the ongoing interventions undertaken by actors and stakeholders on the ground. It took into consideration the priorities identified in the draft National Action Plan to Eliminate Child Labour endorsed by the Ministry of Social Affairs and Labour, and on the Syria Humanitarian Response Plan, particularly to its Protection objectives. It also contributed to the objectives of the Early Recovery and Livelihoods Sector and the Education Sector. Where needed, it engaged with public institutions that provide services to affected communities such as schools, education directorates, social service and labour directorates. Projected completed in November 2020. The project objectives and activities are as follow,

Overall Objective: Reduce the worst forms of child labour among vulnerable communities in Syria through an integrated, systemic approach combining the humanitarian response and existing national systems.

Immediate Objective 1: Enhanced information available for planning and programme interventions.

Activity 1.1: Review existing data collecting systems within UN agencies and enhance them in order to gather child labour related information.

Activity 1.2: Conduct focused child labour assessments carried out to assess need at the national level according the mechanisms agreed upon with the government side and conduct a mini assessment of child labour to serve to strengthen the response mechanism.

Immediate Objective 2: Child Labour effectively integrated in humanitarian interventions.

Activity 2.1: Train members of the CPWG, staff, contractors and volunteers of UN agencies, Government counterparts and partner organizations on addressing and preventing the worst forms of child labour.

Activity 2.2: Develop Occupational Safety and Health checklists and tools to address and prevent child labour within programmes directly or indirectly supported by UN agencies.

Activity 2.3: Develop tools for linking child labour with livelihood and school feeding interventions with the support of United Nations agencies.

Activity 2.4: Develop and roll out “child labour free livelihoods” package.

Activity 2.5: Contextualise and roll out “Child Labour in Emergencies” toolkit.

Activity 2.6: Develop and roll out a revised manual for Multi Service Platforms and Child Friendly Spaces, which integrates child labour concerns.

Immediate Objective 3: Local capacity to prevent and address child labour enhanced.

Activity 3.1: Train and build the capacity of labour inspectors and social workers on monitoring child labour and referring children to appropriate services.

Activity 3.2: Provide technical support to establish a national coordination mechanism on child labour.

Activity 3.3: Review and strengthen the referral pathways for cases of child labour.

Immediate Objective 4: Enhance vocational training opportunities for youth and parents of child labours as an exit point from child labour.

Activity 4.1: Conduct consumer surveys and establishment surveys to define skills on demand and design training interventions.

Activity 4.2: Provide skills training support to 2,000 families based on the TREE approach, with a special focus on children formerly associated with armed forces and groups.

Activity 4.3: Implement a comprehensive intervention for upgrading informal apprenticeship for 2,000 trainees.

Activity 4.4: Identify potential partners for training seminars from official and private training centres after evaluating them from government partners.

2. Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria

In September 2020, ILO launched another project with support from UNICEF, “Adopting a Multi-sectoral Approach to Fighting Child Labour & Addressing Multiple Vulnerabilities in two Governorates in Syria”. The focus was to protect Syrian children from child labour, including in its worst forms, while also facilitating access to livelihoods and employment for family members of child labourers. It was to expand the integrated and multi-sectoral approach that achieved the identification and referral of children to case management for removal and rehabilitation from the

worst forms of child labour in 2019. Overall, the project sought to reduce the incidence of worst forms of child labour in two governorates (Aleppo and Tartus) in Syria and enhance access of children involved in such labours to protection and basic child rights. As such the project proposed to complement existing child protection services provided under UNICEF and UNHCR programmes. On the upstream level, the project was to contribute to strengthening systems, policies and programmes to promote shared action against the worst forms of child labour in selected governorates. The project is to complete in September 2021.

The overarching project objective, outputs, and activities contributing to the objective are,

Overall objective: Reduce incidence of the Worst Forms of Child Labour in two governorates in Syria and provide specialized support for children involved in Worst Forms of child labour to access protection and realize basic child rights.

