Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities

Acronyms

CLM	Child Labour Monitoring
CLMS	Child Labour Monitoring System
CFS	Child Friendly Spaces
COVID-19	Coronavirus disease
CSO	Community Service Organisation
DOLSA	Department of Labour and Social Affairs
DWT	Decent Work Team
FGD	Focus Group Discussion
FPRW	Fundamental Principles and Rights at Work
HQ	Headquarters
IDPs	Internally Displaced Persons
ILO	International Labour Organisation
ILO ROAS	ILO Regional Office for Arab States
ILS	International Labour Standards
ISIL	Islamic State in Iraq and the Levant
ISIS	Islamic State of Iraq and Syria
KRG	Kurdistan Regional Government
KRI	Kurdistan Region of Iraq
KSC	Kurdistan Save the Children
LNOB	Leave No One Behind
MOLSA	Ministry of Labour and Social Affairs
M&E	Monitoring and evaluation
NAP	National Action Plan
NGO	Non Governmental Organisation
OECD/DAC	Organisation of Economic Cooperation and Development/Development Assistance Committee
OPD	Organizations of Persons with Disabilities
SCREAM	Supporting Children's Rights through Education, Arts and Media
SDG	Sustainable Development Goal
TAD	Al Tahreer Association for Development
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCT	United Nations Country Team
UNDIS	United Nations Disability Inclusion Strategy
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
US	United States
WFCL	Worst Forms of Child Labour

Executive summary

Years of conflict, displacement and destruction of infrastructure have increased the vulnerability of children in Iraq to child labour.[1] The Multi-Indicator Cluster Survey carried out by UNICEF in 2018 found that 7.3% of children aged 5-17 engaged in child labour. Boys aged 5 to 17 are disproportionately affected by child labour in Iraq, with 10.2% of them in child labour (versus 4.3% of girls). Overall, the Kurdistan region is more affected (10.3%) than federal Iraq, which is likely a reflection of the influx of Syrian refugees in the former region. Children living in rural areas are more than three times more likely to be child labour (13.9%) than children in urban areas (4.1%).[2]

Across Iraq, 5.9% of children are involved in hazardous work, one of the worst forms of child labour. For this category, the gender and location differentials are particularly pronounced, with boys close to four times more likely to be in hazardous child labour (9.2%) than girls (2.5%), and children in rural areas four times more likely to be in hazardous child labour (11.9%) than children in urban areas (3%).[3] According to the US Department of Labour, worst forms of child labour in Iraq include cross-border smuggling and drug and weapons trafficking; forced domestic work; forced begging, and commercial sexual exploitation sometimes as a result of human trafficking.[4]

An estimated one in five schools are out of use in heavily conflict-affected areas, leaving children at heightened vulnerability of child labour. IDPs are especially impacted, and a large proportion of internally displaced children (48%) are out of school.[5] There is a lower rate of enrolment of girls at the primary, intermediate and secondary levels and a higher dropout rates for girls.[6] In some rural areas, girls are prevented by their families to attend school, and the role of mother and caregiver is encouraged over participating in the formal workforce.[7]

In order to address these issues, the ILO developed the project: Tackling the Worst Forms of Child Labour Amongst IDPs, Refugees and Vulnerable Host Communities in Iraq. The overall objective of the project was that fewer vulnerable children are exposed to child labour in the target governorates of Dohuk and Ninewa, including for IDPs, refugees and vulnerable host communities. This was to be achieved through three outcomes: (i) Children involved in the worst forms of child labour are withdrawn and rehabilitated, and children at risk are prevented from engaging in child labour; (ii) Vulnerable children and families are better protected through a coherent and effective policy framework; and (iii) National and local capacities to address the worst forms of child labour are enhanced. The project was implemented over 30 months from 2020-2022.

This is an independent final evaluation of the project. Its purpose is to examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the project. It will document key achievements, challenges, lessons learned and good practices as well as make

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[1] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[2] TOR

[3] TOR

[4] U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq

[5] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[6] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.

[7] https://www.ohchr.org/en/stories/2021/01/right-education-girls-post-isil-iraq

recommendations in the area of child labour. The evaluation has looked at all project activities implemented from June 2020-December 2022. The geographical scope of the evaluation is country-wide, aligned with the scope of the projects, i.e. generally limited to the provinces where project activities were carried out i.e. Ninewa in federal Iraq and Duhok in the Kurdistan Region of Iraq for operational and Erbil and Baghdad for advocacy and policy. 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 from November 2022 to March 2023.

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 data via a desk review (see Annex 2 for a list of documents). Data has been triangulated where possible. The evaluation was limited by language barriers, and a national consultant conducted the four focus group discussions, as well as around 12 of 21 total key informant interviews.

The evaluation found that the projects' objectives and designs were highly relevant given the constituents' and target populations' needs and political, economic and social context in Iraq. Overall, the project objectives were very well aligned with the framework of the ILO Decent Work Country Programme in Iraq, the ILO's Programme and Budget, and the Sustainable Development Goals. The project strategies and structures were coherent and logical to a high degree, as they aimed to support government institutions and specialized local NGOs to jointly address the root causes of child labour, including conflict and poverty. The approach was three pronged, through provision of direct services in pilot governorates with high populations of IDPs and refugees (one in federal Iraq, one in Kurdistan Region of Iraq), technical support to law and policy reform, and capacity building and awareness raising of national stakeholders and beneficiaries. The project focused on particularly vulnerable groups subject to discrimination (IDPs, refugees and vulnerable host communities). However, the project design did not adequately take into account gender equality concerns or inclusion of persons with disabilities, which would have been highly relevant given the gendered and disability impacts of worst forms of child labour (boys disproportionately affected by worst forms of child labour, girls disproportionately affected by trafficking, children engaging in worst forms of child labour become disabled through exposure to hazardous work).

The evaluation found that the project has been effective in many ways, with achievement of its stated objective and outcomes, and exceeding multiple targets. With respect to ILO's cross cutting policy drivers, this evaluation found that the implementation phase of the project contributed to gender equality in modest ways. There was some data collection disaggregated by gender, and monitoring of involvement of men, women, boys and girls in project activities. However, in terms of substantive contribution to gender equality, the project did not explicitly seek to target boys disproportionately affected by worst forms of child labour, and it stated that it was too difficult to access girls disproportionately affected by forced domestic work. There were some attempts to address the disproportionate access of girls to education[8] and of women to employment.[9] Regarding international labour standards, these were central to the

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[8] Including for example Sana – see project video, "A renewed chance at childhood, education and a productive family: Sana's story". https://www.ilo.org/beirut/media-centre/multimedia/WCMS_860937/lang--en/index.htm

[9] Including targeting women for vocational training in sewing.

project, particularly the fundamental ILO Conventions relevant for child labour. These guided project technical advice regarding law and policy reform, as well as capacity building and awareness raising. With respect to social dialogue, the project sought to mainstream this into the piloting of direct child labour services at governorate level via establishment of the child labour monitoring system and its CLMS committees, which encouraged multi-stakeholder participation, including of tripartite constituents (although employers' organisations were involved in a minimal fashion, rather than systematically). The project itself was a pilot in many aspects, essentially a first-time attempt at a structured approach to child labour in Iraq, with testing, setting up systems, processes, and narratives. The project responded appropriately to changing contexts, including the pandemic response which began soon after project implementation. There were some unintended consequences of the project, such as organized crime associated with child labour attempting to avoid detection.[10] Key informants thought that the project did not receive adequate administrative or programme support from the ILO backstopping units, but that it did receive adequate technical backstopping.

Regarding efficiency, the evaluation found that the project results justify the time, financial and human resources invested in the project. The project was largely cost efficient, with approximately 20% of the budget remaining to be spent, limited to staff salaries, travel, and M&E predetermined by the donor for the last extension. Savings were due to adjustments in how project activities were implemented due to the pandemic restrictions. However, several key informants had the perception that ILO payment rates were not competitive with other UN agencies, which tended to offer higher graded posts for work of a similar nature, which impacted the project's ability to retain project staff, both at ILO and partner levels. Regarding time, some project outputs were delayed due to the pandemic restrictions, and central government approvals. However, the project received an extension of time (from 20-30 months), and the project was able to exceed multiple targets. Generally, the perception of key informants was that the project delivered on time, notwithstanding these delays. In terms of human resources, the project design document allocated one Chief Technical Advisor and one full time Programme Assistant in Iraq, both based in Erbil, with technical and other backstopping from ILO ROAS and HQ as appropriate. In practice, there were difficulties in recruitment and retention for the administrative assistant position (including type and length of contract), so overall there was a gap of total 15 months without anyone assigned to this post,[11] which impacted the workload on the remaining staff member.

Assessing the impact of the work of ILO can be challenging, given its essentially long-term normative nature. However, while achieving impact remains very much work in progress in the current country context, the evaluation finds that work undertaken under the project to date has both demonstrated impact in some key areas and laid important foundations for longer term impact. The following examples hold potential to significantly contribute over time to a broader and longer-term enjoyment of rights in Iraq. (i) Increased knowledge and capacities of CSOs and government officials in areas such as Iraq's international labour standards obligations

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[10] One key informant pointed out that this is a confirmation of the CLMS's effectiveness. Normally, pushing crime from its usual "habitat" is a sign of effective remedial or preventive work, although it may create additional protection risks for the victims/survivors. What has been interesting in Iraq though that it has often been the children themselves, not the "organized criminals," devising new ways of avoiding the CLMS, indirectly providing another insight into the complexities of child labour as a passtime often preferred by the children themselves, in the absence of other options of spending their time meaningfully or of earning some pocket money for own use. This ties into the ILO partners' efforts to support Child friendly Learning Spaces as discussed elsewhere.

[11] 7 months post vacant, 8 months post reclassified. Multiple key informant interviews confirmed by documentation.

with respect to worst forms of child labour; (ii) Enhanced collaboration, networking and mutual support achieved between and among CSOs and local child labour stakeholders in both KRI and federal Iraq; (iii) Increased community level capacities of local CSOs and other child labour stakeholders who are directly on the frontline of worst forms of child labour violations; (iv) Moderation, at least temporary, of employer behaviours through the protection, observation and monitoring roles of ILO, officials and CSO stakeholders in enterprises; (v) Improvements, including through ILO and stakeholder advocacy, to the national legal and policy frameworks relevant for child labour, in line with Iraq's international labour standards commitments; (vi) A stronger profile for marginalized voices, (including refugees, IDPs, vulnerable host communities, child labourers, their families, women, youth) in national labour rights discourse through opportunities for participation in relevant meetings and labour rights training sessions on a range of themes critical to the Iraqi child labour context; (vii) An enhanced child labour rights knowledge base to inform advocacy and programme planning of multiple stakeholders in Iraq as a result of the development, dissemination and use of capacity building and technical assistance products by project stakeholders. Moreover the SCREAM training beneficiaries – child labourers, their families, civil society implementing 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.

As for sustainability, numerous stakeholders commented that it is difficult for such a short project to be sustainable, and it is difficult to predict how many children will remain out of work.[12] Yet, foundations have been laid so that various initiatives may be carried forward. For instance, the Child Labour Monitoring System has a longer term mechanism allowing for three to nine months follow up. Kurdistan Save the Children will continue this work in KRI using other funds. However, government ownership remains a work in progress. Multiple key informants stated that governmental partners in federal Iraq and KRI are willing to continue their efforts to tackle the worst forms of child labour after the project. However, technical assistance would continue to be needed, with capacity and ownership an issue, and the government partners do not seem committed to co-funding at this stage. In terms of the policy level, the project technical input to draft national legislation has durably embedded international labour law standards in Iraq's national law and policy framework, as well as in the Kurdistan regional law and policy framework. Several key informants emphasized the contribution to sustainability that would be provided by the new global interagency child labour toolkit. By building the capacity of the key child labour actors at central and KRI levels, the project has laid foundations for national sustainability in future. One of the main messages that the project was able to promote was the move away from a punitive approach to child labour, arresting children and punishing employers, to a holistic approach encompassing return to school and skills development and employment support for families. in general the NGO sector would not be able to continue their efforts without funding, and project staff have generally all left by now. However, Kurdistan Save the Children would continue supporting the child labour hotline, providing case

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[12] Key informants stated that since monitoring the cases and follow-up has a huge budget, they could not track the cases to learn who remained out of work. One key informant stated that the following factors have affect on remaining children out of work: (i) amending the national laws prohibit child labour and tackle the root causes; (ii) regular workplace monitoring and inspection; (iii) raising awareness within the community and amongst employers and caregivers about the negative effects of child labour on the children's mental, physical and societal abilities; (iv) improving families' economic situation; (v) providing school supplies and necessities for children to stay at school and continue their study; (vi) establishing a child labour monitoring system at district and sub-district level; (vii) enhancing the vocational training centers to train and find employment for siblings, caregivers and parents of child labourers.

management, and providing a monthly stipend to families of children who remain out of work – on the condition that their children remain in school.

The evaluation drew two lessons learned: (i) leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals; and (ii) child labour has important gender equality aspects which if focused on can increase impact. The evaluation found two good practices: (i) a holistic approach to addressing worst forms of child labour that addresses its root causes yields high returns; and (ii) piloting of direct services to combat child labour in targeted governorates for scaling up to national level.

The evaluation made ten recommendations, including the following:
1. Develop proposals for donor funding to continue with the integrated approach to address worst forms of child labour - focusing on protecting families and children rather than punishing them – by expanding to the national level (whilst also continuing to engage in KRI), including through:
    a. Continuing with technical assistance at the law and policy level to
        i. align appropriate instruments and mechanisms with international labour standards and to durably embed these in national and regional frameworks; and
        ii. address implementation and enforcement of legislation.
    b. Scaling up the CLMS to national level, continuing to focus on addressing root causes of child labour, including conflict and poverty, through referrals for
        i. psycho-social support to refugees, IDPs and vulnerable host communities,
        ii. enhancing access to education for child labourers (through SCREAM and CFLS), and
        iii. to employment for their families (through vocational skills training – including in non-gender-stereotypical occupations, apprenticeships, and small business grants for adults and young persons of working age).
    c. Continuing capacity building of key national stakeholders, and awareness raising of local communities, with an increased focus at Baghdad level.
2. Develop proposals for donor funding to scale up the Child Labour Monitoring System to national level, including through
    a. Identification of vulnerable children who are in or at risk of child labour and provide them with referrals to appropriate support and services with the involvement of relevant institutional and community actors (see 1.b above)
    b. Establishment of governorate level CLMS committees in further governorates
    c. Building in sustainability, including through production of a CLMS manual with capacity building materials, and designing an exit strategy to hand over responsibility to the government
    d. Placing more emphasis on building resilience through social dialogue involving all three tripartite constituents at all levels.
3. Leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals, including through:
    a. Considering a partnership with UNHCR in future work to address child labour in refugee and IDP children to leverage their expertise in working with these populations, as well as with school drop outs. Consider their civil

documentation work as a potential entry point for child labour initiatives, as well as collaborating on case management services, data sharing, and learning from UNHCR's experience in engaging youth and adolescents in non gender-stereotypical training/skills development.

b. Foster explicit linkages between child labour projects and other relevant ILO projects in Iraq, such as the PROSPECTS Programme, to leverage its focus on the nexus between protection, work and education, as well as partnerships with UNICEF, UNHCR and the World Bank. Seek opportunities to integrate the child labour portfolio into the broader ILO portfolio, with a view to achieving greater impact and sustainability.

4. Address gendered impacts of child labour, including through:
   a. Targeting forced domestic work among the girls by focusing on what is needed to monitor and access domestic settings.
   b. Continued targeting of sectors and industries where boys are engaged in worst forms of child labour.
   c. Any future project should ensure equal integration of gender into its objectives, outcomes, outputs and indicators, including by utilizing mechanisms and tools derived from relevant UN gender mainstreaming strategies such as 1999 ILO Policy on Gender Equality and Mainstreaming, and the UN System Wide Action Plan on Gender Equality and Empowerment of Women.

5. Include a project focus on the increased vulnerability of child labourers engaged in hazardous work to disability.
   a. Draw on the UN Disability Inclusion Strategy[13] (UNDIS) as a key reference for new project and activity design, resourcing, planning and implementation to reinforce its disability inclusion and LNOB dimensions.
   b. In line with the UNDIS, strengthen engagement with Iraqi Organizations of Persons with Disabilities (OPDs) across all types of impairment (physical, sensory, psycho-social and intellectual), as well as with the Authority for People with Disabilities
   c. Proactively link work under any project with other relevant ILO national and regional disability rights workstreams, as well as with the disability-related engagements of other UNCT members
   d. Encourage engagement with the Special Rapporteur on the Rights of Person with Disabilities
   e. Embed disability indicators and targets in project and activity results frameworks.

6. Ensure that the necessary human resources are adequately funded to meet administrative requirements, and quality monitoring, evaluation, accountability and learning. Ensure that ILO grades its posts in alignment with other UN agencies for work of a similar nature, and that contracts are of sufficient length to retain staff and partners for the duration of project need.

1.   Project background

The political and socio-economic context in Iraq is highly complex and has recently transitioned

into a new phase. Although the country is currently in a post-conflict landscape after the end of military operations against the Islamic State in Iraq and the Levant (ISIL), there are unpredictable dynamics throughout the country, impacting social and humanitarian programming. Asymmetric attacks by armed groups continue to be carried out along with small scale military operations, resulting in new displacement and impacting the return rate of internally displaced persons (IDPs). In tandem, new sources of instability are also emerging linked to rising poverty rates, delays in community reconciliation, lack of livelihood opportunities, and political and social tensions which cause small- scale new displacement.[14]

The project began implementation near the beginning of the COVID-19 pandemic response. Soon after, the government was dismantled into a caretaker mode, followed by another interim government. Recently, another short term cabinet was installed that should pave the way for a new full election. All these elements impacted stability and the landscape for decision making, reduced the likelihood of the child labour portfolio receiving due attention by the government. Hence most reliance has been on humanitarian intervention.[15]

Iraq has undergone several waves of internal displacement in its history due to armed conflict and ethnic and sectarian violence. The recent wave of displacement triggered by the conflict against the self-proclaimed Islamic State in Iraq and the Levant (ISIL), the focus of the present report, was one of particularly large proportions, with about 6 million people internally displaced between 2014 and 2017.[16] Displaced populations have been subjected to extreme experiences of violence and war. The atrocities committed by ISIL, including killings, torture, rape and sexual slavery, child recruitment and use, forced religious conversion, the deliberate targeting of minorities, and severe punishment of the population, have been and continue to be documented. At the same time, insecurity in Iraq still poses a challenge to host communities, internally displaced persons, returnees and humanitarian actors, as remnant ISIL cells continue to carry out attacks.[17] The Kurdistan Regional Government, which hosts the majority of the remaining internally displaced persons, and the governorates have played a central role in hosting the millions of people displaced by the ISIL conflict, and shown commendable willingness to provide them with refuge for many years, despite the heavy burden on their own resources.[18] Many displaced and returnee children have lost family members and caregivers in the conflict. Orphaned or separated from their families, they often face social marginalization and are at a high risk of exploitation and abuse. Others bear the burden of working and providing for themselves and their families; children from female-headed households and unaccompanied children have been particularly affected. Many internally displaced and returnee children have acute needs, lack access to basic services and education, and have little prospect of future educational and livelihood opportunities.[19]

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[14] Terms of reference for the assignment.

[15] Key informant.

[16] Human Rights Council (2020), Report of the Special Rapporteur on the human rights of internally displaced persons – Visit to Iraq, A/HRC/44/41/Add.1, 13 May 2020

[17] Human Rights Council (2020), Report of the Special Rapporteur on the human rights of internally displaced persons – Visit to Iraq, A/HRC/44/41/Add.1, 13 May 2020

[18] Human Rights Council (2020), Report of the Special Rapporteur on the human rights of internally displaced persons – Visit to Iraq, A/HRC/44/41/Add.1, 13 May 2020

[19] Human Rights Council (2020), Report of the Special Rapporteur on the human rights of internally displaced persons – Visit to Iraq, A/HRC/44/41/Add.1, 13 May 2020

According to the 2022 Iraq Humanitarian Needs Overview, an estimated 2.5 million people in Iraq, including 1.1 million children, continue to need some form of humanitarian assistance. It is estimated that they include about 730,000 internally displaced people living in in-camp and out-of-camp settings and 1.7 million returnees. Within this context, women and children are exposed to various protection risks, such as child labour, child marriage and psychosocial distress. Moreover, 24 per cent of IDP families are using emergency negative coping mechanisms to address their most basic needs, including children dropping out of school to work, criminal acts, child marriage and forced marriage. [20]

Years of conflict, displacement and destruction of infrastructure have increased the vulnerability of children in Iraq to child labour. [21] The Multi-Indicator Cluster Survey carried out by UNICEF in 2018 found that 7.3% of children aged 5-17 engaged in child labour. Boys aged 5 to 17 are disproportionately affected by child labour in Iraq, with 10.2% of them in child labour (versus 4.3% of girls). Overall, the Kurdistan region is more affected (10.3%) than South/Central Iraq (6.7%), which is likely a reflection of the influx of Syrian refugees in the former region. Children living in rural areas are more than three times more likely to be child labour (13.9%) than children in urban areas (4.1%).[22]

Across Iraq, 5.9% of children are involved in hazardous work, one of the worst forms of child labour. For this category, the gender and location differentials are particularly pronounced, with boys close to four times more likely to be in hazardous child labour (9.2%) than girls (2.5%), and children in rural areas four times more likely to be in hazardous child labour (11.9%) than children in urban areas (3%).[23] According to the US Department of Labour, worst forms of child labour in Iraq include cross-border smuggling and drug and weapons trafficking; forced domestic work; forced begging, and commercial sexual exploitation sometimes as a result of human trafficking. [24]

An estimated one in five schools are out of use in heavily conflict-affected areas, leaving children at heightened vulnerability of child labour. IDPs are especially impacted, and a large proportion of internally displaced children (48%) are out of school. [25] There is a lower rate of enrolment of girls at the primary, intermediate and secondary levels and a higher dropout rates for girls. [26] In some rural areas, girls are prevented by their families to attend school, and the role of mother and caregiver is encouraged over participating in the formal workforce.[27]

Household income loss due to violence has reportedly forced more families to send their children to work. Survey data from UNICEF also suggests that social assistance programmes often fail to reach vulnerable children and their families, with 68% of children from a poor background not receiving any form of social assistance. [28] Iraq faces a job crisis. After years of

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[20] 2022 Iraq Humanitarian Needs Overview
[21] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[22] Terms of reference for the assignment.
[23] Terms of reference for the assignment.
[24] U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq
[25] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[26] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.
[27] https://www.ohchr.org/en/stories/2021/01/right-education-girls-post-isil-iraq
[28] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. Children in Iraq face numerous barriers to education, including displacement, the lack of local

conflict, the country has one of the lowest employment-to-population ratios in the region. [29] Labour force participation is estimated at 49% for federally-administered Iraq and 40% for KRI. [30] In particular, the unemployment rate in KRI has increased from 6.5% prior to the Daesh conflict to 14% in 2016, largely due to the influx of IDPs and refugees (World Bank, 2018d). [31]

Many breadwinners were killed during years of conflict leaving a higher proportion of female-headed households.[32] Unemployment is particularly high among women, youth and displaced communities. [33] Female labour force participation in Iraq is particularly low, estimated at 20%,[34] with a concentration of women in the informal sector.[35]

Access to adequate job opportunities remains of fundamental significance to IDPs. IDPs have been impacted by multiple adverse shocks: they have lost much of their wealth through destruction of assets; they have experienced higher rates of death, illness and injury in their direct households; and they have faced loss of jobs or businesses. Some sources, however, suggest that a majority of IDPs are unemployed with figures as high as 95% across Ninewa, Qadissiya, Erbil, Anbar and Missan (IOM, 2017a). It is estimated that there are some 200,000 non-nationals working in Iraq, in addition to around 250,000 Syrian refugees residing for the most part in KRI.[36]

ILO's Decent Work Country Programme for Iraq- Recovery and Reform protection pillar includes the establishment of an effective framework to address child labour as a means to reduce vulnerabilities in the country. Iraq has ratified over 60 ILO Conventions, including all of the fundamental labour standards, such as the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182). The ILO has worked closely with the Government of Iraq and reviewed its Labour Law No. 37 of 2015. In addition, the Government of Iraq has established a number of bodies and mechanisms to reinforce and coordinate efforts to address child labour, such as the Ministry of Labour and Social Affairs (MOLSA) Child Labour Unit, the Inter-Ministerial Committee on Child Labour, the Joint Committee and Street Children, the Central Committee to Combat Trafficking in Persons, and Iraq's Child Welfare Commission. Furthermore, within the Kurdistan Region of Iraq (KRI), a High

schools, the use of schools as shelters by IDPs, costs of transportation and school supplies, and lack of sufficient educational facilities. Insufficient access to transportation and destruction of schools during the conflict with ISIS also continue to limit access to education; according to UNICEF, over half of the schools in Iraq require repairs. Displaced children and refugee children are especially vulnerable to educational barriers, including the cost of transportation and school supplies, lack of documentation, host community children being given priority for classroom seats, and vulnerability to COVID-19 pandemic-related school closures due to reduced access to mobile devices, the Internet, and parental support. UNICEF reports that, while almost 92 percent of children enroll in primary schools, only half of children from economically disadvantaged families complete primary school and less than a quarter complete secondary education.https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq

[29] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Of seven million Iraqi young women and men, over 3.4 million are out of school. Around 33% of young Iraqis (aged 15-29) are illiterate or semi-literate, 33% have completed primary school, 28% have finished middle or high school, and only 7% have completed post-secondary education (World Bank, 2017). As a result, many young Iraqis lack the skills necessary to find a job in a fragile, post-conflict economy.