Output 1: Capacities of case managers to respond, identify and address children at risk of multiple vulnerabilities and/or children involved in worst forms of child labour strengthened

Activity 1.1: Assess and identify sectors with high prevalence of worst forms of child labour in each governorate

Activity 1.2: Identify 3 case managers and 1 supervisor in each governorate and provide them with trainings on WFCL, child protection case management systems and processes, and SCREAM

Activity 1.3: Train child labour social workers/ community facilitators specialists on the worst forms of child labour, child labour identification, outreach, case management and referrals and train child protection social workers/ community workers in partner agencies on identification and responding to worst forms of child labour cases.

Activity 1.4: Child labour integrated into relevant education activities provided to 180 children, using SCREAM and other materials.

Activity 1.5: Implementation of orientation sessions on Occupational Safety and Health (OSH) for children, their parents and employers

Output 2: Enhanced identification, referral and follow-up of children vulnerable to child labour through community centers.

Activity 2.1: Identify 180 children involved in worst of forms of child labour and provide them with complete case management services i.e. social assessment, care plan and referral to educational and other services.

Activity 2.2: Enrol 27 children in educational programmes or vocational programmes

Activity 2.3: Provide ex-labourers with psychosocial support and counselling services.

Activity 2.4: Based on the social inquiry report, link the family to livelihood opportunities or cash assistance schemes.

Output 3: Systems, policies and programmes strengthened to promote shared action against the worst forms of child labour in selected governorates

Activity 3.1: Support the Ministry of Social Affairs and Labour to develop new inspection tools, or update existing ones to integrate child labour

Activity 3.2: Support Ministry of Social Affairs and Labour to develop a national plan to address child labour through promoted compliance with the national legislation.

Activity 3.3: Train labour inspectors on the use of inspection tools and build their capacity and that of social partners on Fundamental Principles and Rights at Work, child labour and relevant international labour standards

Activity 3.4: Strengthen the capacity of national occupational safety and health inspectors to respond to the worst forms of child labour

Activity 3.5: Conduct a capacity building programme for government officials on child labour from an occupational safety and health perspective.

Activity 3.6: Build the capacity of workers' and employers' representatives on child labour and occupational safety and health , and relevant International Labour Standards

3. Mitigating COVID-19 workplace effects through improved occupational safety and health and promoted compliance with the national legislation

This RBSA project commenced in August 2020 to promoting labour standards and mitigate COVID-19 effects on workers and employers in Syria. This requires the government to strengthen labour inspection and occupational safety and health services and to enhance their effectiveness, which would contribute to reducing the risk of infection, and to the protection of workers' rights, particularly in terms of wages, working hours and occupational safety and health. The project intended to build on earlier results achieved with the ILO's support, including development of the current labour law and labour inspection tools and recent capacity building, including on mainstreaming gender in labour inspection, of most of labour inspectors, under the RBSA funded project on Reducing worst forms of child labour among children affected by the crisis in Syria. The project focuses on strengthening the institutional capacity of the labour inspectorate and building the capacity of its staff on modern labour inspection procedures and occupational safety and health, In addition, it was to also build social partners' capacities to enable them to engage in effective social dialogue aiming at promoting compliance with the national labour legislation and relevant ILS.

This project is to contribute Country Programme Outcome and concerned outputs with deliverables as follow,

Country Programme outcome 103: Enhanced capacity of the Government and social partners to promote compliance with the national legislation and to reduce the worst forms of child labour

Output 1.3: Increased institutional capacity of labour administrations

Deliverable 1: Assessment of the national labour inspection system, including gender gaps in labour inspection methodology, conducted

Deliverable 2: Tripartite workshop to present and validate findings organized

Deliverable 3: Labour inspection tools (checklists, templates, manuals...etc) updated from the perspectives of gender equality and violence and harassment in the world of work. The new tools and methods will be piloted in women-predominant sectors

Deliverable 4: National labour inspection policy drafted through a gender mainstreamed participatory process

Deliverable 5: Tripartite discussions to finalize the policy and action plan conducted

Deliverable 6: The national policy and action plan launched

Deliverable 7: Capacity building of labour inspectors and social partners on FPRW and relevant ILS conducted

Deliverable 8: A tripartite training workshop on gender-responsive labour inspection conducted in collaboration with the ITC/Turin Study tour, including for members of the NTC on gender mainstreamed occupational safety and health, for knowledge and experience sharing with relevant good practice countries conducted

Deliverable 9: Fellowships for participation in ITC courses on labour inspection and gender mainstreaming provided.