[30] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[31] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[32] Key informant interviews

[33] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Of seven million Iraqi young women and men, over 3.4 million are out of school. Around 33% of young Iraqis (aged 15-29) are illiterate or semi-literate, 33% have completed primary school, 28% have finished middle or high school, and only 7% have completed post-secondary education (World Bank, 2017). As a result, many young Iraqis lack the skills necessary to find a job in a fragile, post-conflict economy.

[34] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[35] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.

[36] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

Committee on Human Trafficking was established in 2016 consisting of the Ministry of Labour and Social Affairs and the Ministry of Interior.

In this context, the project, "Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities" was launched in 2020, aiming to tackle the worst forms of child labour.

PROJECT OBJECTIVE AND OUTCOMES

The overall objective of the project was that fewer vulnerable children are exposed to child labour in the target governorates of Dohuk and Ninewa, including for IDPs, refugees and vulnerable host communities. This was to be achieved through the following outcome results and outputs:

Outcome 1: Children involved in the worst forms of child labour are withdrawn and rehabilitated, and children at risk are prevented from engaging in child labour

Output 1.1: Child Labour Monitoring Systems (CLMS) have the capacity to identify vulnerable children and to enable referral mechanisms with the involvement of relevant institutional and community actors in target governorates

Output 1.2: Identified vulnerable children are benefiting from tailored formal and non-formal education activities involving SCREAM method

Output 1.3 Older siblings and caretakers of vulnerable children have an enhanced access to employment and guidance services, which are labour market oriented

Output 1.4 Families of vulnerable children referred to existing livelihood interventions, cash transfer and employment intensive investment programmes

Outcome 2: Vulnerable children and families are better protected through a coherent and effective policy framework

Output 2.1 A National Action Plan (NAP) against child labour is available

Output 2.2 Advocacy for amendments to the legislation and policies related to compulsory school age vis-à-vis the minimum age of employment

Outcome 3: National and local capacities to address the worst forms of child labour are enhanced.

Output 3.1 A media campaign on the worst forms of child labour promotes attitudinal change among the general public

Output 3.2 Enhanced capacity of key national stakeholders to perform their duties against the worst forms of child labour

Output 3.3. National partners, UN Agencies, and NGOs include child labour concerns in their routine indicators and surveys

Geographically, the project focuses on areas in Iraq with a high concentration of refugees and IDPs, namely the Ninewa and Duhok Governorates. In these two areas, industry and private sector are weak, and agriculture is the primary economic activity among households that are not employed in the public sector. Targeted project beneficiaries are:

- 1,500 children below the age of 18 amongst refugees, IDPs, and vulnerable host communities

- 500 siblings/caretakers of the above children

- 300 staff working directly with children, including labour inspectors, teachers, police officers, community leaders

- 45 staff of United Nations' (UN) agencies and national NGOs

The project contributes to the realization of the UN Sustainable Cooperation Framework 2020-2024, particularly Outcome 1.2- People in Iraq, particularly under-served, marginalized and vulnerable populations, have equitable and sustainable access to quality gender- and age-responsive protection and social protection systems and services. This falls under Strategic Priority 1, Achieving Social Cohesion, Protection, and Inclusion. It is also aligned with the Iraq Recovery and Resilience Programme (ICRRP) (2018-2021), namely outcome 3: Social protection and social inclusion.

The ILO is the executing agency. ILO's partners in this collaboration are the Iraqi Ministry of Labour and Social Affairs (MOLSA), the Department of Labour and Social Affairs (DOLSA), Workers' Union in KRI, Chamber of Commerce – Duhok, Ministry of Education, police, national NGO partners and civil society.

2.   Evaluation background

The purpose of this independent final evaluation is to examine the project relevance, effectiveness, efficiency, potential impact and sustainability. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation, lessons learned, and will include recommendations for potential future interventions in child labour.

Specifically, the evaluation will examine the following aspects:

- **Changes in context and review of assumptions (relevance):** Was the project's design adequate to address the problems at hand? Were the project objective and design relevant given the political, economic, and financial context?

- **Results in terms of outcomes and outputs achieved (effectiveness):** Has the project been able to achieve its goals?

- **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 of staff?

1. **Assessment of impact (impact):** To what extent has the project contributed to its long-term intended impact?

2. **Sustainability:** Will the project's effects and built capacity remain over time?

The primary clients of this evaluation are ILO ROAS, ILO constituents in Iraq, including government entities, and the donor (the European regional Development and Protection Programme for Lebanon, Jordan and Iraq). Secondary audiences include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation. The evaluation will comply with the ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines.

The evaluation has covered project implementation, across all its outcomes and outputs, from June 2020 to December 2022. The geographical focus is aligned with that of the project, namely the Duhok and Ninewa governorates. As cross-cutting themes, the evaluation has also taken specific note of the integration of gender mainstreaming, disability inclusion, international labour standards, social dialogue, and environmental sustainability, as well as its contribution to the realization of the SDGs and the COVID-19 response. 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 Iraq.

This evaluation was carried out from mid November 2022 to end March 2023.

The evaluation had three phases: (i) desk review and preparation of inception report; (ii) data collection to collect primary data via key informant interviews (remotely for those who speak English – directly with the international evaluator, and in Arabic and Kurdish via a national consultant) and focus group discussions (in Arabic and Kurdish via a national consultant); (iii) report drafting and finalisation; (iv) presentation of findings to key stakeholders and donor.

3. Methodology

3.1 Evaluation criteria
The evaluation has addressed 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.
- **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

The evaluation has used a mix of data sources collected through multiple methods. This has included **primary data** which was collected directly from stakeholders (Annex 1) about their first hand experience with the intervention. This data was collected through key informant interviews, focus group discussions with child labourers and their families, and some observation. The international evaluator directly interviewed ILO and UN partners, NGO partners and the donor in English. A national consultant carried out the remainder of the interviews with national partners in Arabic and Kurdish as appropriate using questionnaires developed by the international evaluator. It also included **secondary data** consisting of documentary qualitative and quantitative 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 (Annex 2). This data was 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. Upon completion of primary data collection, a preliminary finding briefing will be conducted to present preliminary findings to key stakeholders, and to collect further insight from the group to feed into the final 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 include all tripartite representatives
- consultations with women, men, girl and boy stakeholders
- interviews with direct recipients of project services, including tripartite partners
- interviews with key project staff and ILO Country Coordinator
- focus group discussions with project beneficiaries, including child labourers, and their families.

This evaluation is summative and relies on both quantitative and qualitative approaches to seek and triangulate responses to evaluation questions and fulfill its purpose. The analysis has included an examination of the Theory of Change, with particular attention to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The evaluation has been conducted using a hybrid face to face/remote approach for collecting data. The face-to-face approach was facilitated by a national consultant on the ground in Iraq and KRI. Therefore, the international evaluator has not benefitted from the types of observation

inherent in field missions, which is a limitation of the evaluation.

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 language barriers, and the national consultant conducted the four focus group discussions, as well as around 12 of 21 total key informant interviews. A national consultant fluent in Arabic, Kurdish and English assisted with primary data collection. The national consultant was unable to meet previously agreed deadlines for provision of data for the drafting phase, which limited the amount and quality of information available for analysis and evaluation formulation. Other limitations include incomplete or missing translation of some project documentation for the document review, particularly for project deliverables. Moreover, the restricted access to certain areas in the project governorates had a bearing on where focus group discussions were carried out. The evaluation has not benefitted from the types of observation inherent in field missions.

The evaluation was also limited by the unavailability of the final project progress report (due end March 2022) for the drafting of the final evaluation report (early February 2022). The final data with respect to meeting project indicators and targets were as a result unavailable for inclusion and reference in this report. 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?[37]

4.1.1   To what extent are the project objectives and approach relevant to the constituents' needs and present country context?

The project objective was that fewer vulnerable children are exposed to child labour in the target governorates of Dohuk and Ninewa, including for internally displaced persons (IDPs),

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[37] 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.*

refugees and vulnerable host communities. This objective was highly relevant to the constituents' needs and the country context. According to the Decent Work Country Programme for Iraq – Recovery and Reform, child labour affects around 7% of children aged 5-17 in Iraq. For hazardous child labour, boys are around four times more likely to be affected than girls, and children in rural areas nearly four times more likely to be in hazardous child labour than children in urban areas. [38]

Key informants underscored the project's relevance since there was no dedicated project on child labour in Iraq, nor on worst forms of child labour. Some noted the pilot nature of the project, the fact that it created momentum around child labour in a context where people knew it was a problem but did not previously prioritise it, and that in fact there was a certain amount of social acceptance of child labour. One key informant remarked on the appropriateness of child labour as an entry point at this phase of the humanitarian/development spectrum, as well as ILO's technical expertise and developmental tools to tackle child labour, engage in the longer term, and assist the country to graduate from the humanitarian phase. Several interviewees noted that child labour was one of the few topics where it was possible to get federal and Kurdish government officials around the table together. Moreover, interlocutors emphasized the needs of families who had lost breadwinners & caregivers and who have school drop outs, and praised the emphasis on addressing the root causes of child labour, including the need for upskilling and finding employment for the families of child labourers. Interviewees also commended the project's holistic rather than punitive approach to child labour, recognizing that the need was amplified during the pandemic and subsequent economic decline.

The project focus on IDPs, refugees and vulnerable host communities was relevant because IDPs are especially impacted by child labour, and a large proportion of internally displaced children (48%) are out of school. [39] Protracted violence and the conflict with Daesh have spawned a large population of internally displaced persons (IDPs), adding to earlier waves of internal displacement resulting from conflicts of the past decades. In 2018, around 2 million Iraqis were IDPs; Iraq also hosts a refugee population of some 250,000 Syrian refugees.[40] Key informants observed that the project focus on these particularly vulnerable groups was appropriate as the country is emerging from crisis and post crisis phases, where schools were closed for several years, and is grappling with poverty. This finding was backed up by the fact that the project identified a total of 3763 cases of child labour, of which 1879 were in host communities, 746 were IDPs, and 1138 were refugees.

Key informants thought that the project focus on the governorates of Ninewa and Dohuk in particular was appropriate, where the number of refugee and displaced children is notably high.[41] Moreover, Iraq encompasses 18 federally administered governorates and the Kurdistan Region of Iraq (KRI), comprised of three governorates, governed by the Kurdistan Regional Government (KRG). [42] The project focus on one governorate in federal Iraq (Ninewa) and one governorate in KRI (Dohuk) allowed for engagement of stakeholders in both the federal government and the Kurdistan Regional Government. One interviewee noted that Ninewa has a

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[38] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[39] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[40] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[41] Key informants and Joint Statement by the ILO and UNICEF on World Day Against Child Labour in Iraq, 12 June 2020 https://www.ilo.org/beirut/media-centre/news/WCMS_747832/lang--en/index.htm
[42] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

large IDP population, and that Dohuk has a large refugee population so the project targeted appropriate governorates for these vulnerable groups.

4.1.2 How well were the project's objectives aligned with the framework of the ILO Decent Work Country Programme in Iraq, the ILO's Programme and Budget (P&B), and the Sustainable Development Goals? SEP

Overall, the project objectives were very well aligned with the framework of the ILO Decent Work Country Programme in Iraq, the ILO's Programme and Budget, and the Sustainable Development Goals.

ILO Decent Work Country Programme

The project contributed to the ILO Decent Work Country Programme Iraq: Recovery and Reform 2019-2023, particularly through Priority 2 – Protection – Vulnerabilities in Iraq are reduced through extension and strengthening of social protection to fill coverage and adequacy gaps, and an effective framework to address child labour. It contributed to Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour. It also contributed to activities 2.2.1 Support for policy development resulting in a National Action Plan Against Child Labour; 2.2.2 Building capacity of Iraqi government agencies and social partners to address child labour; and 2.2.3 Direct service provision, focusing on worst forms of child labour. Thus the project objectives were extremely well aligned with the Decent Work Country Programme.[43]

ILO Programme and Budget

The project objective was well aligned with the ILO's Programme and Budget. For instance, the project contributed to the ILO's Programme and Budget 2020-2021, and 2022-2023 - Outcome 7 – adequate and effective protection 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. It is also aligned with indicator 7.1.3 – number of member states with newly adopted or updated strategies and action plans to tackle child labour in all its forms. [44]

Sustainable Development Goals

The project contributed 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.

Furthermore, the project contributed to SDG 4 - Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, particularly target 4.1 -

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[43] Key informant interviews. ILO (2019), ILO Decent Work Country Programme for Iraq – Recovery and Reform.
[44] Key informant interviews. ILO (2019), ILO Programme & Budget 2020-2021, ILO Programme & Budget 2022-2023.

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.

In addition, the project contributed 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 project contributed to SDG 16 – peace, justice and strong institutions, particularly target 16.2 – end abuse, exploitation, trafficking and all forms of violence and torture against children. [45]

4.1.3 How relevant was the project to the needs of the target population?

The project was highly relevant to the needs of the target population. The project targeted both children in or at risk of the worst forms of child labour and their families in efforts to increase protection and find sustainable solutions that address the root causes of child labour in the country.[46] Over 1,500 children below the age of 18 involved in or at risk of the worst forms of child labour and their families were supported through the project. Direct beneficiaries also included older siblings and caretakers of vulnerable children, through the provision of skills training for youth and ensuring that siblings and caretakers were placed in apprenticeships, and had access to employment counselling and guidance services. [47] The project was also highly relevant to the needs of IDPs, refugees and vulnerable host communities since these groups are disproportionately impacted by child labour, and a large proportion of internally displaced children (48%) are out of school. [48]

Key informants stated that the project was relevant to the needs of the target population because child labour was still viewed as a source of income, notwithstanding it is a negative coping mechanism where parents are jobless. Multiple interviewees noted the sheer numbers of children begging in the streets, children working in the camps, and so-called "ISIS children"[49] who were subjected to violence and forced to work by their parents or relatives, particularly in Ninewa which was the governorate most affected by ISIS. Interlocutors observed that families and observers used to see addressing child labour as depriving families of a source of income. However, due to awareness-raising in the communities this attitude is changing, and families are

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[45] Key informant interviews. Sustainable Development Agenda 2030.

[46] https://www.ilo.org/beirut/projects/WCMS_758091/lang--en/index.htm

[47] https://www.ilo.org/beirut/projects/WCMS_758091/lang--en/index.htm

[48] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[49] According to the International Crisis Group, "ISIS families" are families with perceived ISIS affiliation, who face not only formal barriers to return but also rejection by people at home. Three years after Iraq's victory over ISIS, more than a million Iraqis are still displaced. Absent a solution for Iraq's displacement crisis, the people stranded in camps risk being tarred as "Isis families" and turning into a permanent underclass. With no legitimate prospects, they could be susceptible to recruitment into organized violence, including criminal and insurgent groups. https://www.crisisgroup.org/middle-east-north-africa/gulf-and-arabian-peninsula/iraq/b79-exiles-their-own-country-dealing-displacement-post-isis-iraq

more apt to send children back to school and find other ways to enhance their family's financial situation. Focus group discussions with SCREAM participants revealed that children also changed their attitudes, for example, one girl stated "*lots of girls and boys have changed in the way they think*". Moreover, the children were motivated to share their learnings with their peers, for instance, one boy stated, "*before participating in the activities we didn't know anything about child labor but now we all do and we are passing what we learned to other children*". The project was also relevant because previously MOLSA staff would not necessarily be motivated to reach out to and monitor child labourers, and the capacity building and awareness-raising activities of the project have helped to change this attitude. Some interlocutors noted the relevance of the law and policy aspects of the project for the stakeholders since previously it was not prohibited to send a refugee child to work, and labour inspectors were not aware of compulsory education laws.

4.1.4 To what extent and in what way are the project strategies and structures coherent and logical?

The project strategies and structures were coherent and logical to a high degree. Key informants noted that the project targeted both children in or at risk of the worst forms of child labour and their families in efforts to increase protection and find sustainable solutions that addressed the root causes of child labour in Iraq. In addition, the project focused on both upstream and downstream strategies, namely the law and policy level, as well as the grassroots level through the Child Labour Monitoring System, and capacity building and awareness-raising of stakeholders and communities.

In terms of strategies, the project was implemented by the ILO through close coordination with the government and in partnership with a number of local civil society organisations as well as other UN agencies in Iraq, such as UNICEF.[50] Activities to identify, withdraw and rehabilitate children from some of the worst forms of child labour were implemented. In addition, measures to prevent at-risk children from entering the worst forms of child labour were developed. This included the development of a Child Labour Monitoring System to identify and refer vulnerable children to relevant actors and services, as well as the development of a National Action Plan Against Child Labour to ensure better protection for vulnerable children and families.[51] Key informants noted that an effective child labour monitoring system is critical to facilitate the identification, withdrawal, referral and rehabilitation of vulnerable children through coordinated efforts with all partners involved.[52] The National Action Plan Against Child Labour was developed in close consultation with tripartite constituents, including the Ministry of Labour and Social Affairs, unions and employers' organisations, to ensure better protection for vulnerable children and families from the worst forms of child labour.[53]

The project strategies and structures aimed to support government institutions and specialized local NGOs to jointly address the drivers of child labour. This approach encouraged the engagement of partners both in piloting local solutions to curb child labour more efficiently, and

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[50] ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm

[51] https://www.ilo.org/beirut/projects/WCMS_758091/lang--en/index.htm

[52] Key informants. ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm

[53] ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm

in designing strategies to ensure the law and policy frameworks further protect children. [54] Other beneficiaries included staff working directly with working children, such as labour inspectors, teachers, NGO staff, social workers, police officers and community leaders, in targeted areas, particularly Dohuk and Ninewa. [55]

In addition, the project strategies and structures were coherent and logical because they addressed the root causes of child labour, including conflict and poverty. On the one hand, the project focused on prevention of entry into child labour as well as withdrawal of children from worst forms of child labour. On the other hand, the project focused on removing some of the reasons why families send their children to work, namely because they do not have another source of income, or the children have dropped out of school. Moreover, the project aimed to ensure that vulnerable or out of school children had access to tailored formal and non-formal education. This included the ILO's SCREAM (Supporting Children's Rights through Education, the Arts and the Media) programme, which helps educators worldwide promote understanding and awareness of child labour among young people. [56]

Regarding income, lots of families lost their breadwinner due to war. One interlocutor emphasized the fact that there are many female-headed households in Dohuk. In particular, this key informant noted that there are 20% female-headed households amongst IDP, refugee and host communities. Men have disproportionate access to education and employment compared to women in Iraq, and therefore finding employment for women is more challenging. Accordingly, the project strategy was to focus on helping older siblings above the minimum age of employment and guardians to access vocational training, employment services, livelihoods opportunities and informal apprenticeships to support their resilience and avoid resorting to negative coping mechanisms.

4.1.5   In what way does the project make practical use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? Are the assumptions realistic? Is there any risk that has not been identified but compromised result achievements?

The project availed itself of a detailed monitoring and evaluation framework. This was organized according to the overall project objective, the three project outcomes, and their associated outputs. Each of these levels included clearly defined indicators, with a baseline, target, disaggregation, data source, and frequency of reporting, which was either quarterly or annually. Project staff duly reported on these indicators in quarterly and annual reports to the donor. However, one interviewee noted that the monitoring and evaluation framework was only available six months after the implementation time began (i.e. not part of the original project document), perhaps due to inadequate M&E capacity at the time in Beirut.