Deliverable 10: Inspectors provided with PPE against workplace hazards and infections

Output 1.4: Strengthened social dialogue and labour relations laws, processes, and institutions

Deliverable 1: Training activities to enhance the capacity of the members of the NTC on occupational safety and health to effectively engage in tripartite consultations on labour inspection, FPRW and ILS, including those that can promote gender equality, conducted.

Deliverable 2: Capacity building of the members and of the secretariat of the National Tripartite Committee on Occupational Safety and Health conducted and membership of the secretariat to be reviewed to ensure representation of women.

Deliverable 3: The tripartite labour inspection model reviewed and recommendations for enhancing its effectiveness provided in consultation with the NTC on occupational safety and health.

Output 7.2: Increased capacity of member states to ensure safe and healthy working conditions

Deliverable 1: National Occupational safety and health profile developed through a gender mainstreamed, participatory process

Deliverable 2: National occupational safety and health policy drafted through a gender mainstreamed, participatory process

Deliverable 3: Tripartite consultative workshop to discuss and finalize the national occupational safety and health policy conducted

Deliverable 4: The national occupational safety and health policy launched

Deliverable 5: Training on occupational safety and health principles, including violence and harassment in the world of work, and risk assessment for government labour inspectors conducted

Deliverable 6: occupational safety and health inspectors provided with workplace environmental monitoring equipment and trained on their use

Deliverable 7: Training on improving occupational safety and health in SMEs, for MOSAL's occupational safety and health inspectors, conducted in collaboration with the ITC, Turin

Deliverable 8: Fellowships for participation in occupational safety and health and gender mainstreaming courses organized by the ITC supported

Deliverable 9: Guidelines to promote workplace response to infections and epidemics developed

Deliverable 10: Awareness-raising material on occupational safety and health, including infographics and posters on COVID-19 preventive and protective measures, developed and disseminated

Deliverable 11: Tripartite workshop on effective monitoring of workplace compliance with occupational safety and health legislation and guidelines on COVID-19 prevention conducted

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3. Evaluation Background

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.

A cluster final evaluation is to be conducted for three projects. While each project has different focuses and approaches with different implementation period, all of them contributed to the overarching government capacity strengthening to promote compliance with the national legislation and to reduce the worst forms of child labour. This is aligned with ILO Country Programme Outcome SYR 103, "Enhanced capacity of tripartite constituents to promote compliance, improve occupational safety and health and eliminate worst form of child labour through social dialogue", while the first RBSA project partially contributes to another Country Programme Outcome SYR128, "Improved capacity of the government and social partners to deliver skills development training". Country Programme Outcome SYR 103 contributes to ILO's Programme and Budget for the Biennium 2020-21, specifically to Output 1.3, "Increased institutional capacity of labour administrations", Output 1.4, "Strengthened social dialogue and labour relations laws, processes and institutions", and Output 7.2, "Increased capacity of member states to ensure safe and health working conditions". Moreover, it is linked with Sustainable Development Goals 8, 10, 16 and 17.

The project documents state that a final evaluation will be conducted, which will be used to assess the progress towards the results, identify the main difficulties/constraints, assess the impact of the programme for the targeted populations, and formulate lessons learned and practical recommendations to improve future similar programmes.

4. Evaluation Purpose and objectives

The cluster final evaluation will be conducted to examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of three projects and provide recommendations for future similar projects, particularly in the area of child labour and occupational safety and health. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned and good practices.

The purpose of this evaluation is to:

- Assess to what extent the projects collectively contributed to overarching Country Programme Outcome and the Humanitarian-Development-Peace Nexus in Syria;
- Determine if the projects have achieved its stated objectives and explain why/why not;
- Examine the impact of the projects in terms of sustained improvements achieved;
- Provide recommendations on how to build on the achievements and the possible avenues/intended objectives and results of future relevant projects or phases;
- Document lessons learned, success stories, and good practices in order to maximize the experiences gained.

Specifically, the evaluation will examine the following aspects:

- **Changes in context and review of assumptions (relevance):** Is the projects' design adequate to address the problems at hand? Were the project objectives and design relevant given the political, economic, and financial context? How have ILO's works in occupational safety and health and child labour been perceived and positioned within the overall Humanitarian-Development-Peace Nexus in Syria, particularly in relation to the UN humanitarian response?
- **Results in terms of outcomes and outputs achieved (effectiveness):** How have the projects contributed towards projects' goals? To what extent did they contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs? Did the projects reach the expected number of targeted groups? Are the beneficiaries satisfied with the quality and delivery of services? If not, in what way did the services not meet with expectations and why? What concrete improvements and changes have taken place as a direct result of the projects?

- **Use of resources in achievement of projected performance (efficiency):** How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time and management staff?
- **Assessment of impact (impact):** To what extent have the projects contributed the capacity of the constituents? How could the project impact have been improved?
- **Sustainability:** Will the project's effects remain over time? Will the project's activities/services continue to be provided after the funds have completely been expended?

The evaluation will comply with ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines will be followed.

5. Scope of Evaluation

The evaluation will look at the project activities, outputs and outcomes to date within the wider context of the country and UN interventions. The geographical coverage is to be across the country, aligned with the scope of the projects. The evaluation should take into consideration the overall project duration (May 2019 – October 2021), existing resources and political and environmental constraints. As cross-cutting themes, the evaluation will also take specific note of integration of gender mainstreaming²²⁸, disability inclusion, International Labour Standard, social dialogue²²⁹, and environmental sustainability as well as contribution to SDGs and COVID-19 response²³⁰

6. Clients of Evaluation

The primary clients of this evaluation are ILO ROAS, ILO constituents in Syria, government entities, UN and NGO partners, SARC and the donors. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

7. Evaluation Criteria and Questions

The evaluation utilizes the standard ILO framework and follows the OECD/DAC evaluation criteria, as follows:

Relevance and strategic fit

²²⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf

²²⁹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746717.pdf

²³⁰ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

- ❖ How do they contribute to the ILO's Programme & Budget objectives, Country Programme Outcomes, and SDGs?
- ❖ Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the Project deal with shortcomings of tripartism characteristic of the region?
- ❖ How have ILO's works in occupational safety and health and Child Labour fitted into the Humanitarian-Development-Peace Nexus in the country? How well have the projects been integrated into the UN humanitarian response and its processes, particularly in relation to UN reform efforts?

Coherence and validity of the design

- ❖ Are the project strategies and structures coherent and logical (what are logical correlations between the overall objective, outcomes, and outputs)?
- ❖ Do the projects make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the projects' progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each objective and output realistic?
- ❖ To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns, including inclusion of people with disabilities, relevant to the project context as well as International Labour Standards and Social Dialogue?
- ❖ How well do the project designs take into account local efforts already underway to address the respective issues in Syria? Does the projects' design fill an existing gap that other ongoing interventions have failed to address?

Project progress and effectiveness

- ❖ What progress have the projects made so far towards achieving the overall objectives and outcomes? (analysis of achievements and challenges by outcome is required) In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- ❖ To what extent did synergies with and operation through local organizations help to ensure the sustainability of the impact of the projects i.e. through building capacity?
- ❖ To what extent did the projects contribute to the intended results of ILO Programme & Budget 2020-21?
- ❖ To what extent did the projects respond emerging needs in terms of COVID-19 pandemic? Did the pandemic hinder or reverse the progresses that had been made?

Efficiency of resource use

- ❖ To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to

- achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?
- ❖ To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?
 - ❖ How could the efficiency of the projects be improved?
 - ❖ What was the role of the projects in resource mobilization? Given the country's context, what can ILO do differently in resource mobilization?

Effectiveness of management arrangements

- ❖ What was the division of work tasks within the project teams and between the agencies? Has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not, why not?
- ❖ How effective was communication between the project teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?
- ❖ How effectively do the project managements monitor project performance and results? Do the projects report on progress in a regular and systematic manner, both at regional level?