The indicators were appropriate and useful in assessing the project's progress. The indicators were SMART (Specific, Measurable, Achievable, Relevant and Time-bound). The indicators were comprised of an appropriate mixture of outcome and output indicators, as well as quantitative and qualitative indicators. The indicators requested appropriate disaggregation, i.e. by

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[54] ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm

[55] https://www.ilo.org/beirut/projects/WCMS_758091/lang--en/index.htm

[56] ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm

governorate, by status group (refugees, IDPs, host communities) sector, gender, whether children with disabilities, etc. The indicators were also sound from a RACER (Relevant, Accepted, Credible, Easy to monitor and Robust) perspective.

Regarding assumptions, the project assumed that if a multi-sectoral approach with a set of upstream and downstream activities was adopted, then the myriad root causes of the problem could be tackled, leading to a significant reduction in the worst forms of child labour. This assumption was realistic, as demonstrated by the project having exceeded its target to withdraw 1200 children from child labour by June 2022 (six months prior to project end), reaching 1,392 children.[57] As discussed in section 4.1.4, a multi-sectoral approach with a set of upstream and downstream activities was adopted, and several root causes of child labour were tackled, including poverty and being out of school.

The project document identified five risks, including escalation of the security situation, a decline in the economic conditions, children at risk of returning to child labour after being withdrawn, a lack of commitment of key stakeholders, and weak implementing partner capacity. Multiple key informants observed that the project document, drafted in 2019, did not identify the risk of a global pandemic, which did compromise result achievements through delays to project implementation which were unavoidable due to lockdowns, travel restrictions, school closures, and government stakeholders working remotely and at a much slower pace.

4.1.6 To what extent did the project design take into account specific gender equality and non-discrimination concerns, including inclusion of people with disabilities? [SEP]

The project design did not adequately take into account gender equality concerns. The project design did not consider specific gender equality concerns beyond the situation analysis identifying the disproportionate impact of child labour on boys aged 5-17 (10.2% vs. 4.3% of girls), and the disproportionate impact of worst forms of child labour on boys (9.2% vs 2.5% of girls). However, there was not really any gender analysis, nor any explicit strategy to address gender equality in the project outcomes, outputs or activities. The outcome and output indicators in the project document did not seek any disaggregation by gender.[58] On the other hand, the monitoring and evaluation framework, although developed after the project

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[57] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[58] Please see ILO EVAL's evaluation guidance on project design and gender https://www.ilo.org/wcmsp5/groups/public/---ed_mas/eval/documents/publication/wcms_746716.pdf
Intervention designs should 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;
Please also see ILO EVAL's Checklist – Elements of good project design
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746732.pdf
Gender and inclusion (especially of people with disabilities and of specific vulnerable groups) concerns are well analysed in the context
Gender equality and inclusion related targets and indicators are clearly reflected in the logframe
Beneficiaries groups are clearly identified, including in terms of gender (e.g. male/female/other), age (e.g. children, adolescent, youth, old age); community affiliation (e.g. vulnerable social groups, specific ethnic groups, refugee groups etc)
The 1999 ILO Policy on Gender Equality and Mainstreaming states that intervention designs should 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.[58]

document was approved, contained indicators which requested disaggregation by gender where appropriate.

Non-discrimination and equality are core elements of the international human rights normative framework. Under international human rights law, States are expected to eliminate direct and indirect discrimination in law and practice. It also requires States to take special measures to protect the most vulnerable segments of the population as a matter of priority.[59] The human rights principle of non-discrimination requires that all work by children be considered equally in the analysis of child labour and whether child labour affects girls and boys differently.[60] Key informants noted that the project design applied the principle of non-discrimination by identifying, advocating for, and supporting communities subject to discrimination, such as internally displaced persons, refugees and vulnerable host communities. For instance, refugees are subject to persecution which includes discrimination.[61] However, as discussed above, the gender dimension of child labour has to be visible, as a prelude to being understood and acted upon. For instance, the project did not focus on forced domestic work (which primarily affects girls), noting that it was challenging to gain access to households to inspect. Several key informants noted that the project never aimed to tackle all forms of child labour and had to choose where to focus, since it was a pilot and the scope of the issue had been so enormous.

Regarding inclusion of people with disabilities, the project design was completely disability blind, with no mention of people with disabilities in the situation analysis. Nor was there any explicit strategy to address disability inclusion in the project outcomes, outputs, activities or indicators. This is reflected in the inadequate visibility of disability inclusion in interventions under the project and an absence of systematic disability mainstreaming, despite some discrete instances of focus on and engagement with persons with disabilities in project activities. Key informants pointed out that the project implementation team included the Authority for People with Disabilities in the Governorate of Ninewa in a two-day workshop in Erbil which introduced officials from various authorities to methods and strategies aimed at addressing child labour. [62] In addition, the project team sought to include children with disabilities and their families, supporting these groups with referrals, and profiling a child with disabilities in first person perspectives on the world of work on ILO's "Voices" website, entitled "*I had to stop school and go to work because of COVID-19*".[63]

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.[64]

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[59] Article 2, Convention on the Rights of the Child.

[60] UNICEF (2003), *Child Labour, Education and the Principle of Non-Discrimination.*

[61] Mirko Bagaric, Penny Dimopoulos (2004), Discrimination as the touchstone of persecution in refugee law. The touchstone of refugee law is the concept of persecution. The concept is poorly defined. The courts have suggested that it includes several elements, including discrimination, systematic conduct, motivation and causation. The 1951 Refugee Convention defines a refugee as: "someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion."

[62] ILO (2021), ILO raises awareness on the worst forms of child labour among key stakeholders in Iraq. https://www.ilo.org/beirut/events/WCMS_826036/lang--en/index.htm

[63] ILO (2022), I had to stop school and go to work because of COVID-19 https://voices.ilo.org/stories/i-had-to-stop-school-and-go-to-work-because-of-covid-19

[64] https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

4.2.1 What progress has the project made towards achieving the overall objective and outcomes? To what extent has each outcome achievement contributed to the overall objective? Were there any adjustments to project outputs?

What progress has the project made towards achieving the overall objective and outcomes?

In summary, the project made excellent progress towards achieving the overall objective and outcomes, exceeding targets for the overall objective and two out of three outcomes. The overall objective of the project was that fewer vulnerable children are exposed to child labour in in targeted governorates of Dohuk and Ninewa (including for IDPs, refugees and vulnerable host communities).[65] Specifically, the project aimed to prevent or withdraw 1200 children from child labour. According to the January 2023 data, the project exceeded this target, reaching 2,173 children.[66] For example, one girl stated, "*I was happy to go back to school so I can fulfill my dreams*."

Following is a table presenting the key results achieved per ⸢SEP⸣outcome for each project. ⸢SEP⸣

Table: Snapshot overview of project implementation

	Activity	Key areas of engagement and progress achieved to 31 December 2022
Overall objective: Fewer vulnerable children are exposed to child labour in target governorates of Dohuk and Ninewa, including for IDPs, refugees and vulnerable host communities.		
Outcome 1: Children involved in worst forms of child labour are withdrawn and rehabilitated, and children at risk are prevented from engaging in child labour.		
1.1	Child Labour Monitoring Systems (CLMS) have the capacity to identify vulnerable children and to enable referral mechanisms with the involvement of relevant institutional and community actors in target governorates⸢SEP⸣	The project established a child labour monitoring system, and supported MOLSA to improve child protection systems in Iraq. It conducted a rapid assessment in selected areas on child labour to better understand the needs of vulnerable children and their families, and scope of child labour. Through the CLMS, the project Identified children at risk of or who were engaged in child labour and referred them to relevant services. The project carried out capacity building, including CLMS training for case managers, workshops on child labour law and policy, and the ILO/UNICEF training in Baghdad and Erbil on child labour standards and CLMS. It established a child labour reporting hotline and identified and withdrew child labour cases. The project inspected businesses in Duhok and Ninewa

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[65] ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[66] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

1.2	Identified vulnerable children are benefiting from tailored formal and non-formal education activities involving SCREAM method	The project developed and piloted a cost-effective model for bridging education in the target areas for the gradual reinsertion of children in education. It trained teachers and school administrators; enrolled children at risk of or involved in child labour in formal education, and enrolled children who have dropped out in non-formal catch-up programmes. It engaged vulnerable children in the ILO's Supporting Children through Education, Arts and the Media (SCREAM) methodology. Child labour mobile teams provided psychological first aid and awareness raising sessions in target communities. Children participated in psychosocial support and recreational activities.
1.3	Older siblings and caretakers of vulnerable children have an enhanced access to employment and guidance services, which are labour market oriented	The project referred cases to informal apprenticeships for children above the minimum age for employment. It also provided skills training and income generation activities for older siblings and caretakers of vulnerable children. The project referred caregivers and young people to vocational training service providers.
1.4	Families of vulnerable children referred to existing livelihood interventions, cash transfer and employment intensive investment programmes	The project explored exit strategies from cash-based initiatives towards income-generating activities. In addition it provided referrals for families of vulnerable children as well as older children to employment centres; referrals of household members to DOLSA and other organisations for social security income or access to livelihood opportunities; and referrals to psychosocial support
Outcome 2: Vulnerable children and families are better protected through a coherent and effective policy framework.		
2.1	A National Action Plan (NAP) against child labour is available[1]SEP	The project supported the development of a National Action Plan Against Child Labour through gathering qualitative and quantitative data on child labour in Iraq and drafting, validating and finalising the NAP with relevant stakeholders. It

		established a national level WFCL steering committee, which assisted in development of the NAP. The project piloted CLMS at governorate level and provided a series of CLMS trainings to government and civil society. It also developed a toolkit on WFCL.
2.2	Advocacy for amendments to the legislation and policies related to compulsory school age vis-à-vis the minimum age of employment[SEP]	The project carried out an assessment of the law and policy framework, highlighting gaps in national laws, policies and institutions vis-à-vis ILO C138 and C182. This included a compilation of lists of hazardous child labour. The project also endorsed the Child Rights Protection policy, developed concern notes regarding child labour, child marriage, child neglect, and child physical abuse. It conducted a workshop for federal government and Kurdistan Region MOLSA, DOLSA in Ninewa. Moreover, it drafted child labour provisions for inclusion in draft labour code
Outcome 3: National and local capacities to address worst forms of child labour are enhanced.		
3.1	A media campaign on the worst forms of child labour promotes attitudinal change among the general public	The project created a media campaign on the worst forms of child labour through developing awareness-raising campaigns to promote attitudinal change among the public, including IDPs and refugees against child labour. It conducted an awareness raising campaign on WFCL – posters, leaflets, t-shirts, bracelets in Ninewa and Duhok; digital communications via protection cluster agencies. Civil society and religious leaders (Imams) attended .awareness raising sessions on WFCL
3.2	Enhanced capacity of key national stakeholders to perform their duties against the worst forms of child labour	The project conducted online and in-person training for government officials, labour inspectors, academics, NGO, UN on WFCL. It also conducted child protection information management system training on caring for child survivors – child protection and GBV case management service providers. It provided an adolescent girls toolkit as well as an ILO global toolkit on CL and training.
3.3	National partners, UN agencies, and NGOs	The project embedded child labour

	include child labour concerns in their routine indicators and surveys.	indicators in surveys including MICS. It held roundtables with UN agencies, employers, and the government, to explore ways to tackle child labour and enhance the referral system for the caretakers. The project provided the first training in MENA Regions on Preventing and Responding to Child Labour in Humanitarian Action – Course Engagement with 3RP and HRP to include child labour concerns in their questions and indicators. Inclusion of Iraq in the fifth Global Conference on the Elimination of Child Labour in Durban 2022.

To what extent has each outcome achievement contributed to the overall objective?

Outcome 1: Vulnerable working children are withdrawn from worst forms of child labour and rehabilitated through direct service provision in the governorates of Ninewa and Dohuk

The project aimed to withdraw 20% of working children from WFCL.[67] The latest available data (January 2023) shows that the project exceeded this target too, withdrawing 58%.[68] Interview feedback was that this was due to the collective input of project team, implementing partners, government staff who were involved in CLMS, as well as good reception by the children and their caretakers. Key informants confirmed that outcome 1 was achieved and exceeded, but with the proviso that it would not be known how long the children would remain out of work. Please see sustainability section below for further discussion. Interviewees emphasized the success of children returning to school.

Outcome 2: A coherent and effective policy framework ensures better protection for vulnerable children and families from the worst forms of child labour

The project aimed to endorse a draft National Action Plan on Child Labour.[69] Interviewees confirmed that it was completed, but it was unclear whether it was officially endorsed yet. The NAP was drafted in collaboration with BROB and with the active participation of MoLSA (Iraq) senior officials, who agreed on and endorsed the NAP during the workshops. There is agreement on the basic principles and roadmap presented in the NAP for stakeholders to take further action towards national efforts to tackle the worst forms of child labour. However, in terms of final official government endorsement, this might take further time. The project also aimed to endorse five policy frameworks for child labour.[70] The project had reached this target by June 2022.[71] Key informants noted that in addition to technical support to integrate international labour standards into the child labour laws and policies, there were training and awareness raising workshops carried out to support the dissemination of the law and policy frameworks contributed to by the project, including the National Action Plan on Child Labour, the Hazardous Work List, and the Child Protection policy.

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[67] ILO (2022), ILO Iraq Monitoring, Evaluation & Learning Plan.
[68] January 2023 project data, ILO Iraq.

Outcome 3: National and international actors and local communities play an active role to promote a shared responsibility with common goals against child labour

The project aimed for a 50% change of communities in target areas perceived performance of local authorities and CSOs response and prevention of child labour.[72] The project had achieved a 27% change by June 2022.[73] The project also aimed for 255 stakeholder representatives with increased knowledge of child labour issues.[74] The project exceeded this target, reaching 377 stakeholders by June 2022.[75] Key informants observed that stakeholders – including authorities, families and children - are now much more aware that child labour is something that needs to be stopped, and that children should be in school. This includes awareness of the child labour hotline, about relevant international labour standards, and how this translates to responsibility in the field. The national awareness raising campaign was successful, and helped to draw attention to and raise the profile of child labour as a portfolio (as distinct from child protection). Stakeholders confirmed that schools are much more aware of their responsibilities vis-a-vis recognition and discouragement of child labour, particularly since school inspectors no longer visit. Interviewees also confirmed that families are much more aware that children should be returned to school and that it is more appropriate for adults to get vocational training and find employment.

In summary, Outcomes 1, 2 and 3 contributed by a large extent to the overall objective. The Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 is the Outcome Document of the Hague Global Child Labour Conference 2010. It states that, "*evidence has shown that targeted action that simultaneously addresses the implementation and enforcement of legislation,[76] the provision and accessibility of public services (including free, quality compulsory education,[77] training and non-discriminatory social protection services), and the functioning of labour markets,[78] yields high returns in the fight against child labour, including its worst forms*." Key informants noted that tackling the root causes of child labour, including access to education and employment, and providing solutions that link the different schemes available in Iraq was fundamental. One key informant noted, If a holistic approach is taken, giving families needed support to keep children in schools rather than sending them to work, empowering the families economically, whilst simultaneously working at the policy level and

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[72] ILO (2022), ILO Iraq Monitoring, Evaluation & Learning Plan.

[73] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq. One key informant noted that this refers to population's perceived performance of local authorities and CSOs response and not the project's own initiatives. Hence the impact that the project team has on this is relatively moderate.

[74] ILO (2022), ILO Iraq Monitoring, Evaluation & Learning Plan.

[75] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[76] With respect to national legislation and policy, the Roadmap recommends working towards implementation of the ILO Declaration on the Fundamental Principles and Rights at work (1998) and, for states party to the ILO Conventions addressing child labour, full implementation of those conventions. Moreover, it recommends developing and implementing cross-sectoral national action plans to eliminate the worst forms of child labour as a priority, in consultation with social partners and taking into consideration the views of other parties as appropriate.

[77] Hague Global Child Labour Conference (2010), Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 - Outcome Document of the Hague Global Child Labour Conference 2010. In terms of education and training, the Roadmap recommends extending and improving access to free, compulsory, quality education for all children, with a particular focus on girls, and ensuring that all children under the minimum age for employment are in full-time education, and including where appropriate and consistent with relevant international labour standards, in vocational or technical education.

[78] Hague Global Child Labour Conference (2010), Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 - Outcome Document of the Hague Global Child Labour Conference 2010. Regarding labour market policy, the Roadmap recommends supporting employment creation and promoting decent and productive work for adults and young people of working age, that is consistent with the fundamental principles and rights at work.

raising awareness of officials and communities, one will have a greater impact. The key is multilayered engagement, including social dialogue with policy makers, child labour stakeholders, case management, and addressing the root causes. Moreover, the law and policy outcome is important to provide a legally enforceable accountability framework for child labour at the national level. The United Nations agencies, including the International Labour Organisation, are obliged to follow a human rights based approach to development programming, which includes links to the international human rights law framework. In this case, the relevant international law is contained in the ILO fundamental conventions on child labour, the standards of which the project has duly incorporated into national law and policy.

One key informant observed that the project was able to reach IDPs, refugees and vulnerable host communities in roughly even amounts. Data from January 2023 show that the project identified a total of 3763 cases of child labour, of which 1879 were in host communities, 746 were IDPs, and 1138 were refugees.

Perspective of the project beneficiaries

As part of addressing the root causes of child labour, the project extended its support to the families of those children through providing trainings which focused on sewing for women, electric installation and haircutting for men, targeting families in Dohuk and Ninewa governorates. The families were selected through an ILO-supported Child Labour Monitoring System, which was developed to identify working children and ensure their referral to the appropriate services for support. Through the monitoring system some of the most urgent cases of child labour were identified, with older siblings of working age and caretakers targeted through skills development and income generation activities. The trainings ensured that participants were given information on career guidance, occupational safety and health and social security with the aim to increase their employability.[79] Vocational training participants received toolkits to enable them as caregivers to generate income that would sustainably support their children's return to school.[80]

Focus group discussions took place with women who had taken part in the vocational training sewing initiative and with men who had participated in the vocational training barber initiative in Duhok. Feedback illustrated that all participants were continuing to benefit from the skills learned in the training courses, through practising on their friends and families. However, focus group discussants also stated that the training and provision of toolkits was in sufficient to then go on to establish their own business. The men stated that they would like a small grant to be able to start their own business. The women stated that they would like to carry out sewing apprenticeships to gain more experience and confidence before starting their own business. A survey of 119 training beneficiaries found that 88% had improved their economic condition following the training.[81] These initiatives contributed to output 1.3 - older siblings and caretakers of vulnerable children have an enhanced access to employment and guidance services which are labour market oriented, and to Output 1.4 families of vulnerable children referred to existing livelihood interventions, cash transfer and employment intensive investment programmes. In turn, these contributed to the overall objective of withdrawing

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[79] https://www.ilo.org/beirut/media-centre/fs/WCMS_858917/lang--en/index.htm
[80] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[81] ILO (2023), Quarterly Information Note to 31 December 2022.

children from worst forms of labour by providing alternative means of earning money for the families of child labourers, to avoid their resorting to negative coping mechanisms.

The focus group discussions with girls and boys who had participated in the SCREAM programme at the child friendly learning spaces revealed that this initiative had contributed to the overall objective of reducing the worst forms of child labour and outcome 1: children involved in worst forms of child labour are withdrawn and rehabilitated, and children at risk are prevented from engaging in child labour. 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.[82] 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. [83] In Iraq, SCREAM was implemented in Dohuk and Ninewa in a total of nine child friendly learning spaces. Feedback from children who participated in the programme was that some stopped participating in child labour, some returned to school, some who were on the verge of dropping out of school decided to remain in school, and that they learned about their 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.[84] Participants appreciated having a safe space they could go to and talk to trusted individuals. Several noted that their school marks increased. The focus group discussions with SCREAM participants showed the child beneficiaries were in turn raising awareness about these issues amongst their peers.[85] In terms of child labour response actors, 84% found the SCREAM training effective and relevant.[86]

Were there any adjustments to project outputs?
Due to the pandemic response, the project made some discrete adjustments to project outputs, such as relying less on workshops, seminars, and national consultants. The project was focused on the urgency of the field response as a first priority. Also, budget saved due to fewer events was diverted to allow for vocational training of families of child labourers. The structure of project outputs remained the same however, and the project did manage to achieve training outputs, awareness raising outputs, certification, and registration as job seekers in the government databases for around 700 parents and caretakers.[87]

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[82] https://www.ilo.org/ipec/Campaignandadvocacy/Scream/lang--en/index.htm
[83] https://www.ilo.org/ipec/Campaignandadvocacy/Scream/lang--en/index.htm
[84] Key informant interviews, focus group discussions.
[85] Focus group discussions.
[86] ILO (2023), Quarterly Information Note to 31 December 2022.
[87] Key informant interviews and project progress reports.

4.2.2 How did outputs and outcomes contribute to ILO's cross-cutting policy drivers including gender equality, social dialogue, and labour standards? ⌞SEP⌟

Gender equality

The evaluation findings related to gender equality of the design of outputs and outcomes were discussed in section 4.1.6. Since the project design did not adequately take into account gender equality concerns, this hindered contribution of outputs and outcomes to gender equality at the implementation phase in terms of an absence of an explicit gender strategy. The project implementation team sought to address this by collecting data disaggregated by gender for the 2022 project progress report (although not included in previous ones), including for training and capacity building workshops. This noted that the CLMS training reached 34% females. [88]

One key informant noted that despite the project design noting the disproportionate impact of child labour and worst forms of child labour on boys, the project implementation did not seek to focus on reaching this particularly vulnerable group. Section 4.1.6 above notes the missed opportunity to focus on an area where girls are particularly vulnerable to child labour, namely in forced domestic work. Accordingly, outcome 1 did not deliberately contribute in a substantive way to gender equality, beyond monitoring the involvement of women and men in project activities in terms of withdrawal, rehabilitation, and prevention, such as the Child Labour Monitoring System, and capacity building. The 2022 Annual Report noted that only 8% of cases withdrawn from child labour were girls, 8% of children returning to school were girls,[89] 49% were girls receiving non formal education support, and 48% girls participated in psycho-social and recreational activities. [90]

Several key informants observed that the vocational training for men and women was in gender stereotypical roles, i.e. sewing for women and barbering for men. Another key informant noted that the issue is such that proper vocational training normally needs quite a long traineeship period. In the absence of this, the tendency is to focus on short-term quick-training vocations, most or all of which tend to be in traditional gender roles – which is also where the potential clients are / quick income is. In other words, it is perhaps more about how livelihoods components are integrated in a project and the offset between the length of training and the need to have quick income to replace child labour. This key informant also observed that the above roles are also often the preferred ones by low skilled beneficiaries.