Impact orientation

- ❖ What is the likely contribution of the project initiatives to the stated objectives of the intervention?
- ❖ What were the interventions long-term effects on more equitable gender relations or reinforcement of existing inequalities?
- ❖ How did projects contribute realisation of International Labour Standards in Syria?

Sustainability

- ❖ Are the results achieved by the projects likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the projects? How will activities and/or management structures be financed when the project ends?
- ❖ To what extent was sustainability of impact taken into account during the design of the project?
- ❖ To what extent are national partners able and willing to continue with the project? How effectively has the project built national ownership? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at end of project?

Lessons learned:

- ❖ What lessons learned and good practices can be learned from the project that can be applied to similar future projects?

- ❖ If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?

8. Methodology

This cluster evaluation is summative and mainly relies on the qualitative approaches to respond evaluation questions and fulfil the purpose. It consists of,

- **Desk review of existing documents:** The evaluator will conduct systematic analysis of existing documents and obtain existing qualitative and quantitative evidence prior to primary data collection. The desk review also facilitate assessment of the situation and available data to plan the evaluation and develop the inception report.
- **Key information interviews:** Online individual interviews will be conducted with a pre-agreed list of stakeholders who have in-depth exposure and understanding of the projects and their context. Interview guide(s) will be developed during the inception phase to stimulate a discussion on concerned evaluation questions.
- **Focus Group Discussion:** Small group discussions are conducted to explore views and opinions of direct and indirect beneficiaries related with projects and their results. Focus group discussion also serves to triangulate information and data that have been collected with other methods.
- **Preliminary finding briefing:** Upon completion of primary data collection, the evaluator will present preliminary findings to ILOs and selected stakeholders for validation. The evaluator will also collect further insight from the group to feed them into the final report.

Any changes to the methodology should be discussed with and approved by the REO during the inception phase.

9. Work Assignments

a) Kick-off meeting

The evaluator will have an initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

b) Desk Review

The evaluator will review project background materials before conducting any interviews. Documents to review include but not limited to ILO Programme and Budget, Humanitarian Response Plan, UNCT Framework for the Immediate Socio-Economic Response to COVID-19, Government Child Labour Action Plan, project

concept notes, workplans, progress reports, workshop reports, monitoring visit reports,

c) Inception Report

The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- Project background
- Purpose, scope and beneficiaries of the evaluation
- Evaluation matrix, including criteria, questions, indicators, data source, and data collection methods
- Methodology and instruments
- Main deliverables
- Management arrangements and work plan.

d) Primary Data Collection (Individual Interviews and Focus Group Discussions)

Following the inception report, the evaluator will have virtual meetings with constituents/ stakeholders together with an interpreter/enumerator supporting the process. Individual or group interviews will be conducted with the following:

- 1) Project staff/consultants that have been active;
- 2) ILO ROAS DWT Director, RPU, and Senior Specialists in Gender, Child labour, HQ backstopping specialists when available;
- 3) Interviews with national counterparts (government, public institutions, social partners, IPs, etc.);
- 4) Interviews with direct and indirect beneficiaries;

e) Debriefing

Upon completion of data collection, the evaluator will provide a briefing of preliminary findings to the Project teams, ILO DWT, ROAS, and major stakeholders to validate findings.

f) Final Report

The final report will follow the format below and be in a range of **35-40 pages** in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Key evaluation findings (organized by evaluation criteria)
9. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)

10. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible and the time and resource implications of the recommendations)
11. Lessons Learned (in prescribed template)
12. Potential good practices (in prescribed template)
13. Annexes (list of interviews, TORs, list of documents consulted, etc.)

The quality of the report will be assessed against the EVAL Checklists 4.2, 4.3, 4.4²³¹. The deliverables will be submitted in the English language, and structured according to the templates provided by the ILO.