It has not been possible to analyse in any detail whether outcome 2 contributed to gender equality, since the National Action Plan and laws to which the project contributed technical input were unavailable for review. However, the 2022 Annual Report notes the project's advice, "To amend the language of Article 98 to ensure it more comprehensively covers different family environments in a gender-neutral manner, as follows: ⌞SEP⌟"*The provisions of this law do not apply to juveniles who are over (15) fifteen years of age and who work in a family environment under the management and supervision of their spouse husband, a parent father, mother or a sibling brother in what is produced for local consumption and does not employ wage workers, provided*

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[88] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[89] Including for example Sana – see project video, "A renewed chance at childhood, education and a productive family: Sana's story". https://www.ilo.org/beirut/media-centre/multimedia/WCMS_860937/lang--en/index.htm

[90] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

that the work is not dangerous." [91] It also notes that the project provided technical input to the child marriage concern notes, which should in theory contribute to gender equality (although the evaluator has been unable to view all of the technical advice itself). [92]

Regarding outcome 3, the project implementation team did attempt to build the capacities of women and men national and local stakeholders to address the worst forms of child labour, through workshops. One key informant pointed out that the latest vocational trainings were completely aimed at women. The purpose of the trainings was to equip these women with the required skills and equipment (e.g. sewing machines) in order to start a small business. Awareness raising activities reached 60% females in Duhok, and 38% females in Ninewa. [93] Moreover, the latest Annual Report states that of those reached, 38% were females who had increased knowledge of child labour issues. [94] However, it is not possible to comment on the substantive content of the awareness raising materials (due to their non-availability) and whether these contributed to increased knowledge of the gender dimensions of child labour. One interviewee did state that the media campaign to promote attitudinal change among the general public had a focus on boys who are disproportionately impacted by worst forms of child labour.

In summary, overall it would appear that the benefits of the project tended to accrue more to men and boys rather than to women or girls. Please see Lessons Learned section for further discussion on gender.

International labour standards

Iraq has been a member of the ILO since 1932 and has ratified 68 ILO Conventions, including all eight fundamental Conventions.[95] International labour standards (ILS) have been central to the project. ILS have served as guiding principles in development of the National Action Plan Against Child Labour, as well as the law reform. Moreover, tripartite constituents and other stakeholders have participated in capacity building workshops to learn about ILO's normative framework for child labour, including Convention No. 138 on minimum age (1973), and Convention No. 182 on the worst forms of child labour (1999). In addition, the project has contributed to ILO's Programme and Budget 2020-2021 and 2022-2023. Outcome 7: Adequate and effective protection at work for all, Output 7.1. Increased capacity of member States to ensure respect for, promote and realize fundamental principles and rights at work. One key informant noted the implementation of international labour standards relevant for child labour via the child labour monitoring system. Another interviewee noted the increased awareness of labour inspectors, ministry of education staff, and ministry of labour staff about the various international labour standards underpinning the relevant national laws.

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

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[91] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[92] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[93] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[94] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

[95] https://www.ilo.org/beirut/countries/iraq/lang--en/index.htm

framework for the process of sustainable development that is normatively based on international human rights standards and principles. [96] 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,[97] elimination of worst forms of child labour,[98] appropriate regulation of the hours and conditions of employment,[99] and for appropriate penalties or other sanctions to ensure effective enforcement.[100] 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 manner consistent with the evolving capacities of the child. One key informant commented that children are being taught to express themselves, how they feel about being put in unacceptable forms of work, and this puts children at the centre of the support provided, empowering children to express through SCREAM how they feel about being employed as children.[101] 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. [102]

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. It can exist as a tripartite process, with the government as an official party to the dialogue or it may consist of bipartite relations only between labour and management (or trade unions and employers' organizations), with or without indirect government involvement. Social dialogue processes can be informal or institutionalised, and often it is a combination of the two. It can take place at the national, regional or at enterprise level. It can be inter-professional, sectoral or a combination of these.[103]

The main goal of social dialogue itself is to promote consensus building and democratic involvement among the main 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. [104] The ILO aims to assist member States in establishing or strengthening legal frameworks, institutions, machinery or processes for bipartite and tripartite social dialogue in member States. It also aims to promote social dialogue among member States and regional or subregional groupings as means of consensus building, economic and social development, and good governance. [105]

The project engaged social partners in terms of MOLSA, DOLSA in both federal Iraq and KRI, as well as a union (workers' union in KRI). However, the project did not appear to engage

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[96] 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

[97] ILO C138 Minimum Age Convention, Article 2(1).

[98] ILO C182 Worst Forms of Child Labour Convention, Article 7(2).

[99] ILO C138 Minimum Age Convention, Article 7(3).

[100] ILO C138 Minimum Age Convention, Article 9(1).

[101] Key informant interviews.

[102] https://www.ilo.org/ipec/Campaignandadvocacy/Scream/lang--en/index.htm

[103] https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm)%20%20a

[104] https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm)%20%20a

[105] https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm)%20%20a

employers' organisations (beyond involving the Chamber of Commerce, Dohuk in one meeting on prevention of child labour) in a systematic way, although it did involve employers through carrying out inspections of enterprises. The employers' organisations were not involved in the child labour monitoring system committees at governorate level. This is not typical of ILO projects, which tend to have emphasis on a tripartite rather than bipartite approach. However, bipartite social dialogue is valid, as noted above. One interlocutor praised the committees that were established at governorate level for tackling child labour. These were established in both Duhok and Ninewa involving different stakeholders involved in child labour, including MOLSA, unions, police, local NGOs, other ministries (e.g. education, planning, etc). This stakeholder commented that during attendance at several of these meetings, committee members could be observed in a very open and transparent discussion, trying to build on each other's advantage in tackling child labour. Several interviewees noted that child labour was one of the few topics where it was possible to get federal and Kurdish government officials around the table together. One key informant noted that it was helpful for a range of ministries to familiarize themselves with the child labour laws that are relevant for other ministries. Other interview feedback was that social dialogue was encouraged through bringing the host community and IDP communities together in town halls, at the policy level, and through awareness raising. The project has encouraged dialogue between members of both workers' and employers' organisations.

In summary, the project outcomes and outputs have contributed to social dialogue on all three levels – through the child labour monitoring system, at the policy level and at the awareness raising level.

4.2.3 To what extent did the project respond to emerging needs and changing context, including but not limited to the COVID-19 pandemic? What course adjustments have been taken to ensure results? SEP SEP

The project progress reports indicate that the project made important efforts to respond to emerging needs and changing contexts. For example, the COVID-19 pandemic response delayed directorate approvals for activity implementation in schools, and the Ninewa governorate and security authority approvals were lengthy delaying the rapid needs assessment, which in turn impacted the screening and identification of child labour cases. To mitigate this, a no-cost extension was approved so these activities could be completed.[106]

Another example was the project partner response to lower engagement of girls in project activities. Project partner organisations initially faced challenges in enrolling girls in activities due to the nature of the culture in targeted communities which impacts girls' freedom of movement. It was also challenging to identify and track girls' prevalence in forced domestic work settings as inspectors often do not have the mandate to intrude if there is insufficient evidence. This challenge was partially mitigated through gaining the trust of households, establishing child friendly learning spaces as the main safe spaces, delivering activities for all-female groups, and ensuring the time of activities is suitable for the girls and ensures their safety to and from the programme locations.[107]

Furthermore, the project responded to the lack of availability of expert government staff. For

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[106] Project progress reports.
[107] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

example, MoLSA usually employs inspectors who follow up on children involved in child labour activities and hold employers to account. However, shortages of inspectors exist, especially in KRG where there is a multi-month delay in salaries. In Ninewa and at central government level, there was an increasing separation between the functions of inspectors and the child protection units, notwithstanding that the child labour portfolio was increasingly left to the Directorate of Labour and Vocational Training. However, as a mitigation measure, the project worked on two tracks: (i) close engagement of senior level staff at MoLSA central government, bringing them in direct contact with Ninewa directorate staff; (ii) via the Minister in KRG who facilitated linkages with the newly created child protection units to allow for the project to utilise their staff as advocates against child labour. [108]

4.2.4   Have there been any unintended positive or negative consequences of the project intervention?[SEP]

Interview feedback revealed several unintended consequences of the project interventions. First, the project created much more demand for child labour services in a wider geographical area, particularly amongst officials. Second, the project interventions resulted in some of the organized crime associated with child labour to move to areas where these groups thought they could avoid detection. This was mitigated by consulting with the project partners, ILO, police and the affected communities, and through carrying out irregular hours of patrolling to avoid tipping off the offenders. One key informant pointed out that this is a confirmation of the CLMS's effectiveness. Normally, pushing crime from its usual "habitat" is a sign of effective remedial or preventive work, although it may create additional protection risks for the victims/survivors. What has been interesting in Iraq though that it has often been the children themselves, not the "organized criminals," devising new ways of avoiding the CLMS, indirectly providing another insight into the complexities of child labour as a passtime often preferred by the children themselves, in the absence of other options of spending their time meaningfully or of earning some pocket money for own use. This ties into the ILO partners' efforts to support Child friendly Learning Spaces as discussed elsewhere. Third, some families were motivated to pretend their children were engaged in child labour once it was known that there might be an incentive for such families if so.[109] Consequently, the project discovered that some families did not have genuine need for assistance in this area. Fourth, interviewees observed that some vocational training participants did not have a great need for such training, and thought that they were motivated rather by the provision of equipment and transportation fees.

4.2.5   How effective was communication between the project's team, the regional office and the responsible technical department at headquarters? Has the project sought and received adequate technical and administrative support/response from the ILO backstopping units?

The project was managed and implemented by a Chief Technical Advisor based in the newly established ILO project office in Erbil, and was supported by a Programme Assistant. However, as explained in section 4.3 below, there was a gap of total 15 months without anyone filling the latter post (7 months during which the post was empty and 8 months during which the post was

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[108] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[109] One key informant advised that repetitive child labour cases were addressed, reported, and tackled to the extent possible through the CLMS. Yet the notion of linkage with more assistance is something the project team found difficult to react to since it never gave the impression to beneficiaries that the project would provide material or financial assistance beyond the basic needs allowance within IP guidelines.

reclassified)[110]. During the time in which the project was supported by a Programme Assistant, please see footnote for description of duties and responsibilities of same.[111] The Regional Administrative Services unit at ILO ROAS provided administrative guidance and oversight.[112] The Operation Support Unit, together with backstopping units in ILO ROAS, provided pooled administrative support to the project.[113] Technical backstopping and support was provided through the Regional Decent Work Technical Support Team at the ILO Regional Office for Arab States (ROAS) in Beirut and the Fundamentals Branch at the ILO Headquarters in Geneva. [114] Several key informants emphasised inputs by the technical specialist at ILO ROAS to the labour law review and training of implementing partners on child labour. ILO ROAS's Regional Programme Service Unit provided programme support. [115] The Chief Technical Advisor

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[110] Multiple key informant interviews confirmed by documentation.

[111] Provide programming and administrative support to activities undertaken by the implementing partners and prepare briefs, periodical reports and statistical data on status of project activities, to contribute to the preparation of technical and progress reports
  ➢ Draft correspondence, emails, memoranda and reports on administrative matters from oral instructions, previous correspondence or other available information sources in accordance with standard office procedures
  ➢ Responsible for all administrative tasks, including logistical support to the project personnel, travel arrangements, visas, hotel reservation, etc and provide logistics arrangements for conferences, seminars, workshops and meetings
  ➢ Assist the project manager in the programming and preparation of budget estimates and expenditure forecasts by analyzing and monitoring the situation of resources as compared to planned activities
  ➢ Maintain an overview of the financial situation of the Project, to ensure that timely administrative support is provided in general and particular areas. Prepare and modify budget code and budget data such as budget proposals, budget revision, and rephrasing.
  ➢ Assist the project manager in maintaining project financial transaction and reporting systems in accordance with the ILO financial rules and regulations. Prepare administrative and finance related briefing materials for the project officer for reporting purposes and meetings with donors. Keep abreast of the progress report requirements and timetable, providing support to the project manager and coordinators for the preparation of the submission.
  ➢ Provide information to project's Implementing Partners on ILO administrative and financial procedures. Inform the project manager of potential difficulties that may arise from the administrative and finance management capacity and competence of implementing partners to address the problem in timely manner.
  ➢ Provide interpretation and informal and formal translation
  ➢ Perform other duties as may be assigned by the project manager and/or the Country Coordinator.

[112] Key informant interviews. ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[113] Managing *Ex-Col* contracts and relevant activities beginning from announcement stage up until processing and effecting payment.
  ➢ Supporting projects with payment processing for Implementing Agreements including financial report clarification follow up with ROAS colleagues.
  ➢ Event and activities arrangement (procurement and liaison with venues and service providers).
  ➢ Administrative support during activity time, including documentation, photography, and the event management.
  ➢ Processing due payments for service providers and events.
  ➢ Translation of documents through translation service providers.
  ➢ Arrangement of all missions including provision of security personnel, drivers, and ILO vehicles.
  ➢ The unit supported projects all around Iraq, i.e when the project had events in Baghdad the admin team in Baghdad managed the event, and similarly in KRI.
  ➢ All minute sheets &Travel Requests and payments, where revised locally prior to submission to Beirut for extra filtration and quality control, which resulted in increase the pace of processing requirement through our ROAS colleagues.
  ➢ The role of the admin/OPS team in Iraq was to coordinate closely with ROAS colleagues to push things forward, however we must keep reminded that the ROAS admin team cover the operations for the whole region.

[114] Key informant interviews. ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[115] Key informant interviews. ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq. Programme support included: Guidance and quality assurance support in the preparation of periodic progress reports.
  ➢ Ensuring donor requirements against the project document.
  ➢ Preparation of communication products to promote and advocate the project outreach and results.
  ➢ Conducting midterm evaluation. (Although noting that there is no midterm evaluation report available)
  ➢ Managing the independent final evaluation.

coordinated with the Iraq Decent Work Coordinator based in Baghdad to ensure contribution to the objectives of the Decent Work Country Programme in Iraq. [116]

Interview feedback was that the ILO ROAS Regional Administrative Services unit supported the project with administrative, finance, and logistics, as best they could. However, the unit was overwhelmed with requests from throughout the region, with each colleague managing multiple countries, and consequently such assistance would take too long to fulfil. This was not ideal in a field environment where there was a different sense of urgency and needing a more immediate response than could be provided. One interlocutor suggested that it would have been more streamlined and efficient if there were clear operational guidelines, such as using particular funds for particular activities, having some funds available to divert and mobilise for immediate use, rather than the cumbersome processes that saw ILO take much longer to do routine things than other UN agencies, such as UNICEF (for example, procurement, booking venues). These conditions increased the administrative burden on the team in Erbil, which was often only one person strong, managing two implementing partners and a large budget without adequate backstopping.

ILO ROAS Regional Programme Unit supported the project with monitoring and evaluation. During the project's inception phase the Regional Programme Service Unit had no Regional Monitoring and Evaluation Officer from March to end June 2020, and just one Monitoring and Evaluation Officer to service the entire region during May to early June 2020. In addition to this, it had inadequate M&E capacity to support the project throughout its lifetime. A firm was contracted to provide services but support was reportedly sub-par.

In terms of technical backstopping, in the beginning of the project there was excellent support by a legal expert at ILO ROAS, in terms of the initial assessment of policy and regulatory frameworks. Furthermore, there was competent assistance from Headquarters in terms of research and contacts. However, it was unclear to staff in Erbil what the parameters were in terms of the available ILO technical support.

In summary, the project did not receive adequate administrative support due to the absence of a full time Programme Assistant for half of the project life time, but it did receive adequate technical backstopping.

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?[117]

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[116] Key informant interviews. ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[117] 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).*

4.3.1 To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project? ⌊SEP⌋

The project activities have been very cost-efficient. The project budget was approximately $2.8 million USD. Based upon information current to 10 February 2023, there remains around $288,587.50 USD unspent (approximately 20%).[118] Key informants noted that the financial resources were adequate and that the underspend reflects the improvisation that happened to adapt to the various conditions during the country's pandemic response. For example, lots of meetings took place at the ministries, and some at the town hall of city hall. This was swifter than asking for permissions, rentals, and so on. Other meetings took place in the open air during walks with colleagues, in order to comply with pandemic restrictions. This flexibility translated into greater cost-efficiencies than had originally been foreseen in the budget of the project design document. Other financial allocations followed the project budget matrix. Thus, financial resources were allocated strategically to achieve the project outcomes.[119] However, several key informants had the perception that ILO payment rates were not competitive with other UN agencies, which tended to offer higher graded posts for work of a similar nature, which impacted the project's ability to retain project staff, both at ILO and partner levels. Several interviewees also observed the lengthy ILO payment processes, which were not commensurate with ILO associated demands for timely delivery and was off-putting to some stakeholders.

With respect to time, key informants noted that project outputs were not always produced in a timely fashion, due to the pandemic response and the challenges of securing timely government approvals. For example, the initial progress report, which covered the first quarter of project implementation, states that "*COVID-19 had significant impact over that period, mainly by causing restrictions and delays that had impact on travel, movements, availability and accessibility of partners and government officials. Despite the challenges, the selection for key staff took place by the end of the reporting period. Having staff on board and present in the country – despite the restriction caused by COVID-19 – allows for timely outreach and discussion of work with partners*."[120] The second progress report (July 2020-June 2021), stated that "*securing project approvals from the central government caused delays in the launch of Ninewa activities… Since the project kicked-off during the height of the pandemic, the team faced delays in outreach and organisation of training and events… Additional capacity building has been delayed due to travel restrictions which hindered the project to bring in experts and consultants to support the need of implementing partners and provide training… To this end, the restrictions and delays slowed down aspects of implementation by ten to twelve months, delaying other components including case referrals and more time became needed for job placement and mentorship especially as other livelihoods and vocational training by other programmes were not available*."[121] One interlocutor noted that many projects in the region were extended due to delays in service delivery caused by the pandemic response. In this project, it meant that key elements of engagement with beneficiaries (such as vocational training and job matching) only

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[118] Key informant interviews.
[119] Key informant interviews. ILO (undated), ILO Iraq RDPP budget revised.
[120] ILO (2020), Tackling the Worst Forms of Child Labour Amongst IDPs, Refugees and Vulnerable Host Communities: Annual Report covering the start of implementation until 30 June 2020
[121] ILO (2021), Annual Report: Tackling the Worst Forms of Child Labour Amongst IDPs, Refugees and Vulnerable Host Communities in Iraq

took place during the final year. Notwithstanding, key informants observed that the project had allocated sufficient time to achieve the targets, and that the majority of outputs were produced in a timely fashion despite challenges. One key informant pointed out that although the project benefited from several extensions of time, these were granted to do more of the same activities, not due to a failure to achieve the targets. This was on the basis that the project needed more time to measure impact, particularly with respect to the vocational training, and withdrawal of child labourers. Overall, however, the project was drafted for a timeframe of 20 months, and ended up lasting for 30 months. Generally, the perception of key informants was that the project delivered on time, notwithstanding the delays discussed above. In conclusion, time was allocated strategically to achieve the project outcomes.

In terms of human resources, the project design document allocated one Chief Technical Advisor and one full time administrative assistant in Iraq, both based in Erbil, with technical and other backstopping from ILO ROAS and HQ as appropriate. In practice, there were difficulties in recruitment and retention for the administrative assistant position (including type and length of contract), so overall there was a gap of total 15 months without anyone filling this post (7 months during which the post was empty and 8 months during which the post was reclassified),[122] which impacted the workload on the remaining staff member. Multiple key informants noted the quality of the Chief Technical Advisor, and the advantage of having a staff member who was familiar with both international and national contexts and fluent in Arabic and Kurdish, who had good contacts and experience working in the federal government and knew how to navigate the space, where to push and how to engage. However, the administrative burden imposed on the Chief Technical Advisor due to the insufficient support by an appropriately available administrative assistant meant that use of the Chief Technical Advisor's time was not always the most efficient. Please also see "Effectiveness of management arrangements" section above at 4.2.5.

In conclusion, given that the project exceeded several of its targets and achieved the remaining targets, the project results justify the time, financial and human resources invested in the project.

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?** [123]

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[122] Multiple key informant interviews confirmed by documentation. Note that this was exactly the same issue in the Final Independent Cluster Project Evaluation in Enhanced capacity of government and social partners to reduce child labour and improve occupational safety and health in Syria 2022: absence of on the ground admininistrative support due to contract type and length and associated recruitment and retention issues, and inadequate backstopping from ILO ROAS administration due to overwhelming requests from the region.

[123] 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.*

4.4.1 What is the likely contribution of the project's initiatives to the stated development objectives of the intervention? Did they contribute as laid out in the initial theory of change? What else could have been done to better realize the project objective? ⌊SEP⌉

Assessing the impact of the work of ILO can be challenging, given that some of its work is long-term and normative in nature. In this context, considering the making of "likely contribution to the stated development objectives of the intervention" in Iraq is a complex task, with many impediments to be navigated both politically and legally. However, while achieving impact remains very much work in progress in the current country context, the evaluation finds that work undertaken under the project to date has both demonstrated impact in some key areas and laid important foundations for longer term impact.

The following examples both demonstrate impact achieved to date by the project and provide foundations for increased impact in the areas highlighted. To the extent that these examples are sustained in terms of their influence and outreach, and are increasingly interlinked, they hold potential to significantly contribute over time to a broader and longer-term enjoyment of rights in Iraq.

- Increased knowledge and capacities of CSOs and government officials in areas such as Iraq's international labour standards obligations with respect to issues relevant to the project objectives.
- Enhanced collaboration, networking and mutual support achieved between and among CSOs and local child labour stakeholders in both KRI and federal Iraq.
- Increased community level capacities of local CSOs and other child labour stakeholders who are directly on the frontline of worst forms of child labour violations.
- Moderation, at least temporary, of employer behaviours through the protection, observation and monitoring roles of ILO, official and CSO stakeholders in enterprises.
- Improvements, including through ILO and stakeholder advocacy, to the national legal and policy frameworks relevant for child labour, in line with Iraq's international commitments having ratified ILO Conventions No.s 138 and 182.
- A stronger profile for marginalized voices, (including refugees, IDPs, vulnerable host communities, child labourers, their families, women, youth) in national labour rights discourse through opportunities for participation in relevant meetings and labour rights training sessions on a range of themes critical to the Iraqi child labour context.
- An enhanced child labour rights knowledge base to inform advocacy and programme planning of multiple stakeholders in Iraq as a result of the development, dissemination and use of capacity building and technical assistance products by project stakeholders.

Likely contribution of the project's initiatives to the project objective

The likely contribution of the project's initiatives to the overall objective is significant, given that several of the targets were exceeded (as discussed under "effectiveness" section above). However, despite the impressiveness of this feat, the majority of feedback was that it is difficult to judge how long these children may remain out of work in this difficult context and without implementing partners continuing to track their cases.[124] One national stakeholder thought that

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[124] Key informants stated that since monitoring the cases and follow-up has a huge budget, they could not track the cases to learn who remained out of work. One key informant stated that the following factors have affect on remaining children out of work: (i) amending the national laws prohibit child labour and tackle the root causes; (ii) regular workplace monitoring and inspection; (iii) raising awareness within the community and amongst employers and caregivers about the negative effects of child labour on the children's mental, physical and societal abilities; (iv) improving families' economic situation; (v) providing school supplies and

children would return to work without a continuing project.[125] Another key informant observed that it is difficult to guarantee that government staff will continue their work on the child labour monitoring system without ILO or the implementing partners around.

In terms of the policy level, the project technical input to draft national legislation has durably embedded international labour law standards in Iraq's national law and policy framework, as well as in the Kurdistan regional law and policy framework. As such the likely contribution of the project to a coherent and effective policy framework that ensures better protection for vulnerable children and families from the worst forms of child labour is also likely to be significant. Key informant interviews revealed that stakeholders have increased their capacities at the policy dialogue level, with definitions of child labour in internal workings, and MOLSA taking steps to structure itself around the child labour policy agenda.

With respect to the governorate level, numerous key informants stated that the project succeeded in significantly raising awareness about child labour amongst hundreds of people with decision making authority who now know what it is and that it is wrong, whereas before child labour was not a topic of concern. Thus it is likely that building capacity of national actors and local communities to play an active role to promote a shared responsibility with common goals against child labour contributed to the overall objective of the project. Multiple key informants stated that the technical assistance and capacity building has been the impetus for an attitudinal shift and a cultural adjustment towards worst forms of child labour. This can be seen not only amongst officials, but also amongst the children themselves, most of who are now in school, as well as the parents, who have fewer tendencies to send their children to work.

Theory of change
The project document formulated the following Theory of Change for the project.

> If a National Action Plan against child labour is developed and capacities of national and local partners on the ground is strengthened,
> And if activities on the ground address children at risk of or involved in child labour as well as their families,
> Then, worst forms of child labour in Iraq will be substantially reduced

In terms of whether the project initiatives contributed as laid out in the theory of change, the project was designed around three outcomes – support for policy development resulting in a National Action Plan on Child Labour; building capacity of Iraqi government agencies and social partners to address child labour; and direct service provision focusing on worst forms of child labour. Project initiatives all sought to achieve these outcomes. As discussed above, these outcomes contributed to achievement of the overall objective, which was to reduce the worst forms of child labour in Iraq amongst IDPs, refugees and vulnerable communities in the two governorates. In summary, the project initiatives did contribute as laid out in the theory of change. However, several key informants pointed out that it is difficult to measure what the impact of the project will be in several years from now. One interlocutor noted that it is generally assumed with protection projects that things would not get substantially worse. No

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necessities for children to stay at school and continue their study; (vi) establishing a child labour monitoring system at district and sub-district level; (vii) enhancing the vocational training centers to train and find employment for siblings, caregivers and parents of child labourers.
[125] Key informant interview.

one expected the economic consequences of the pandemic to be as extreme as they have been, and that there are no signs of economic recovery or stability across the region.

What could have been done better to realize the project objective?

Multiple key informants requested an increase in the number of training workshops to cover a greater number and type of beneficiaries, schools, parents and labour inspectors in a wider geographical area. One key informant recommended that the selection of training participants should be according to education level, age and need. Several interlocutors requested small grants for people to set up their own businesses, and expansion of professions for men and women. One interviewee suggested that there should be a pledge by the head of households participating in the project not to send the children back to work. Another interviewee noted that the National Action Plan needed more implementation time. One stakeholder recommended that the project consult more with organisations working on child labour to exchange thoughts and ideas. Please see Lessons Learned for further input.

4.5   Sustainability

The extent to which the net benefits of the intervention continue, or are likely to continue.[126]

4.5.1   How sustainable are the results achieved by the project so far likely to be? To what extent are the benefits for both children and their households likely to sustain? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?

It is unrealistic to expect sustainability with a 2.5 year project implemented during a global pandemic which delayed project implementation for the first year. For example, at the household level, it is difficult to judge how many children of the thousands that have been serviced by the project will remain out of work.

Yet, foundations have been laid so that various initiatives may be carried forward. For instance, key informants noted that there are systems which have been put in place for tracking the more difficult child labour cases. Key in tackling child labour has been the development of an ILO-supported Child Labour Monitoring System, which was implemented in partnership with the Government of Iraq. The monitoring system identifies vulnerable children who are in or at risk of child labour and provides them with needed support and services. It focuses on access to education and psycho-social services and providing the children's parents and caretakers with opportunities that can improve their employability and livelihood. [127] Key informants advised that the Child Labour Monitoring System has a longer term mechanism allowing for three to nine months follow up. Kurdistan Save the Children will continue this work in KRI using other funds. MOLSA in KRI indicated its willingness to continue working on child labour. Interviewees were not convinced that actors in federal Iraq would have sufficient expertise to continue this work.

After the successful piloting of the Child Labour Monitoring System in Ninewa and Duhok, the ILO and UNICEF have been jointly supporting the government with capacity building and technical support to adopt and implement the system across the country and specifically in

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[126] https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

[127] ILO (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq, Baghdad, 12 June 2022. https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm

areas where child labour is most prevalent. [128] Key informants observed that these activities have contributed to building the capacity of policy makers and decision makers both at federal and Kurdish levels. However, they also warned that if no one is continuing to remind them, this knowledge might get lost.

As discussed above, in terms of the policy level, the project technical input to draft national legislation has durably embedded international labour law standards in Iraq's national law and policy framework, as well as in the Kurdistan regional law and policy framework. This has included the National Action Plan Against Child Labour as well as endorsement of five policy frameworks for child labour. [129] Multiple interviewees noted the sustainability of the National Action Plan.

Moreover, key informants noted that child friendly spaces in Mosul have been absolutely crucial. The project helped set up and revive centres in Mosul, Ninewa's capital, and Dohuk to provide children with awareness raising, informal education, catch up schooling, receive psychosocial support, and return to school. These centres provide a safe space for children who have been withdrawn from child labour to engage in age-appropriate activities that can help them return to formal education. [130] The centres also follow up on child labour cases, in coordination with facilitators and social case workers, as part of the monitoring system. [131] Fortunately, schools are open now both in federal Iraq as well as in KRI, after a period of closure related to the pandemic restrictions. The project has been successful in working around the rule that all school in-take must stop after September, allowing child labourers to be accepted into school during the school year.

Several key informants emphasized the contribution to sustainability that would be provided by the new global interagency child labour toolkit. The toolkit, developed by the Alliance for Child Protection in Humanitarian Action, provides practical tools and case studies for humanitarian actors and other agencies on ways to respond to child labour. Iraq is the first country in the region to roll out this toolkit. The project conducted a five-day training to introduce a new global interagency child labour toolkit in Iraq. The training on the toolkit was co-facilitated by Bent Al-Rafedain Organization (BROB), bringing together representatives from national and international organizations from across Iraq, who are working in the field of child protection and child labour. [132] The toolkit "Preventing and Responding to Child Labour in Humanitarian Action " is based on evidence from multiple contexts and encompasses practical tools and case studies from different countries, including Iraq. It was developed to guide humanitarian actors and other agencies in their response to child labour. The Task Force is co-led by Plan International and the ILO. [133] The participants of the training will act not only as trainers, but also as advocates to ensure a wide and comprehensive national roll out of the toolkit, thereby contributing to sustainability of the project initiatives. [134] The project also worked with Alliance

[128] ILO (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq, Baghdad, 12 June 2022. https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm
[129] ILO (2022), ILO Iraq Monitoring, Evaluation & Learning Plan.
[130] ILO (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq, Baghdad, 12 June 2022. https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm
[131] https://www.ilo.org/beirut/media-centre/fs/WCMS_816835/lang--en/index.htm
[132] https://www.ilo.org/beirut/media-centre/news/WCMS_853080/lang--en/index.htm
[133] https://www.ilo.org/beirut/media-centre/news/WCMS_853080/lang--en/index.htm
[134] https://www.ilo.org/beirut/media-centre/news/WCMS_853080/lang--en/index.htm

8.7 to update the toolkit for use in the MENA region, including translation of case studies.[135] Alliance 8.7 is an inclusive global partnership committed to achieving target 8.7 of the 2030 Sustainable Development Goals on ending child labour. As a result of this collaboration, the Chief Technical Advisor was requested to facilitate the first MENA regional training session covering the Arab States.

To what extent are the benefits for both children and their households likely to sustain?

One interlocutor emphasized that the technical, social and attitudinal benefits for children and their households are likely to sustain to a good extent. Beneficiaries did not have the expectation that the project would compensate for livelihoods or provide an alternative source of income, rather that the project support would be technical. Because of direct engagement with children through child friendly spaces and the SCREAM programme, children have learned to be more engaged with the entertaining part of education. By making learning fun, this should help the benefits to sustain. Multiple interviewees stated that if the family members have jobs, the children will be able to stay in school. However, one government stakeholder thought that children were likely to go back to work once the project ends, based on previous experience.

Hevin Mala Ali is a Syrian refugee who fled to Dohuk, in the Kurdistan Region of Iraq nine years ago. She recently took part in a vocational training programme specialised in sewing. During the month-long training, Hevin acquired many new skills; from learning how to sew to writing a CV and numerous life skills. She has also been given a sewing machine to help her set up a small home-based business, which she hopes will generate some income. Most importantly, Hevin hopes that by providing for her family, her young son will no longer have to work. "I will try to make use of the sewing machine, and generate an income for myself and my family, so we are not reliant on anyone," said Hevin. "My son will no longer have to work on the streets." [136]

What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?

In terms of measures to ensure the key project components are sustainable beyond the life of the project, the project has built upon already established national governance mechanisms, including the MOSLA Child Labour Unit, and the Inter-Ministerial committee on Child Labour. The Juvenile Police authority in Ninewa indicated that they would continue their monthly visits to vulnerable children and parents. These existing mechanisms present a great opportunity to enhance capacities of national and local structures to address child labour more efficiently. In addition to the MOLSA, the project has also worked with the Iraqi employers' and workers' organizations at the central level and in the Kurdistan Region.[137] By building the capacity of the key tripartite actors at central and KRI levels, the project has laid foundations for national sustainability in future. However, as noted elsewhere in this report, government ownership remains a work in progress. Moreover, the project has tried to educate and advocate to interested parties in ILO to keep an eye on the child labour portfolio, and to try to mobilise resources through the Decent Work Country Programme.

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[135] Key informant interview.
[136] https://www.ilo.org/beirut/media-centre/fs/WCMS_858917/lang--en/index.htm
[137] ILO (2019), Project Design Document.

4.5.2 To what extent are national partners – governmental or non-governmental – able and willing to continue their efforts, for example development of policies and regulations, to tackle the worst forms of child labour after the project?

Multiple key informants stated that governmental partners in federal Iraq and KRI are willing to continue their efforts to tackle the worst forms of child labour after the project. One key informant observed that when ministers or decision makers talk about child labour approaches, they know where to go and which resources to use, such as in the Alliance 8.7 knowledge platform. However, technical assistance would continue to be needed, with capacity and ownership an issue, and the government partners do not seem commited to co-funding at this stage. Several interviewees pointed out that child labour tends to be a marginalised portfolio within the child protection agenda, which attracts little funding. One government stakeholder highlighted their lack of staff, and that their work is lmited to the city as they do not have access to transport to work in areas outside the city. Consistent feedback was the difficulty of continuing if there was no funding. This was the feedback from unions as well.

In addition, interview feedback was consistent that in general the NGO sector would not be able to continue their efforts without funding. TAD has already handed over all the contents of the child friendly spaces to the schools in which they were working, and has asked the Directorate of Education in Ninewa to continue this work. However, Kurdistan Save the Children would continue supporting the child labour hotline, providing case management, and providing a monthly stipend to families of children who remain out of work – on the condition that their children remain in school. Bint Alrafidaen indicated that they would continue to work on child labour. Overall, many project staff have left TAD and KSC now that funding has come to an end.

In terms of development of policies and regulations to tackle the worst forms of child labour, much of the ground work has been laid in terms of technical content. Iraq has a good track record of ratifying relevant international labour standards compared to some other countries in the region. However, implementation of policies and regulations would need further support in terms of practical guidance. One of the main messages that the project was able to promote was the move away from a punitive approach to child labour, arresting children and punishing employers, to a holistic approach encompassing return to school and skills development and employment support for families.

5.   Conclusion

In conclusion, the projects' objectives and designs were highly **relevant** given the constituents' and target populations' needs and political, economic and social context in Iraq. Overall, the project objectives were very well aligned with the framework of the ILO Decent Work Country Programme in Iraq, the ILO's Programme and Budget, and the Sustainable Development Goals. The project strategies and structures were coherent and logical to a high degree, as they aimed to support government institutions and specialized local NGOs to jointly address the root causes of child labour, including conflict and poverty. The approach was three pronged, through provision of direct services in pilot governorates with high populations of IDPs and refugees (one in federal Iraq, one in Kurdistan Region of Iraq), technical support to law and policy reform, and capacity building and awareness raising of national stakeholders and beneficiaries. The project focused on particularly vulnerable groups subject to discrimination (IDPs, refugees and vulnerable host communities). However, the project design did not adequately take into

account gender equality concerns (e.g. did not include adequate gender analysis or an explicit strategy to address gender equality in project outcomes, outputs or activities). Nor did it take into account inclusion of persons with disabilities, which would have been highly relevant given the gendered and disability impacts of worst forms of child labour (boys disproportionately affected by worst forms of child labour, girls disproportionately affected by trafficking, children engaging in worst forms of child labour become disabled through exposure to hazardous work).

The evaluation found that the project has been **effective** in many ways, with achievement of its stated objective and outcomes, and exceeding multiple targets. With respect to ILO's cross cutting policy drivers, this evaluation found that the implementation phase of the project contributed to gender equality in modest ways. There was some data collection disaggregated by gender, and monitoring of involvement of men, women, boys and girls in project activities. However, in terms of substantive contribution to gender equality, the project did not seek to target boys disproportionately affected by worst forms of child labour, and it stated that it was too difficult to access girls disproportionately affected by forced domestic work. There were some attempts to address the disproportionate access of girls to education or of women to employment. Regarding international labour standards, these were central to the project, particularly the fundamental ILO Conventions relevant for child labour. These guided project technical advice regarding law and policy reform, as well as capacity building and awareness raising. With respect to social dialogue, the project sought to mainstream this into the piloting of direct child labour services at governorate level via establishment of the child labour monitoring system and its CLMS committees, which encouraged multistakeholder participation, including of tripartite constituents (although it is unclear how involved employers' organisations were). The project responded appropriately to changing contexts, including the pandemic response which began soon after project implementation. There were some unintended consequences of the project, such as organized crime associated with child labour attempting to avoid detection. One key informant pointed out that this is a confirmation of the CLMS's effectiveness. Normally, pushing crime from its usual "habitat" is a sign of effective remedial or preventive work, although it may create additional protection risks for the victims/survivors. What has been interesting in Iraq though that it has often been the children themselves, not the "organized criminals," devising new ways of avoiding the CLMS, indirectly providing another insight into the complexities of child labour as a passtime often preferred by the children themselves, in the absence of other options of spending their time meaningfully or of earning some pocket money for own use. This ties into the ILO partners' efforts to support Child friendly Learning Spaces as discussed elsewhere. Another unintended consequence was that the project created much more demand for child labour services in a wider geographical area, particularly amongst officials. Key informants thought that the project did not receive adequate administrative or programme support from the ILO backstopping units, but it did receive adequate technical backstopping.

Regarding **efficiency**, the evaluation found that the project results justify the time, financial and human resources invested in the project. The project was largely cost efficient, with approximately 20% of the budget remaining unspent. Savings were due to adjustments in how project activities were implemented due to the pandemic restrictions. However, several key informants had the perception that ILO payment rates were not competitive with other UN agencies, which tended to offer higher graded posts for work of a similar nature, and this affected staff retention both at ILO and partner levels. Regarding time, some project outputs were delayed due to the pandemic restrictions, and central government approvals. However,

the project received an extension of time (from 20 to 30 months), and the project was able to exceed multiple targets. Generally, the perception of key informants was that the project delivered on time, notwithstanding the delays discussed above. In conclusion, time was allocated strategically to achieve the project outcomes. In terms of human resources, the project design document allocated one Chief Technical Advisor and one full time administrative assistant in Iraq, both based in Erbil, with technical and other backstopping from ILO ROAS and HQ as appropriate. In practice, there were difficulties in recruitment and retention for the administrative assistant position (including type and length of contract), so overall there was a gap of total 15 months without anyone filling this post[138], which impacted the workload on the remaining staff member.

Assessing the **impact** of the work of ILO can be challenging, given its essentially long-term normative nature. However, while achieving impact remains very much work in progress in the current country context, the evaluation finds that work undertaken under the project to date has both demonstrated impact in some key areas and laid important foundations for longer term impact. The following examples hold potential to significantly contribute over time to a broader and longer-term enjoyment of rights in Iraq. (i) Increased knowledge and capacities of CSOs and government officials in areas such as Iraq's international labour standards obligations with respect to worst forms of child labour; (ii) Enhanced collaboration, networking and mutual support achieved between and among CSOs and local child labour stakeholders in both KRI and federal Iraq; (iii) Increased community level capacities of local CSOs and other child labour stakeholders who are directly on the frontline of worst forms of child labour violations; (iv) Moderation, at least temporary, of employer behaviours through the protection, observation and monitoring roles of ILO, official and CSO stakeholders in enterprises; (v) Improvements, including through ILO and stakeholder advocacy, to the national legal and policy frameworks relevant for child labour, in line with Iraq's international labour standards commitments; (vi) A stronger profile for marginalized voices, (including refugees, IDPs, vulnerable host communities, child labourers, their families, women, youth) in national labour rights discourse through opportunities for participation in relevant meetings and labour rights training sessions on a range of themes critical to the Iraqi child labour context; (vii) An enhanced child labour rights knowledge base to inform advocacy and programme planning of multiple stakeholders in Iraq as a result of the development, dissemination and use of capacity building and technical assistance products by project stakeholders. Moreover the SCREAM training beneficiaries – child labourers, their families, civil society implementing 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.

As for **sustainability**, numerous stakeholders commented that it is difficult for such a short project to be sustainable, and it is difficult to predict how many children will remain out of work. Yet, foundations have been laid so that various initiatives may be carried forward. For instance, the Child Labour Monitoring System has a longer term mechanism allowing for three to nine months follow up. Kurdistan Save the Children will continue this work in KRI using other funds. MOLSA in KRI indicated its willingness to continue working on child labour. However, interviewees were not convinced that actors in federal Iraq would have sufficient expertise to continue this work. In terms of the policy level, the project technical input to draft national legislation has durably embedded international labour law standards in Iraq's national law and

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[138] 7 months vacant post, 8 months where post was reclassified. Multiple key informant interviews confirmed by documentation.

policy framework, as well as in the Kurdistan regional law and policy framework. Several key informants emphasized the contribution to sustainability that would be provided by the new global interagency child labour toolkit. By building the capacity of the key child labour actors at central and KRI levels, the project has laid foundations for national sustainability in future. One of the main messages that the project was able to promote was the move away from a punitive approach to child labour, arresting children and punishing employers, to a holistic approach encompassing return to school and skills development and employment support for families. However, government ownership remains a work in progress. Multiple key informants stated that governmental partners in federal Iraq and KRI are willing to continue their efforts to tackle the worst forms of child labour after the project. However, technical assistance would continue to be needed, with capacity and ownership an issue, and the government partners do not seem committed to co-funding at this stage. in general the NGO sector would not be able to continue their efforts without funding, and project staff have generally all left by now. However, Kurdistan Save the Children would continue supporting the child labour hotline, providing case management, and providing a monthly stipend to families of children who remain out of work – on the condition that their children remain in school.