10. Evaluation Timeframe

The evaluation is to commence in 20th September 2021 and complete in 10th December 2021. The following table describe the tentative timeline,

Responsible person	Tasks	Number of Working days
Evaluator & Evaluation Manager	Kick-off meeting	1
Evaluator	Desk review of documents related with projects	7
Evaluator	Drafting Inception report	4
Evaluation Manager	Review of inception report	3
Evaluator	Interviews	12
Evaluator with the logistical support of project staffs	Briefing of preliminary findings	1
Evaluator	Drafting report	12
Evaluator	Submission of the report to the evaluation manager	
Evaluation manager	Circulating the draft report to key stakeholders	
Evaluation manager	Send consolidated comments to evaluator	5
Evaluator	Developing Second Draft	3
Evaluation Manager	Review of Second Draft	3
Evaluator	Integration of comments and finalization of the report	1
Evaluation Manager	EVAL approval	5

Total estimated working days of consultant: 41 Days

²³¹ Link to Checklists can be found here:

<https://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>

11. Implications of the COVID crisis on the evaluation

The current COVID-19 pandemic severely restricts the mobility of staff and consultants. Based on the [matrix](#) developed by the ILO EVAL on the constraints and risks as measured against the criticality of the evaluation to the ILO, the evaluator will conduct this evaluation remotely relying on online methods such as online surveys, telephone or online interviews, whereas for some country components it will be feasible to use a hybrid face to face/remote approach for collecting data.

When and where relevant, evaluation questions will also be guided by the ILO protocol on collecting evaluative evidence on the ILO's Covid-19 response measure through project and programme evaluations, available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

The evaluation manager may propose alternative methodologies to address the data collection that will be reflected in the inception phase of the evaluation developed by the evaluation team. These will be discussed and require detail development in the Inception report and then must be approved from the evaluation manager.

12. Deliverable

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Stakeholder briefing and Powerpoint Presentation (PPP)
- Deliverable 4: Second Draft report
- Deliverable 5: Final evaluation report with separate template for executive summary and templates for lessons learned and good practices duly filled in (as per ILO's standard procedure, the report will be considered final after quality review by EVAL. Comments will have to be integrated)

13. Management Arrangement

The evaluator will report to the ILO REO in ROAS and should discuss any technical and methodological matters with the REO. The ILO ROAS office will provide administrative and logistical support during the data collection. The ILO ROAS office will coordinate with ILO Evaluation Office in HQ throughout the evaluation process. ILO EVAL approves and signs off on the final evaluation report.

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary, during the inception phase;

- Review project background materials (e.g. project document, progress reports).
- Prepare an inception report;
- Develop and implement the evaluation methodology (i.e. conduct interviews, review documents) to answer the evaluation questions;
- Conduct preparatory consultations with the ILO REO prior to the evaluation mission.
- Conduct field research, interviews, as appropriate, and collect information according to the suggested format;
- Present preliminary findings to the constituents;
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO ROAS;
- Prepare the final report based on the ILO, donor and constituents' feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the inception report, initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report, and executive summary;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The ILO REO²³²:

- Provides support to the planning of the evaluation;
- Approves selection of the evaluation consultant and final versions of the TOR;
- Reviews the draft and final evaluation report and submits it to EVAL;
- Disseminates the report as appropriate.

²³² The REO is also the Evaluation Manager.

The Project Coordinators are responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;
- Participating in the preparatory briefing prior to the assessment missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;
- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: ToR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken.

14. Legal and Ethical Matters

- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToRs is accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO” (See attached documents). The selected consultant will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

15. Qualification

The evaluator is expected to have following qualifications,

- Proven experience in the evaluation of development and humanitarian interventions
- Expertise in child labour and an understanding of the ILO’s tripartite culture, and knowledge of the Syrian context.
- High professional standards and principles of integrity in accordance with ILO Evaluation Policy and United Nations Evaluation Group Norms and Standards.
- An advanced degree in a relevant field.
- Proven expertise on evaluation methods, and the ILO approach.
- Full command of English. Command of the national language would be an advantage.
- The consultant should not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

- Previous experience in evaluations for UN agencies is preferred, particularly ILO.

Given the travel restriction due to the COVID-19 pandemic, the consultant who implements this evaluation remotely will work with a national interpreter/enumerator, who will provide necessary support for data collection.