6.   Lessons learned
Please see Annex 4 for lessons learned.

6.1   Leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals

6.2   Child labour has important gender equality aspects which if focused on can increase impact

7.   Good practices
Please see Annex 3 for lessons learned.

7.1   A holistic approach to addressing worst forms of child labour that addresses its root causes yields high returns

7.2   Piloting of direct services to combat child labour in targeted governorates for scaling up to national level

8.   Recommendations

Recommendation	To whom	Priority	Timeframe	Resource implications
1. Develop proposals for donor funding to continue with the integrated approach to address worst forms of child labour - focusing on protecting families and children rather than punishing them – by expanding to the national level (whilst also continuing to engage in KRI), including through: a) Continuing with technical assistance at the law and policy level to (i) align appropriate instruments and mechanisms with international labour standards and to durably embed these in national and regional frameworks; and (ii) address implementation and enforcement of legislation. b) Scaling up the CLMS to national level, continuing to focus on addressing root causes of child labour, including conflict and poverty, through referrals for (i) psycho-social support to refugees, IDPs and vulnerable host communities, (ii) enhancing access to education for child labourers (through SCREAM and CFLS), and (iii) to employment for their families (through vocational skills training – including in non-gender-stereotypical occupations,[139] apprenticeships, and small business grants for adults and young persons of working age). c) Continuing capacity building of key national stakeholders, and awareness raising of local communities, with an increased focus at Baghdad level.	Project designers ILO ROAS ILO Country Office	High	Short term	High
2. Develop proposals for donor funding to scale up the Child Labour Monitoring System to national level, including through	Project designers	High	Short term	High

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[139] Please see lesson learned section for ideas.

	a) Identification of vulnerable children who are in or at risk of child labour and provide them with referrals to appropriate support and services with the involvement of relevant institutional and community actors (see 1.b above) b) Establishment of governorate level CLMS committees in further governorates c) Building in sustainability, including through production of a CLMS manual with capacity building materials, and designing an exit strategy to hand over responsibility to the government d) Placing more emphasis on building resilience through social dialogue involving all three tripartite constituents at all levels.	ILO ROAS ILO Country Office			
3.	Leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals, including through: a) Considering a partnership with UNHCR in future work to address child labour in refugee and IDP children to leverage their expertise in working with these populations, as well as with school drop outs. Consider their civil documentation work as a potential entry point for child labour initiatives, as well as collaborating on case management services, data sharing, and learning from UNHCR's experience in engaging youth and adolescents in non gender-stereotypical training/skills development. b) Foster explicit linkages between child labour projects and other relevant ILO projects in Iraq, such as the PROSPECTS Programme, to leverage its focus on the nexus between protection, work and education, as well as partnerships with UNICEF, UNHCR and the World Bank. Seek opportunities to integrate the child labour portfolio into the broader ILO portfolio, with a view to achieving greater	Project designers ILO ROAS ILO Country Office UNHCR Iraq	Medium	Short term	Low

	impact and sustainability.				
4.	Address gendered impacts of child labour, including through: a) Targeting forced domestic work among the girls by focusing on what is needed to monitor and access domestic settings. b) Continued targeting of sectors and industries where boys are engaged in worst forms of child labour. c) Any future project should ensure equal integration of gender into its objectives, outcomes, outputs and indicators, including by utilizing mechanisms and tools derived from relevant UN gender mainstreaming strategies such as 1999 ILO Policy on Gender Equality and Mainstreaming, and the UN System Wide Action Plan on Gender Equality and Empowerment of Women.	Project designers ILO ROAS ILO Country Office ILO HQ Technical Unit	High	Short term	Low
5.	Include a project focus on the increased vulnerability of child labourers engaged in hazardous work to disability. a) Draw on the UN Disability Inclusion Strategy[140] (UNDIS) as a key reference for new project and activity design, resourcing, planning and implementation to reinforce its disability inclusion and LNOB dimensions. b) In line with the UNDIS, strengthen engagement with Iraqi Organizations of Persons with Disabilities (OPDs) across all types of impairment (physical, sensory, psycho-social and intellectual), as well as with the Authority for People with Disabilities c) Proactively link work under any project with other relevant ILO national and regional disability rights workstreams, as well as with the disability-related engagements of other UNCT members d) Encourage engagement with the Special Rapporteur on	Project designers ILO ROAS ILO Country Office ILO HQ Technical Unit	High	Short term	Low

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[140] https://www.un.org/en/content/disabilitystrategy/assets/documentation/UN_Disability_Inclusion_Strategy_english.pdf

	the Rights of Person with Disabilities e) Embed disability indicators and targets in project and activity results frameworks.				
6.	Ensure that the necessary human resources are adequately funded to meet administrative requirements, and quality monitoring, evaluation, accountability and learning. Ensure that ILO grades its posts in alignment with other UN agencies for work of a similar nature, and that contracts are of sufficient length to retain staff and partners for the duration of project need.	ILO ROAS ILO Country Office	Medium	Medium term	Medium
7.	Continue strengthening the enabling environment in both federal Iraq and KRI as a component of a future child labour project in Iraq, particularly technical advice to strengthen the legal framework and complete the policy work from this project (National Action Plan Against Child Labour in Iraq) in line with international labour standards.	Project designers ILO ROAS ILO Country Office ILO HQ Technical Unit	Medium	Medium term	Medium
8.	Continue awareness raising initiatives to reinforce the message that children need to be in school rather than in employment, including through working with religious leaders and faith-based organisations to promote behavior change. One strategy might include building the child labour rights capacity of ILO national staff to advocate to religious leaders so they have the credibility, legitimacy, and ability to connect with and advocate to their peers.	Project designers ILO ROAS ILO Country Office	Medium	Medium term	Medium
9.	Target project activities towards children and families based on the following criteria: • Need • Gender • Age	Project designers ILO ROAS ILO Country Office	Medium	Medium term	Medium

	• Disability • Education level • Willingness of head of household to pledge not to send the children back to work.				
10.	Consider increasing the number of training workshops to cover a greater number and type of beneficiaries, schools, parents and labour inspectors in a wider geographical area. Consult with organisations working on child labour to exchange thoughts and ideas.	Project designers ILO ROAS ILO Country Office	Medium	Medium term	Medium

Annex 1: List of interviewees and focus group discussants

The evaluation collected primary data from 21 key informant interviewees, including eight females, and from X focus group discussants, including X females and X child labourers. In total there were X females and X males who provided primary data.

Key informant interviewees (8 females, 13 males)
ILO
- Chief Technical Advisor, ILO Iraq
- ILO Country Programme Coordinator, ILO Iraq

Tripartite stakeholders
- Director of Labour Department, Department of Labour and Social Affairs – Ninewa
- Federal Work Department Director – Ninewa
- Director of Vocational Training – Ninewa
- MoLSA KRI - Senior Advisor
- Workers' Union in KRI
- Chamber of Commerce – Duhok

Government partners
- Juvenile Police Director – Ninewa
- Assistant Director of Education Department, General Directorate of Education

Project partners
- Project Manager, Al Tahreer Association for Development
- Project Coordinator, Kurdistan Save the Children
- Bent Al-Rafedain Organization (BROB)
- VTC Jiner
- Kurdistan Organization for Human Rights Watch

UN Partners
- Project Officer, UNICEF Iraq
- Senior Protection Officer, UNHCR Iraq
- Assistant Protection Officer, GBV/CP, UNHCR Iraq
- Operation Officer, World Bank Iraq

Donor
- Liaison and Project Manager, Jordan & Iraq, RDPP
- Monitoring and Evaluation Specialist, RDDP

Focus group discussions
SCREAM participants – adolescent child labourers (X females, X males)
- Numbers and gender to be provided by national consultant

Sibling/caregiver training participants (X females, X males)
- Numbers and gender to be provided by national consultant

Annex 2: List of documents reviewed

RDDP child labour project

1. ILO (2020), Project Design Document – Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities in Iraq
2. ILO (2020), Project monitoring, evaluation and learning matrix
3. ILO (undated), Project budget matrix
4. ILO (2020), Project work plan
5. Agreement between Regional Development Programme for Lebanon, Jordan and Iraq and the ILO, 2020
6. First Amendment to Agreement between Regional Development Programme for Lebanon, Jordan and Iraq and the ILO, 2021
7. ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
8. ILO (2021), Annual Report: Tackling the Worst Forms of Child Labour Amongst IDPs, Refugees and Vulnerable Host Communities in Iraq
9. ILO (2020), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq
10. ILO (2023), Quarterly Information Note to 31 December 2022.
11. Project webpage https://www.ilo.org/beirut/projects/WCMS_758091/lang--en/index.htm
12. ILO (2020), ILO and RDPP launch a partnership to combat worst forms of child labour in Iraq, https://www.ilo.org/beirut/media-centre/news/WCMS_751969/lang--en/index.htm
13. ILO (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq, https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm
14. ILO (2020), Joint Statement by the ILO and UNICEF on World Day Against Child Labour in Iraq https://www.ilo.org/beirut/media-centre/news/WCMS_747832/lang--en/index.htm
15. ILO (2021), ILO raises awareness on the worst forms of child labour among key stakeholders in Iraq. https://www.ilo.org/beirut/events/WCMS_826036/lang--en/index.htm
16. ILO (2022), I had to stop school and go to work because of COVID-19 https://voices.ilo.org/stories/i-had-to-stop-school-and-go-to-work-because-of-covid-19
17. ILO Programme & Budget 2020-2021
18. ILO Programme & Budget 2022-2023
19. Implementation Agreement between ILO and Al Tahreer Association for Development, 2020
20. Implementation Agreement between ILO and Kurdistan Save the Children, 2020

Iraq

21. OCHA (2022) Iraq Humanitarian Needs Overview
22. ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
23. U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour.
24. OHCHR (2021), The Right to Education for Girls in Post ISIS Iraq https://www.ohchr.org/en/stories/2021/01/right-education-girls-post-isil-iraq
25. International Crisis Group (2020), Exiles in their own country: Dealing with displacement in post ISIS Iraq https://www.crisisgroup.org/middle-east-north-africa/gulf-and-arabian-peninsula/iraq/b79-exiles-their-own-country-dealing-displacement-post-isis-iraq

ILO supervisory bodies and UN human rights mechanisms

26. Committee of Experts on Application of Conventions and Recommendations (2021), Direct Request – Worst Forms of Child Labour Convention, 1999 (No. 182) – Iraq, adopted 2019, published 109th ILC session.

27. Committee of Experts on Application of Conventions and Recommendations (2021), Observation – Worst Forms of Child Labour Convention, 1999 (No. 182) – Iraq, adopted 2019, published 109th ILC session.
28. Committee of Experts on Application of Conventions and Recommendations (2019), Observation – Minimum Age Convention, 1973 (No. 138) – Iraq, adopted 2018, published 108th ILC session.
29. Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7
30. United Nations (2019), International Human Rights Instruments, Common Core Document Forming Part of the Reports of States Parties – Iraq, HRI/CORE/IRQ/2019
31. Universal Periodic Review (2019), Report of the Working Group on the Universal Periodic review – Iraq. A/HRC/43/14, 20 December 2019.
32. Universal Periodic Review (2019), 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 - Iraq. A/HRC/WG.6/34/IRQ/2, 19 August 2019
33. Human Rights Council (2020), Report of the Special Rapporteur on the human rights of internally displaced persons – Visit to Iraq, A/HRC/44/41/Add.1, 13 May 2020

Thematic

34. ILO (2021), Emerging Good Practices in the Elimination of Child Labour in the Middle East and North Africa.
35. ILO (2021), Employment and decent work in the Humanitarian-Development- Peace Nexus.
36. ILO (2019), Integrated Strategy on Fundamental Principles and Rights at Work 2017-2023.
37. ILO (2014), ILO in Fragile Situations – An Overview.
38. ILO (2021), Peace and Conflict Analysis – Guidance for ILO's programming in fragile and conflict affected contexts.
39. ILO (2020), Jobs for Peace and Resilience – An ILO Flagship Programme – Key Facts and Figures.
40. ILO (1999), ILO Policy on Gender Equality and Mainstreaming.
41. ILO Governing Body Document GB.292/TC/1 (2005) Thematic Evaluation Report: Gender Issues in Technical Cooperation. [SEP]
42. ILO (2020), Guidance Note: Integrating gender equality in monitoring and evaluation.
43. https://www.ilo.org/ipec/Campaignandadvocacy/Scream/lang--en/index.htm
44. https://www.ilo.org/ifpdial/areas-of-work/social-dialogue/lang--en/index.htm)%20%20a
45. UNICEF (2003), Child Labour, Education and the Principle of Non-Discrimination.
46. 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

Annex 3: Good practice tables

Emerging good practice 1: A holistic approach to addressing worst forms of child labour that addresses its root causes yields high returns

Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities

Project DC/SYMBOL: IRQ/19/02/MUL
Name of Evaluator: Ms. Chantelle McCabe
Date: 15 March 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	1
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	A holistic approach to addressing worst forms of child labour that addresses its root causes yields high returns.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Years of conflict, displacement and destruction of infrastructure have increased the vulnerability of children in Iraq to child labour.[141] The Multi-Indicator Cluster Survey carried out by UNICEF in 2018 found that 7.3% of children aged 5-17 engaged in child labour. Boys aged 5 to 17 are disproportionately affected by child labour in Iraq, with 10.2% of them in child labour (versus 4.3% of girls). Overall, the Kurdistan region is more affected (10.3%) than South/Central Iraq (6.7%), which is likely a reflection of the influx of Syrian refugees in the former region. Children living in rural areas are more than three times more likely to be child labour (13.9%) than children in urban areas (4.1%).[142] Across Iraq, 5.9% of children are involved in hazardous work, one of the worst forms of child labour. For this category, the gender and location differentials are particularly pronounced, with boys close to four times more likely to be in hazardous child labour (9.2%) than girls (2.5%), and children in rural areas four times more likely to be in hazardous child labour (11.9%) than children in urban areas (3%).[143] According to the US Department of Labour, worst forms of child labour in Iraq include cross-border smuggling and drug and weapons

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[141] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[142] TOR
[143] TOR

trafficking; forced domestic work; forced begging, and commercial sexual exploitation sometimes as a result of human trafficking. [144]

An estimated one in five schools are out of use in heavily conflict-affected areas, leaving children at heightened vulnerability of child labour. IDPs are especially impacted, and a large proportion of internally displaced children (48%) are out of school. [145] There is a lower rate of enrolment of girls at the primary, intermediate and secondary levels and a higher dropout rates for girls. [146] In some rural areas, girls are prevented by their families to attend school, and the role of mother and caregiver is encouraged over participating in the formal workforce.[147]

Household income loss due to violence has reportedly forced more families to send their children to work. Survey data from UNICEF also suggests that social assistance programmes often fail to reach vulnerable children and their families, with 68% of children from a poor background not receiving any form of social assistance. [148] Iraq faces a job crisis. After years of conflict, the country has one of the lowest employment-to-population ratios in the region. [149] Labour force participation is estimated at 49% for federally-administered Iraq and 40% for KRI. [150] In particular, the unemployment rate in KRI has increased from 6.5% prior to the Daesh conflict to 14% in 2016, largely due to the influx of IDPs and refugees (World Bank, 2018d). [151]

Key informants noted that many breadwinners were killed during years of conflict leaving a higher proportion of female-headed households. Unemployment is particularly high among women, youth and displaced communities. [152] Female labour force participation in Iraq is particularly low, estimated at 20%,[153] with a concentration of women in the informal sector.[154]

[144] U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq

[145] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[146] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.

[147] https://www.ohchr.org/en/stories/2021/01/right-education-girls-post-isil-iraq

[148] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. Children in Iraq face numerous barriers to education, including displacement, the lack of local schools, the use of schools as shelters by IDPs, costs of transportation and school supplies, and lack of sufficient educational facilities. Insufficient access to transportation and destruction of schools during the conflict with ISIS also continue to limit access to education; according to UNICEF, over half of the schools in Iraq require repairs. Displaced children and refugee children are especially vulnerable to educational barriers, including the cost of transportation and school supplies, lack of documentation, host community children being given priority for classroom seats, and vulnerability to COVID-19 pandemic-related school closures due to reduced access to mobile devices, the Internet, and parental support. UNICEF reports that, while almost 92 percent of children enroll in primary schools, only half of children from economically disadvantaged families complete primary school and less than a quarter complete secondary education.https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq

[149] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Of seven million Iraqi young women and men, over 3.4 million are out of school. Around 33% of young Iraqis (aged 15-29) are illiterate or semi-literate, 33% have completed primary school, 28% have finished middle or high school, and only 7% have completed post-secondary education (World Bank, 2017). As a result, many young Iraqis lack the skills necessary to find a job in a fragile, post-conflict economy.

[150] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[151] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[152] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Of seven million Iraqi young women and men, over 3.4 million are out of school. Around 33% of young Iraqis (aged 15-29) are illiterate or semi-literate, 33% have completed primary school, 28% have finished middle or high school, and only 7% have completed post-secondary education (World Bank, 2017). As a result, many young Iraqis lack the skills necessary to find a job in a fragile, post-conflict economy.

[153] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[154] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.

Establish a clear cause- effect relationship	The project adopted an integrated approach to address the worst form of child labour through a set of three complementary upstream and downstream interventions: (i) policy level - development of a National Action Plan Against Child Labour, and revision of laws relevant for child labour to accord with international labour standards; (ii) grassroots level - direct services to combat child labour in targeted governorates, including through Child Labour Monitoring Systems, enhancing access to education, access to employment for youth and parents, and referrals to social security income; and (iii) strengthening capacities of key national stakeholders, and awareness raising of local communities.[155]
	The project design document observed that the promotion of the integrated approach in Iraq to address child labour through upstream and downstream grassroots interventions is crucial particularly within a context and region where prevalence of child labour has increased due to on-going crises. [156]
	The Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 is the Outcome Document of the Hague Global Child Labour Conference 2010. It states that, "*evidence has shown that targeted action that simultaneously addresses the implementation and enforcement of legislation,[157] the provision and accessibility of public services (including free, quality compulsory education, [158] training and non-discriminatory social protection services), and the functioning of labour markets,[159] yields high returns in the fight against child labour, including its worst forms*." The Roadmap for Achieving Elimination of the Worst Forms of Child Labour recommends that governments should consider ways to address the potential vulnerability of children to the worst forms of child labour in the context of migratory flows.[160]
	Key informants noted that tackling the root causes of child labour, including access to education and employment, and providing solutions that link the different schemes available in Iraq was fundamental. One key informant noted, If a holistic approach is taken, giving families needed support to keep children in schools rather than sending them to work, empowering the families economically, whilst simultaneously working at the policy level and raising awareness of officials and communities, one will have a greater impact. The key is multilayered engagement, including social dialogue with policy makers, child labour stakeholders, case management, and addressing the root causes.

[155] ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[156] ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq

[157] With respect to national legislation and policy, the Roadmap recommends working towards implementation of the ILO Declaration on the Fundamental Principles and Rights at work (1998) and, for states party to the ILO Conventions addressing child labour, full implementation of those conventions. Moreover, it recommends developing and implementing cross-sectoral national action plans to eliminate the worst forms of child labour as a priority, in consultation with social partners and taking into consideration the views of other parties as appropriate.

[158] Hague Global Child Labour Conference (2010), Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 - Outcome Document of the Hague Global Child Labour Conference 2010. In terms of education and training, the Roadmap recommends extending and improving access to free, compulsory, quality education for all children, with a particular focus on girls, and ensuring that all children under the minimum age for employment are in full-time education, and including where appropriate and consistent with relevant international labour standards, in vocational or technical education.

[159] Hague Global Child Labour Conference (2010), Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 - Outcome Document of the Hague Global Child Labour Conference 2010. Regarding labour market policy, the Roadmap recommends supporting employment creation and promoting decent and productive work for adults and young people of working age, that is consistent with the fundamental principles and rights at work.

[160] Hague Global Child Labour Conference (2010), Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016 - Outcome Document of the Hague Global Child Labour Conference 2010.

	One interlocutor noted that the issue of education is increasingly about quality, not access *per se*. A big chunk of project partner child labour cases were actually enrolled at school, many attending classes if not regularly then close to, it just wasn't seen as the best way of spending their time. It is increasingly about understanding each and individual household motivation, and engaging in household diagnostics. Interlocutors also emphasized that the punitive approach to child labour, such as punishing victims and their families, or going after perpetrators without addressing the root causes of child labour does not work. Interview feedback noted that this is an approach throughout the Middle East and North Africa region, but that it is better to focus on protecting families and children rather than punishing them. One interviewee noted that in the Kurdistan Region of Iraq, if there is a recurrent child labour situation, it is the family who ends up in front of a judge. Labour inspectors identify offending employers and punish them with a fine, but instead of being a deterrent this is viewed as a cost of doing business, and such employers tend to continue to hire children notwithstanding.
Indicate measurable impact and targeted beneficiaries	**Targeted beneficiaries** • Child labourers in fragile states • Their families (parents, older siblings) • Tripartite constituents • Enterprises • Schools • Labour inspectorates • Local civil society • UNHCR, UNICEF **Impact** • Constituents increased their capacity to promote compliance, and eliminate worst forms of child labour through social dialogue • Constituents, local NGOs, child labourers and their families have increased awareness about international labour standards relating to child labour
Potential for replication and by whom	• Potential for replication in other countries in protracted crisis • ILO, UNHCR, UNICEF, WB
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	• **Fundamental principles and rights at work strategy 2017-2023** [161] - Thematic priority 3 – Promoting fundamental principles and rights at work in situations of crisis and fragility • **ILO Decent Work Country Programme Iraq: Recovery and Reform 2019-2023** - Priority 2 – Protection – Vulnerabilities in Iraq are reduced through extension and strengthening of social protection to fill coverage and adequacy gaps, and an effective framework to address child labour. Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour. [162] • **ILO Programme and Budget 2022-2023** - Outcome 7 – adequate and effective protection for all, output 7.1 – Increased capacity of the member

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[161] ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.
[162] Key informant interviews. ILO (2019), ILO Decent Work Country Programme for Iraq – Recovery and Reform.

	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. Indicator 7.1.3 – number of member states with newly adopted or updated strategies and action plans to tackle child labour in all its forms. [163] • **SDG 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.
Other documents or relevant comments	**Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016** https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/meetingdocument/wcms_ipec_pub_13453.pdf ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*. ILO R. 205 – Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) **The ILO's normative framework on child labour** Convention No. 138 on minimum age (1973) Convention No. 182 on the worst forms of child labour (1999)

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[163] Key informant interviews. ILO (2019), ILO Programme & Budget 2020-2021, ILO Programme & Budget 2022-2023.

Emerging good practice 2: Piloting of direct services to combat child labour in targeted governorates for scaling up to national level

Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities

Project DC/SYMBOL: IRQ/19/02/MUL
Name of Evaluator: Ms. Chantelle McCabe
Date: 15 March 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	2
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Piloting of direct services to combat child labour in targeted governorates for scaling up to national level
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	One of the project's target outcomes was to withdraw and rehabilitate children involved in worst forms of child labour, and to prevent children at risk from engaging in child labour. To achieve this outcome, the project assisted in the development of a Child Labour Monitoring System (CLMS), which was piloted in the target governorates of Ninewa and Duhok.

The CLMS identified vulnerable children who were in or at risk of child labour and provided them with referrals to appropriate support and services with the involvement of relevant institutional and community actors. It focused on access to education and psycho-social services and providing the children's parents and caretakers with opportunities that could improve their employability and livelihoods.[164]

Supporting MOLSA to establish a CLMS entailed (i) seeking a legal mandate and approval at the national level; (ii) appointment of members for the CLMS; (iii) establishment of a CLMS committee to oversee the development and implementation of the CLMS at the local level in each governorate; and (iv) establishment of Terms of Reference for the committee defining its relationship and coordination with local partners working on child labour. [165]

Each governorate level CLMS committee comprised 25 members involved in child labour, including MOLSA, General Directorate of Education, Ministry of Planning at local level, community police, labour inspectors, local NGOs, and community members. The CLMS committees developed a multi-stakeholder identification and referral system to access services and oversaw its |

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[164] ILO/UNICEF (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm

[165] ILO (2020), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

	implementation and effectiveness in identifying and responding to child labour cases.[166] Depending on the level of cooperation of local authorities and the necessities of the target group, in both pilot areas a bottom-up approach was utilised based on evidence from assessments that helped shape the structure of the monitoring system in each area. As a result, child labour cases were identified and registered in the CLMS database. The CLMS operated under the authority and supervision of the local government to ensure action against child labour was mainstreamed into different government entities, based on needs and capacities. [167]
Establish a clear cause- effect relationship	One of the most potent means of addressing child labour is to regularly check the places where girls and boys may be working. Child labour monitoring (CLM) is the active process that ensures that such observation is put in place and is coordinated in an appropriate manner. Its overall objective is to ensure that as a consequence of monitoring children and young legally employed workers are safe from exploitation and hazards at work. The active scrutiny of child labour at the local level is supported by a referral system which establishes a link between appropriate services and ex-child labourers.[168] In practice CLM involves the identification, referral, protection and prevention of child labourers through the development of a coordinated multi-sector monitoring and referral process that aims to cover all children living in a given geographical area. Its principal activities include regularly repeated direct observations to identify child labourers and to determine risks to which they are exposed, referral of these children to services, verification that they have been removed and tracking them afterwards to ensure that they have satisfactory alternatives. [169] CLM is useful because it extends the coverage of limited "beneficiary" focused child labour projects to all child labour in a given area and promotes the institutionalization of a permanent response mechanism to child labour. It also helps specific child labour projects to phase-out in planned and organized way. [170] As part of the work against child labour CLM can be: • A tool to mainstream and sustain project based child labour work into government child and labour protection work - the focus here is on long term impact of anti child labour programmes and projects. • An organizing principle for direct action activities through using the referral system as basis for selection of beneficiaries and facilitation of their access to appropriate services i.e. education and skills training. • Part of the general information generating process on child labour. One key informant noted that having the CLMS committee comprised of diverse practitioners, including implementing partner NGOs, police, and the ministries of health, education, planning, interior, as well as labour, made for a versatile response mechanism. For example, if inspection of a hotel for cases

[166] ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq
[167] ILO (2021), Annual Report: Tackling the Worst Forms of Child Labour Amongst IDPs, Refugees and Vulnerable Host Communities in Iraq
[168] https://www.ilo.org/ipec/Action/Childlabourmonitoring/lang--en/index.htm
[169] https://www.ilo.org/ipec/Action/Childlabourmonitoring/lang--en/index.htm
[170] https://www.ilo.org/ipec/Action/Childlabourmonitoring/lang--en/index.htm

of young females exposed to worst forms of child labour was taking place by a social worker or implementing partner, they might not have the leverage to open the required doors for such inspection. On the other hand, police were able to carry out a formal inspection. In another example, civilian clothed implementing partners would be able to inspect in industrial zones where uniformed police perhaps would not be privy to seeing children working in a hazardous environment. This key informant noted that the versatility and spirit of cooperation across the different actors that was useful in implementing effective child labour responses.

One key informant stated, "*I attended several meetings in Duhok and Ninewa of CLMS Committees where I observed very open and transparent discussion and how they are trying to build on each other's advantage on tackling child labour. The CLMS Committees were effectively translating child labour policy into practice, trying to find a sustainable model*." Another interviewee noted that they key is multilayered engagement, where policy makers and child labour monitoring system implementing partners engage in dialogue together, and case management.

Moreover, the 2022 Annual Project Report noted five lessons learned by piloting of direct services to combat child labour in targeted governorates for scaling up to the national level:
- The lack of government structure or mechanism to practically assume the responsibility to address WFCL
- The different approaches in developmental settings vs. humanitarian settings
- The lack of cash assistance for immediate solutions to address urgent cases
- The exacerbated situation in rural areas and families working in public sector,
- The further need for mobile teams in order to gain local access and confidence.

After the successful piloting of the CLMS in Ninewa and Duhok, the ILO supported the government and relevant partners with capacity building and technical support to adopt and implement the CLMS across the country and specifically in areas where child labour is most prevalent. [171] Moreover, case managers from partner organisations were trained on the fundamentals of screening, identifying and referring child labour cases through a holistic case management approach. Also, the project supported the reintroduction of a hotline to allow community members to report child labour cases.

Consequently, child labour cases were identified throughout the duration of the project and provided with the support they required to withdraw from child labour. This entailed referrals for specialised case management, developing a thorough intervention plan for each child, and providing the child and family members with referral services tailored to their individual needs. This included referrals of family members to vocational training, an employment platform and database, and referrals of children to child friendly

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[171] Key informant interviews.

	learning spaces where they could engage in psychosocial support/recreational activities/non- formal or formal education services.
	Additionally, the project team visited several thousand businesses in Duhok and Ninewa to inspect for potential child labour cases and to provide awareness raising material and guidance to business owners and operators on how to identify child labour, how to address and prevent it, about referral mechanisms for further case management services.
	Based on lessons learned and best practices from the pilot governorates, the project sought to establish one overarching CLMS for national adoption. In order to ensure scalability and replication, the functions of the CLMS were linked to the National Child Protection Policy (NCPP) 2017-2022 and built upon existing information collection systems. Special attention was given to linking these local child labour monitoring systems to existing child protection interventions. This included an updated review and mapping of available services, which could be used through established referral systems and/or agreements in the targeted locations.
Indicate measurable impact and targeted beneficiaries	**Targeted beneficiaries** • Child labourers in fragile states • Their families (parents, older siblings) • Tripartite constituents • Enterprises • Schools • Labour inspectorates • Local civil society • ILO, UNHCR, UNICEF **Impact** • Foundations have been laid for a sustainable child labour monitoring system to be established at the national level • As a consequence of monitoring child labour, children and young legally employed workers are safe from exploitation and hazards at work. • The active scrutiny of child labour at the local level is supported by a referral system which establishes a link between appropriate services and ex-child labourers.
Potential for replication and by whom	• Potential for replication in other countries in protracted crisis • ILO, UNHCR, UNICEF • Local NGOs
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	• **Fundamental principles and rights at work strategy 2017-2023**[172] - Thematic priority 3 – Promoting fundamental principles and rights at work in situations of crisis and fragility • **ILO Decent Work Country Programme Iraq: Recovery and Reform 2019-2023** - Priority 2 – Protection – Vulnerabilities in Iraq are reduced through extension and strengthening of social protection to fill coverage and adequacy gaps, and an effective framework to address child labour. Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour.[173]

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[172] ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*.
[173] Key informant interviews. ILO (2019), ILO Decent Work Country Programme for Iraq – Recovery and Reform.

	• **ILO Programme and Budget 2022-2023** - Outcome 7 – adequate and effective protection 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. Indicator 7.1.3 – number of member states with newly adopted or updated strategies and action plans to tackle child labour in all its forms. [174] • **SDG 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.
Other documents or relevant comments	**Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016** https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipec/documents/meetingdocument/wcms_ipec_pub_13453.pdf ILO (2019), *Fundamental Principles and Rights at Work Strategy 2017-2023*. ILO R. 205 – Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) **The ILO's normative framework on child labour** Convention No. 138 on minimum age (1973) Convention No. 182 on the worst forms of child labour (1999)

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[174] Key informant interviews. ILO (2019), ILO Programme & Budget 2020-2021, ILO Programme & Budget 2022-2023.

Annex 4: Lessons learned

Lesson learned 1: Leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals

Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities

Project DC/SYMBOL: IRQ/19/02/MUL
Name of Evaluator: Ms. Chantelle McCabe
Date: 15 March 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	1
Brief description of lessons learned (link to specific action or task)	Leverage partnerships to achieve real change, greater impact and sustainability, and to more closely align to national and international development goals
Context and any related preconditions	The project design document stated that the project would tap into and build on synergies that the ILO has established with other partners, particularly UNICEF in the area of child protection, as well as within the framework of a new partnership *to Improve Prospects for Forcibly Displaced Persons and Host Communities* (PROSPECTS Programme).[175] ILO's Decent Work Country Programme for Iraq – Recovery and Reform contains a dedicated outcome on child labour: Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour.[176] The Decent Work Country Programme identifies specific partnerships to achieve reduction of child labour: • UNICEF - There is considerable scope for collaboration and synergies between the activities of ILO and UNICEF in Iraq, both with regard to social and child protection. UNICEF is engaged in the provision of child-focused cash transfers to children from vulnerable families as well as in the facilitation of re-entry into school. • UNHCR - UNHCR chairs the Cash Working Group (CWG) for Iraq. The priorities of the CWG include promoting linkages and coordination with government social protection mechanisms, pursuing linkages between cash-based responses in humanitarian programming and national social

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[175] ILO (2020), Project document: Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq
[176] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour.

	protection schemes, specifically by establishing a technical dialogue with MOLSA. UNHCR provides a number of multi-purpose cash assistance programmes, targeting Syrian refuges and displaced communities in particular. • WB - The World Bank supports the provision of essential services and social safety nets to vulnerable communities, specifically through the USD 200m Emergency Social Stabilization and Resilience Project – implemented by MOLSA – which includes significant Cash4Work and social safety net components, including the development of a unified social protection registry. There is great potential to deploy ILO expertise in coordinating efforts to ensure a credible trajectory towards a sustainable, rights-based, longer-term social protection floor, including through the World Bank-chaired Iraq social protection coordination platform. WFP: The World Food Programme provides a number of cash transfer and food assistance programmes, targeting Syrian refugees and displaced communities in particular. There is scope for collaboration with ILO regarding enhanced coordination of various social assistance schemes by governmental and international institutions, including with regard to ensuring their implementation and delivery in line with international labour standards
Targeted users / Beneficiaries	• ILO • UNICEF • UNHCR • World Bank • World Food Programme
Challenges /negative lessons - Causal factors	Multiple key informants pointed out that partnerships were not as effectively leveraged as envisaged in the project design document or the Decent Work Country Programme document. For instance, the Decent Work Country Programme states, "*The ILO's approach in Iraq also reflects the development of a 'new generation' of DWCPs, seeking to leverage partnerships to achieve real change and to more closely align to both national and international development goals.*" The Decent Work Country Programme identified specific partnerships to achieve reduction of child labour, including UNICEF, UNHCR, World Bank and WFP. UNHCR could have been an ideal partner, particularly since they work with refugee children, Syrian refugees and displaced communities. Several key informants noted that UNHCR was not included at project inception, and only became aware about the project near the end of the implementation phase. However, another key informant stated that UNHCR were engaged from the outset at senior and operational levels, including through the case management working group and protection sub-cluster. UNHCR's approach to child labour focuses on school drop outs, identification of vulnerable families, and emphasizes civil documentation issues as an entry point with its legal protection mandate. UNHCR also engages in case management services, including for worst forms of child labour. UNHCR pointed out that there would have been opportunities to share lessons with respect to Syrian refugees, information could have been shared and cross referenced. UNHCR has indicated its willingness to be involved in future ILO work on child labour, and has suggested there could be a data sharing agreement to

	increase impact.
	Key informants also noted that the project could have benefited from collaborating with other relevant ILO livelihoods initiatives in Iraq, such as the PROSPECTS Programme (Partnership for Improve Prospects for Forcibly Displaced Persons and Host Communities), a partnership that aims at bringing about a paradigm shift towards a development approach on forced displacement by focusing on the nexus between protection, work and education. Funded by the Government of the Netherlands, PROSPECTS brings together UNHCR, UNICEF, ILO, WB and IFC. PROSPECTS is also present in Dohuk and Ninewa. Interview feedback was that ILO's worst forms of child labour was not very high profile amongst the suite of ILO projects in Iraq, and it was a struggle to get appropriate recognition for child labour as an important issue. Key informants thought there could have been scope for collaboration through PROSPECTS's work on jobs, social protection, education, protection and legal status. It was a missed opportunity to integrate the child labour project into the broader ILO portfolio, which may have led to greater impact and sustainability if so.
	One interviewee noted that partnerships with international actors are crucial to mobilise resources and expertise that can enable Iraq to better tackle child labour. National actors can inform about the root causes and they can be partners in implementation but it is clear that local partners in Iraq, be it government, CSOs, or community, lack the resources and need more capacity to take upon this issue.
Success / Positive Issues -Causal factors	The project did engage with UNICEF and the World Bank. Although these were not formalized partnerships, ILO did approach UNICEF to support capacity building for stakeholders, and it collaborated with the World Bank in Duhok regarding their cash transfer pilot programme aiming at siblings's access to start up finance, accessing the database of families vulnerable to child labour.
	UNICEF is a natural partner for the ILO in child labour through its child protection, education and social protection mandates. ILO and UNICEF engaged in joint advocacy efforts, encouraging the government and other stakeholders to establish the child labour monitoring system, coordination mechanisms, participation in steering committees, and engaging in capacity building and awareness raising of child labour stakeholders.[177] For example, ILO and UNICEF engaged in joint advocacy efforts to ensure that vulnerable children have access to formal and non-formal education, and to ensure that the laws protection children from child labour are strengthened and properly implemented.[178] ILO and UNICEF provided age-appropriate skills development programmes for 3,781 young people (10-24 years) including employability skills and educating targeted young people on labour law and human rights standards at work.[179]

[177] Key informant interviews.

[178] ILO/UNICEF (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm

[179] ILO/UNICEF (2022), On this World Day Against Child Labour, ILO and UNICEF call for joint work among all stakeholders to create a protective and inclusive environment for children in Iraq https://www.ilo.org/beirut/media-centre/statements/WCMS_848177/lang--en/index.htm

	UNICEF was able to share its significant experience working in the field of child labour in KRI, since UNICEF were present since 1992. UNICEF plays a key role in collecting and developing new methodologies to make child labour visible, as joint custodian with the International Labour Organization (ILO) of the SDG indicators concerning child labour. UNICEF's work on the worst forms of child labour emphasizes the core role of the social service workforce in preventing, responding to and removing children from child labour. Strengthening the reach, calibre and funding of the social service workforce is crucial to effective intervention by those who are at the frontline against child labour. [180] The World Bank is also a relevant partner for the ILO in child labour through its social protection portfolio. ILO and the World Bank collaborated through sharing experiences and implementation challenges faced on the ground relevant for referrals to livelihoods opportunities and social protection. One lesson that came out of this collaboration was that it is important to have buy-in from the government side too, including allocation of budget to ensure sustainability. The World Bank has been on the ground in Iraq since 2006, so was able to add value to the ILO project by sharing experiences relevant for this implementation context.
ILO Administrative Issues (staff, resources, design, implementation)	• Include a partnership strategy in project design documents, including for relevant ILO initiatives and relevant UN system partnerships • Leverage partnerships with agencies who have been in-country for many years, to learn from their experiences, increase impact and sustainability, and more closely align to national and international development goals

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[180] Key informant interviews.

Lesson learned 2: Child labour has important gender equality aspects which if focused on can increase impact

Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities

Project DC/SYMBOL: IRQ/19/02/MUL
Name of Evaluator: Ms. Chantelle McCabe
Date: 15 March 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may beincluded in the full evaluation report.

LESSON LEARNED ELEMENT	2
Brief description of lessons learned (link to specific action or task)	Child labour has important gender equality aspects which if focused on can increase impact
Context and any related preconditions	The Committee on the Elimination of Discrimination Against Women was concerned at the persistence of discriminatory stereotypes about the roles and responsibilities of women and men in the family and in society, which perpetuate the subordination of women to men and are exacerbated by the sectarian and religious divisions in Iraq. [181]
	Across Iraq, 5.9% of children are involved in hazardous work, one of the worst forms of child labour. For this category, the gender differentials are particularly pronounced, with boys close to four times more likely to be in hazardous child labour (9.2%) than girls (2.5%). According to the US Department of Labour, worst forms of child labour in Iraq include cross-border smuggling and drug and weapons trafficking; forced domestic work; forced begging, and commercial sexual exploitation sometimes as a result of human trafficking. [182]
	An estimated one in five schools are out of use in heavily conflict-affected areas, leaving children at heightened vulnerability of child labour.[183] There is a lower rate of enrolment of girls at the primary, intermediate and secondary levels and a higher dropout rates for girls. [184] In some rural areas, girls are prevented by their families to attend school, and the role of mother and caregiver is encouraged over participating in the formal workforce.[185]

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[181] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.
[182] U.S. Department of Labour (2021), 2021 Findings on the Worst Forms of Child Labour. https://www.dol.gov/agencies/ilab/resources/reports/child-labor/iraq
[183] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.
[184] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.
[185] https://www.ohchr.org/en/stories/2021/01/right-education-girls-post-isil-iraq

Key informants noted that many breadwinners were killed during years of conflict leaving a higher proportion of female-headed households. Unemployment is particularly high among women, youth and displaced communities. [186] Female labour force participation in Iraq is particularly low, estimated at 20%,[187] with a concentration of women in the informal sector.[188]

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.[189] 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.[190]

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.[191]

Targeted users / Beneficiaries	- ILO Project Designers - ILO ROAS Regional Programme Service Unit - ILO Gender, Equality, Diversity and Inclusion Branch
Challenges /negative lessons - Causal factors	The project design did not adequately take into account gender equality concerns. The project design did not consider specific gender equality concerns beyond the situation analysis identifying the disproportionate impact of child labour on boys aged 5-17 (10.2% vs. 4.3% of girls), and the disproportionate impact of worst forms of child labour on boys (9.2% vs 2.5% of girls). There was not really any gender analysis, nor any explicit strategy to address gender equality in the project outcomes, outputs or activities. The outcome and output indicators in the project document did not seek any disaggregation by gender. One key informant noted that despite the project design noting the disproportionate impact of child labour and worst forms of child labour on boys, the project implementation did not seek to focus on reaching this particularly vulnerable group. Also, the project missed the opportunity to focus on an area where girls are particularly vulnerable to child labour, namely in forced domestic work. It was challenging to identify and track girls' prevalence in forced domestic work settings as inspectors often do not

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[186] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform. Of seven million Iraqi young women and men, over 3.4 million are out of school. Around 33% of young Iraqis (aged 15-29) are illiterate or semi-literate, 33% have completed primary school, 28% have finished middle or high school, and only 7% have completed post-secondary education (World Bank, 2017). As a result, many young Iraqis lack the skills necessary to find a job in a fragile, post-conflict economy.

[187] ILO (2019), Decent Work Country Programme for Iraq – Recovery and Reform.

[188] Committee on the Elimination of Discrimination Against Women (2019), Concluding Observations on the seventh periodic report of Iraq, CEDAW/C/IRQ/CO/7.

[189] ILO (1999), *ILO Policy on Gender Equality and Mainstreaming.*

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

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

	have the mandate to intrude if there is insufficient evidence. This challenge was partially mitigated through gaining the trust of households, establishing child friendly learning spaces as the main safe spaces, delivering activities for all-female groups, and ensuring the time of activities is suitable for the girls and ensures their safety to and from the programme locations. [192]

Several key informants observed that the vocational training for men and women was in gender stereotypical roles, i.e. sewing for women and barbering for men. They noted that females in Iraq tend to work in gender stereotypical roles, including in education and health. Government departments do not tend to employ as many women, particularly the MOLSA, which impacted on the amount of women present at capacity building initiatives. Another key informant noted that the issue is such that proper vocational training normally needs quite a long traineeship period. In the absence of this, the tendency is to focus on short-term quick-training vocations, most or all of which tend to be in traditional gender roles – which is also where the potential clients are / quick income is. In other words, it is perhaps more about how livelihoods components are integrated in a project and the offset between the length of training and the need to have quick income to replace child labour. This key informant also observed that the above roles are also often the preferred ones by low skilled beneficiaries.

Interview feedback was that cultural norms have a negative impact on women's access to education and employment, particularly in remote areas. Women are expected to work in roles during daylight hours, with hours and holidays that are supportive of family life. Interview feedback revealed that Syrian refugees would be more open to non traditional gender roles in jobs, but that IDPs living in camps are more conservative in this respect. UNHCR has had success expanding from gender stereotypical trainings to have more engagement with youth and adolescents via computer classes and numeric literacy.

Project partner organisations faced challenges in enrolling girls in activities due to the nature of the culture in targeted communities which impacts girls' freedom of movement. [193] Key informants observed that in Iraq it is more accepted by men and elders for women to go out to sewing classes, or to learn how to do nails and hair, rather than in non gender stereotypical roles. |
| **Success / Positive Issues -Causal factors** | On the other hand, the monitoring and evaluation framework, although developed after the project document was approved, contained indicators which requested disaggregation by gender where appropriate.

The gender mainstreaming shortcomings of the project design document hindered contribution of outputs and outcomes to gender equality at the implementation phase. However, the project implementation team sought to address this by collecting data disaggregated by gender for the 2022 project progress report (although not included in previous ones), including |

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[192] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[193] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

	for training and capacity building workshops. This noted that the CLMS training reached 34% females. [194] The 2022 Annual Report noted that only 8% of cases withdrawn from child labour were girls, 8% of children returning to school were girls, 49% were girls receiving non formal education support, and 48% girls participated in psycho-social and recreational activities. [195] It has not been possible to analyse in any detail whether outcome 2 contributed to gender equality, since the National Action Plan and laws to which the project contributed technical input were unavailable for review. However, the 2022 Annual Report notes the project's advice, "To amend the language of Article 98 to ensure it more comprehensively covers different family environments in a gender-neutral manner, as follows: *The provisions of this law do not apply to juveniles who are over (15) fifteen years of age and who work in a family environment under the management and supervision of their spouse husband, a parent father, mother or a sibling brother in what is produced for local consumption and does not employ wage workers, provided that the work is not dangerous*." [196] It also notes that the project provided technical input to the child marriage concern notes, which should in theory contribute to gender equality (although the evaluator has been unable to view the technical advice itself). [197] Regarding outcome 3, the project implementation team did attempt to build the capacities of women and men national and local stakeholders to address the worst forms of child labour, through workshops. Awareness raising activities reached 60% females in Duhok, and 38% females in Ninewa. [198] Moreover, the latest Annual Report states that of those reached, 38% were females who had increased knowledge of child labour issues. [199] However, it is not possible to comment on the substantive content of the awareness raising materials (due to their non-availability) and whether these contributed to increased knowledge of the gender dimensions of child labour. One interviewee did state that the media campaign to promote attitudinal change among the general public had a focus on boys who are disproportionately impacted by worst forms of child labour.
ILO Administrative Issues (staff, resources, design, implementation)	• Any future project should ensure equal integration of cross-cutting issues including gender into its outputs and activities, including by utilizing mechanisms and tools derived from relevant UN gender mainstreaming strategies and the UN System Wide Action Plan on Gender Equality and Empowerment of Women. • Targeting forced domestic labour, in particular among the girls should be increased. Government's efforts and future projects aimed at tackling child labour should ensure availability of more social workers and mechanisms to focus on monitoring and access to domestic settings.

[194] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[195] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[196] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[197] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[198] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.
[199] ILO (2022), *Progress report* – Tackling the Worst Forms of Child Labour amongst IDPs, refugees and vulnerable host communities in Iraq.

Annex 5 - Evaluation matrix

Criteria	Proposed final evaluation questions[200]	Methods	Target groups	Triangulation
Relevance				

Relevance and strategic fit	• **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?**
	   o *How have ILO's works in occupational safety and health and Child Labour fitted into the Humanitarian-Development-Peace Nexus in the country?*
	   o *How well have the projects been integrated into the UN humanitarian response and its processes, particularly in relation to UN reform efforts?*
	• **How do they contribute to the ILO's Programme & Budget objectives, Country Programme Outcomes, and SDGs?**
	   o *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?*
		Semi-structured interviews (individual and group)
		
		Desk review
			ILO technical advisors and project staff
			
			Key international and national partners
				Semi-structured interviews (individual and group)
				
				Secondary analysis review, particularly project reports and documentation activities

Coherence and validity of 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*	Semi-structured interviews (individual and group) Desk review	ILO project staff	Semi-structured interviews (individual and group) Secondary analysis review, particularly project reports and documentation activities

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[200] **Key evaluation questions are in bold.** *ILO framework for analysis is in italics.*

	each objective and output realistic? ⌈SEP⌉ • *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?* ⌈SEP⌉ • *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?*			

Effectiveness				
Project progress and effectiveness	• **How have the projects contributed towards projects' goals?** o *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?* ⌈SEP⌉ • **To what extent did they contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs?** o *To what extent did the projects contribute to the intended results of ILO Programme & Budget 2020-21?* ⌈SEP⌉ o *How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?* ⌈SEP⌉ • **Did the projects reach the expected number of targeted groups?** o *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?* ⌈SEP⌉ • **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?**	Semi-structured interviews (individual and group) Desk review	ILO project staff Key direct beneficiaries	Interviews with tripartite constituents (MOSAL, General Federation of Trade Unions, Federation of Syrian Chambers of Industry, Damascus Chamber of Industry) Secondary analysis review, particularly project reports and documentation activities Interviews with international partners

	• **What concrete improvements and changes have taken place as a direct result of the projects?** [SEP] ○ *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?* [SEP]			
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?* [SEP] • *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?* [SEP] • *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?* [SEP]	Semi-structured interviews (individual and group) Desk review	ILO project staff	Semi-structured interviews (individual and group) Secondary analysis review, particularly project reports and documentation activities
Efficiency				

Efficiency	• **How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time and management staff?** [SEP]
	    ○ *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?* [SEP]
	    ○ *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?* [SEP]
	    ○ *How could the efficiency of the projects be improved?* [SEP]
	    ○ *What was the role of the projects in resource mobilization? Given the*
		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

	country's context, what [SEP]can ILO do differently in resource mobilization?			
Impact				
Impact	• **To what extent have the projects contributed the capacity of the constituents?** • **How could the project impact have been improved?** [SEP] ○ *What is the likely contribution of the project initiatives to the stated objectives of the intervention?* [SEP] ○ *What were the interventions' long-term effects on more equitable gender relations or reinforcement of existing inequalities?* [SEP] ○ *How did projects contribute to realisation of International Labour Standards in Syria?* [SEP]	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
Sustainability				
Sustainabi lity	• **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?** ○ *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?* [SEP] ○ *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?* [SEP]	Semi-structured interviews (individual and group) Desk review	ILO project staff National partners	Semi-structured interviews (individual and group) Secondary analysis review, particularly project reports and documentation activities
Lessons learned and good practices				
Lessons	• **What lessons learned and good**	Semi-	ILO project	Semi-

learned and good practices	practices can be learned from the project that can be applied to similar future projects? [1]	structured interviews (individual and group)	staff	structured interviews (individual and group)
	• *If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?* [1]	Desk review	Project beneficiaries	Secondary analysis review, particularly project reports and documentati on activities

Annex 6: Terms of reference

Terms of Reference

For Independent Final Evaluation

of 'TACKLING THE WORST FORMS OF CHILD LABOUR AMONGST IDPS, REFUGEES, AND VULNERABLE HOST COMMUNITIES'

1. KEY FACTS

TC Symbol:	IRQ/19/02/MUL
Country:	Iraq
Project title:	Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities
Duration:	30 Months
Start Date:	30 June 2020
End Date:	31 December 2022
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical backstopping unit	DWT-Beirut
Collaborating ILO Units	FUNDAMENTALS; ACT/EMP; ACTRAV
P&B outcomes	Outcome 7: Adequate and effective protection at work for all
SDGs	SDG 8.7 (Eradicate Forced Labour, Modern Slavery, Human Trafficking and Child Labour)
Evaluation requirements:	Independent final evaluation
Donor:	Regional Development and Protection Programme for Lebanon, Jordan and Iraq (RDPP II)
Budget:	DKK 19,110,000 (equivalent to approximately USD 2.8 million)

2. BACKGROUND INFORMATION

PROJECT BACKGROUND

The political and socio-economic context in Iraq is highly complex and has recently transitioned into a new phase. Although the country is currently in a post-conflict landscape after the end of military operations against the Islamic State in Iraq and the Levant (ISIL), there are unpredictable dynamics throughout the country, impacting social and humanitarian programming. Asymmetric attacks by armed groups continue to be carried out along with small scale military operations, resulting in new displacement and impacting the return rate of internally displaced persons (IDPs). In tandem, new sources of instability are also emerging linked to rising poverty rates, delays in community reconciliation, lack of livelihood opportunities, and political and social tensions which cause small-scale new displacement.

According to the 2022 Iraq Humanitarian Needs Overview, an estimated 2.5 million people in Iraq, including 1.1 million children, continue to need some form of humanitarian assistance. It is estimated that they include about 730,000 internally displaced people living in-camp and out-of-camp settings and 1.7 million returnees. Within this context, women and children are exposed to various protection risks, such as "child labour and child marriage among IDP and returnee children is more prevalent than in recent years, while over 10 per cent of children are reported to experience psychosocial distress". Moreover, 24 per cent of IDP families are using emergency negative coping mechanisms to address their most basic needs, including children dropping out of school to work, criminal acts, child marriage and forced marriage.

Child labour is a longstanding issue in Iraq. The Multi-Indicator Cluster Survey (MICS), carried out by UNICEF in 2018, finds that 7.3% of children between the ages of 5 to 17 years old engaged in child labour. However, this figure masks significant differences by sex, Governorate, location and family wealth. Boys aged 5 to 17 are disproportionately affected by child labour in Iraq, with 10.2% of them in child labour (versus 4.3% of girls). The Governorates that are most affected by child labour are Babil (13.2%), Erbil (13.1%), Kirkuk (10%), and Duhok (8.6%). Overall, the Kurdistan region is more affected (10.3%) than South/Central Iraq (6.7%), which is likely a reflection of the influx of Syrian refugees in the former region. Children living in rural areas are more than three times more likely to be child labour (13.9%) than children in urban areas (4.1%).

Across Iraq, 5.9% of children are involved in hazardous work, one of the worst forms of child labour. For this category, the gender and location differentials are particularly pronounced, with boys close to four times more likely to be in hazardous child labour (9.2%) than girls (2.5%), and children in rural areas four times more likely to be in hazardous child labour (11.9%) than children in urban areas (3%).

In terms of children's work activities, the US Department of Labor (USDOL) Bureau of International Labour Affairs provided an overview of children's work in 2018 by sector and activity. These highlight work in agriculture, industry and services. Alarming unconditional worst forms of child labour were also mentioned including recruitment of children by non-state armed groups for use in armed conflict; use in illicit activities, including drug trafficking, as a result of human trafficking; domestic work as a result of human trafficking; forced begging sometimes as a result of human trafficking, and commercial sexual exploitation.

The Government of Iraq has developed a National Child Protection Policy (NCPP) 2017-2022, with support from UNICEF, which is consistent with relevant international standards on child labour.[201] It provides a holistic approach to addressing children's needs, including ameliorating the child labour situation in the country. Furthermore, it includes a component to provide rehabilitation and reintegration activities for children previously engaged in armed conflict, as well as children who experienced trauma during the period of ISIS occupation.

Under the protection pillar of Decent Work Country Programme, the ILO has been aiming and piloting to establish an effective framework to address child labour as a means to contribute to reducing vulnerabilities in the country. The ILO has also worked closely with the Government of Iraq and reviewed its Labour Law No. 37 of 2015. In addition to ratifying key child labour conventions such as the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182), the Government of Iraq has established a number of bodies and mechanisms to reinforce and coordinate efforts to address child labour, such as the Ministry of Labour and Social Affairs (MOLSA) Child Labour Unit, the Inter-Ministerial Committee on Child Labour, the Joint Committee and Street Children, the Central Committee to Combat Trafficking in Persons, and Iraq's Child Welfare Commission. Furthermore, within the Kurdistan Region, a High Committee on Human Trafficking was established in 2016 consisting of the Ministry of Labour and Social Affairs and the Ministry of Interior.

In this context, the project, "Tackling the Worst Forms of Child Labour amongst IDPs, Refugees, and Vulnerable Host Communities" was launched in 2020, aiming to tackle the worst forms of child labour. It has aimed to build on the forementioned bodies and mechanisms and synergize with existing ILO projects in child protection. The project has been implemented and managed by a Chief Technical Advisor, while technical backstopping and support have been provided through the Regional Decent Work Technical team at the ILO Regional Office for Arab States in Beirut and the Fundamentals Branch at ILO Headquarters in Geneva.

PROJECT OBJECTIVE AND OUTCOMES

The overall objective of the project is that fewer vulnerable children are exposed to child labour in the target governorates of Dohuk and Ninewa (including for IDPs, refugees and vulnerable host communities.)) This is to be achieved through the following outcome results and respective outputs:

- Outcome 1: Children involved in the worst forms of child labour are withdrawn and rehabilitated, and children at risk are prevented from engaging in child labour
    - o Output 1.1: Child Labour Monitoring Systems (CLMS) have the capacity to identify vulnerable children and to enable referral mechanisms with the involvement of relevant institutional and community actors in target governorates
    - o Output 1.2: Identified vulnerable children are benefiting from tailored formal and non-formal education activities involving SCREAM method

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[201] Ibid.US Bureau of International Labor Affairs: "2018 Findings on Worst Forms of Child Labor: Iraq". 2018. Available at: https://www.dol.gov/sites/dolgov/files/ILAB/child_labor_reports/tda2018/Iraq.pdf

- o Output 1.3 Older siblings and caretakers of vulnerable children have an enhanced access to employment and guidance services, which are labour market oriented
  - o Output 1.4 Families of vulnerable children referred to existing livelihood interventions, cash transfer and employment intensive investment programmes
- Outcome 2: Vulnerable children and families are better protected through a coherent and effective policy framework
  - o Output 2.1 A National Action Plan (NAP) against child labour is available
  - o Output 2.2 Advocacy for amendments to the legislation and policies related to compulsory school age vis-à-vis the minimum age of employment
- Outcome 3: National and local capacities to address the worst forms of child labour are enhanced.
  - o Output 3.1 A media campaign on the worst forms of child labour promotes attitudinal change among the general public
  - o Output 3.2 Enhanced capacity of key national stakeholders to perform their duties against the worst forms of child labour
  - o Output 3.3. National partners, UN Agencies, and NGOs include child labour concerns in their routine indicators and surveys

The project geographically focuses on areas in Iraq where most refugees and IDPs reside, namely the Ninewa and Duhok Governorates. In these two areas industry and private sectors are weak, and agriculture is the primary economic activity among households that are not employed in the public sector. Targeted project beneficiaries are:
- 1,500 Children below the age of 18 amongst refugees, Internally Displaced Persons (IDPs), and vulnerable host community
- 500 Siblings/caretakers of the children above
- 300 staff working directly with children including labour inspectors, teachers, police officers, community leaders
- 45 staff of United Nations' (UN) agencies and national NGOs

The project contributes to the realization of the UN Sustainable Cooperation Framework 2020-2024, particularly Outcome 1.2- People in Iraq, particularly under-served, marginalized and vulnerable populations, have equitable and sustainable access to quality gender- and age-responsive protection and social protection systems and services. that falls under Strategic Priority 1, Achieving Social Cohesion, Protection, and Inclusion. It is also aligned with the Iraq Recovery and Resilience Programme (RRP) (2018-2021), namely outcome 3: Social protection and social inclusion.

Contribution to ILO Programme & Budget is to Outcome 7: Adequate and effective protection at work for all. Moreover, the project falls under ILO's Decent Work Country Programme (DWCP) protection pillar, specifically contributing to Outcome 2.2: Fewer vulnerable Iraqi children are exposed to child labour. Finally, it contributes to SDG 8, target 8.7 (Eradicate Forced Labour, Modern Slavery, Human Trafficking and Child Labour).

3. PURPOSE AND OBJECTIVES OF EVALUTION

ILO considers evaluation an integral part of the implementation of technical cooperation projects. Evaluation requirements 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.

The purpose of this independent final evaluation is to examine the project relevance, effectiveness, efficiency, potential impact and sustainability. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation, lessons learned, and will include recommendations for potential future interventions in child labour.

Specifically, the evaluation will examine the following aspects:

- **Changes in context and review of assumptions (relevance):** Was the project's design adequate to address the problems at hand? Were the project objective and design relevant given the political, economic, and financial context?
- **Results in terms of outcomes and outputs achieved (effectiveness):** Has the project been able to achieve its goals?
- **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 of staff?
- **Assessment of impact (impact):** To what extent has the project contributed to its long-term intended impact?
- **Sustainability:** Will the project's effects and built capacity remain over time?

The primary clients of this evaluation are ILO ROAS, ILO constituents in Iraq, including government entities, and the donor. Secondary audience include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

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

4. EVALUATION SCOPE

The final evaluation will cover project implementation, across all its outcomes and outputs, from June 2020 to September 2022. The geographical focus is aligned with that of the project, namely the Duhok and Ninewa Governorates. As cross-cutting themes, the evaluation will also take specific note of the integration of gender mainstreaming[202], disability inclusion, International Labour Standards, social dialogue[203], and environmental sustainability, as well as its contribution to the realization of the SDGs and the COVID-19 response[204].

5. EVALUATION CRITERIA AND QUESTIONS

The evaluation utilises the standard ILO framework and follows its major criteria. While the evaluator may adapt the evaluation criteria and questions, however any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report.

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[202] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf
[203] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746717.pdf
[204] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

Relevance and strategic fit:
- ❖ To what extent are the project objectives and approach relevant to the constituents' needs and present country context?
- ❖ How well were the project's objectives aligned with the framework of the ILO Decent Work Country Project of Iraq), the ILO's Project and Budget (P&B) 2018-19, and the SDGs?
- ❖ How relevant was the project to the needs of targeted population?

Coherence and Validity of design:
- ❖ To what extent and in what way are the project strategies and structures coherent and logical?
- ❖ In what way does the project make a practical use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? Are the assumptions realistic? Is there any risk that has not been identified but compromised result achievements?
- ❖ To what extent did the project design take into account: Specific gender equality and non-discrimination concerns, including inclusion of people with disabilities?

Project Effectiveness:
- ❖ What progress has the project made towards achieving the overall objective and outcomes? To what extent has each outcome achievement contributed to the overall objective? Were there any adjustments occurred related specific areas of project outputs?
- ❖ How did outputs and outcomes contribute to ILO's cross-cutting policy drivers including gender equality, social dialogue, and labour standards?
- ❖ To what extent did the project respond to emerging needs and changing context, including but not limited to COVID-19 pandemic? What course adjustments have been taken to ensure results?
- ❖ Has there been any unintended positive/negative consequences of the project intervention?

Sustainability and possible impact:
- ❖ How sustainable are the results achieved by the project so far likely to be? To what extent are the benefits for both children and their households likely to sustain? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?
- ❖ To what extent are national partners– governmental or non-governmental – able and willing to continue their efforts, for example development of policies and regulations, to tackle the worst form of child labour after the project?
- ❖ What is the likely contribution of the project's initiatives to the stated development objectives of the intervention? Did they contribute as laid out in the initial theory of change? What else could have been done to better realize the project objective?

Efficiency of resources:
- ❖ To what extent have project activities been cost-efficient? 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?

Effectiveness of management arrangements:
- ❖ How effective was communication between the project's team, the regional office and the responsible technical department at headquarters? Has the project sought and

received adequate technical and administrative support/response from the ILO backstopping units?

6. METHODOLOGY

This evaluation is summative and relies on both quantitative and qualitative approaches to seek and triangulate responses to evaluation questions and fulfil its purpose. The analysis should include examining the interventions' Theory of Change, with particular attention to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets. The detailed approach and methodology, including the workplan, should be part of the inception report. Throughout the evaluation process as well as dissemination, the evaluation should ensure involvement of key stakeholders

The data collection methods consist 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 facilitates assessment of the situation and available data to plan the evaluation and develop the inception report.
- **Key information interviews:** Online / face-to-face individual interviews will be conducted with a pre-agreed list of stakeholders who have in-depth exposure and understanding of the project and their context. Interview guide(s) will be developed during the inception phase to stimulate a discussion on concerned evaluation questions.
- **Focus group discussions:** Focus group discussions with direct and/or end-beneficiaries will be organized to collect their insights on the project interventions.
- **Preliminary finding briefing:** Upon completion of primary data collection, the evaluator will present preliminary findings to key stakeholders. The evaluator will also collect further insight from the group to feed them into the final report.
- **Site visits:** During data collection, site visits will be conducted to observe selected interventions. This can be combined with focus group discussions, depending on site selection.

Findings should be triangulated by using more than one data source to draw evaluator's judgements. Any changes to the methodology should be discussed with and approved by the Evaluation Manager during the inception phase.

7. WORK ASSIGNMENTS

a. Kick-off meeting
The evaluator will have an initial consultation with the evaluation manager, relevant project team members and programme officer. 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, and the outline of the inception and final report.

b. Desk Review

The evaluator will review project background materials before conducting interviews. Documents to review include, but are not limited to, the National Development Plan for Iraq 2018-2022, the United Nations Sustainable Development Framework 2020-2024, the National Child Protection Policy (NCPP) 2017-2022, the ILO Programme and Budget for 2020-2021 & 2022-2023, the Decent Work Country Programme (DWCP), the project document including its results framework, and project progress reports.

c. Inception Report

The evaluator will draft an Inception Report, which should describe, reflect upon, and fine-tune 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 (data collection and analysis methods)
- Main deliverables
- Management arrangements and work plan
- Data collection tools (interview and focus group discussion guides)

d. Primary Data Collection (Key Informant Interviews & Focus Group Discussions)

Following the inception report, the evaluator will have interviews with stakeholders together with an enumerator supporting the process, if necessary. Individual or group interviews will be conducted with MoLSA, Ministry of Planning, Department of Education in Ninewa, RDPP, implementing partners, project staffs/consultants, ILO ROAS DWT specialists, RPU, FUNDAMENTALS, UNICEF, and partners in the Child Protection Sub Cluster and Case Management Working Group.

Focus Group Discussions will be conducted with direct and/or end beneficiaries. If the evaluator is unable to conduct focus group discussions (e.g., due toa possible language barrier), a national consultant will be hired separately.

e. Preliminary finding presentation

Upon completion of data collection, the evaluator will present preliminary findings to the main stakeholders.

f. Final Report

The final report will follow the format below and be in a range of **35-45 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 and good practices
12. Annexes (list of interviews, TORs, list of documents consulted, good practices and lessons learned in the ILO format, etc.)

The quality of the report will be assessed against the ILO Evaluation Office (EVAL) Checklists 4.2, 4.3, 4.4[205]. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

8. Evaluation Timeframe

Responsible person	Tasks	Number of Payable Working days	Indicative Date
Evaluator & Evaluation Manager	Kick-off meeting	0.5	14th November
Evaluator	Desk review of documents related with project; drafting inception report	7	14th – 25th November
Evaluator	Submit inception report		By 25th November
Evaluation Manager	Review of inception report		By 1st December
Evaluator	Revise and resubmit inception report	0.5	By 7th December
Evaluator with the logistical support of project staffs	Interviews & focus group discussions	7 [206]	8th December – 20th January
Evaluator	Data analysis & drafting report	5	
Evaluator	Presentation of preliminary findings	0.5	By 27th January
Evaluator	Drafting report	5	
Evaluator	Submission of the report to the evaluation manager		By 3rd February
Evaluation manager	Circulating the draft report to key stakeholders		
Evaluation manager	Send consolidated comments to evaluator		By 10th February
Evaluator	Revising draft final report	1	By 16th February
Evaluation Manager	Review of Second Draft		By 23rd February
Evaluator	Integration of comments and finalization of the report	0.5	By 28th February
Evaluation Manager	ILO Evaluation Office approval		By 7th March

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[205] Link to Checklists can be found here: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_761031.pdf
[206] This is based on an assumption that a national consultant will conduct focus group discussions instead of the evaluator. If the evaluator conducts focus group discussions herself/himself, 7 days will be added.

Total estimated payable working days of consultant: 27 Days

9. DELIVERABLES

Deliverables of the evaluation consist of the following:
- Deliverable 1: Inception Report
- Deliverable 2: PowerPoint Presentation on preliminary findings
- Deliverable 3: Draft evaluation report
- Deliverable 4: 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 ILO Evaluation Office)

The quality of the report will be assessed against the EVAL Checklists 4, 5, and 6. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

10. MANAGEMENT ARRANGEMENT

The evaluator will report to the ILO's evaluation manager and should discuss any technical and methodological matters with her. The ILO project office in Iraq will provide administrative and logistical support during the data collection. The Evaluation Office will approve and sign off the final evaluation report.

The evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:
- Review the ToR and propose any refinements to evaluation questions and methodology during the inception phase
- Review project background materials (e.g., project document and 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 evaluation manager prior to the evaluation mission
- Conduct key informant interviews and collect information
- Either conduct focus group discussions or guide and coordinate with a national consultant to do so
- Analyse findings from key informant interviews and focus group discussions
- Present preliminary findings
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders
- Prepare the final report based on the ILO, donor and other stakeholders' feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:
- Drafting the ToR
- Finalizing the ToR with input from ILO colleagues and other stakeholders

- Hiring the evaluator
- Providing the evaluator with the project background materials
- Assisting the implementation of the evaluation methodology, as appropriate (i.e., participate in meetings, review documents)
- Reviewing the inception report, initial draft final report, circulating it for comments and providing consolidated feedback to the evaluator on the inception report and the final report
- Reviewing the final report
- Coordinating with the Regional Evaluation Officer for the Evaluation Office's clearance of the final report
- Disseminating the final report to stakeholders
- Coordinating follow-up as necessary.

The ILO Reginal Evaluation Officer[207]:
- 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 the ILO Evaluation Office;
- Disseminates the report as appropriate.

The Project team is responsible for:
- Reviewing the draft TOR and providing input
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes
- Providing a proposed list of stakeholders
- Participating in the preparatory briefing prior to the assessment missions
- Scheduling interviews and focus group discussions
- 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

11. LEGAL AND ETHICAL MATTERS

- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToR is accompanied by the code of conduct for carrying out the evaluation "Code of conduct for evaluation in the ILO"[208]. The selected consultant will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.

12. QUALIFICATION

The evaluator is expected to have the following qualifications,
- Proven experience in the evaluation of development interventions

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[207] For this evaluation, the Regional Evaluation Officer is the evaluation manager.
[208] https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_649148.pdf

- Thematic experience in child labour issues and an understanding of ILO projects concerning child labour.
- Prior experience in the region, particularly in Iraq, is an asset.
- High professional standards and principles of integrity in accordance with the 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 evaluation approach.
- Fluency in English. Command of Arabic and Kurdish is 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, particularly the ILO, is preferred.