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## Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq

ILO DC/SYMBOL: IRQ/20/03/EUR

Type of Evaluation: Project

Evaluation timing: Mid-term

Evaluation nature: Internal

Project countries: Republic of Iraq

P&B Outcome(s): P&B 2020-2021 Outcome 1, Outcome 3 and Outcome 7

SDG(s): SDG 8 and target 8.8

Date when the evaluation was completed by the evaluator: 26 June 2022

Date when evaluation was approved by EVAL: [Click here to enter a date.](#)

ILO Administrative Office: RO-Arab States/DWT-Beirut

ILO Technical Office(s): RO-Arab States/DWT-Beirut

Joint evaluation be listed here.]

Project duration: December 2020 to 30 November 2022

Donor and budget: European Union; USD 3,510,600

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Evaluation budget:

*Key Words:* Iraq, Labour Inspection, Occupational Safety and Health, Agriculture

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

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## LIST OF ACRONYMS

CTA	Chief Technical Adviser
DWCP	Decent Work Country Programme
DWT/CO	Decent Work Team and Country Office
EU	European Union
FGDs	Focus Group Discussions
IFI	Iraqi Federation of Industries
ILO	International Labour Organization
ILS	International Labour Standards
INGOs	International Non-Governmental Organisations
KRI	Kurdistan Region of Iraq
M&E	Monitoring and Evaluation
MoLSA	Ministry of Labour and Social Affairs
NGOs	Non-Governmental Organisations
OECD DAC	Organisation for Economic Cooperation and Development's Development Assistance Committee
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
SDG	Sustainable Development Goal
ToC	Theory of Change
TOR	Terms of Reference
ToT	Training of Trainers
UN	United Nations

## EXECUTIVE SUMMARY

### BACKGROUND AND CONTEXT

Iraq is diverse in ethnic, religious, and regional terms. It is classified as an upper-middle income country, but the increase in violence and conflict from 2014 and concurrent downturn in the macro-economy served to imperil livelihoods, increase poverty, and contribute to vulnerability. The adoption of the Labour Law 2015 and subsequent ratification of ILO Convention on Freedom of Association and Protection of the Right to Organise (No.87) enhance the legal framework for tripartite dialogue. Iraq is an ILO member since 3<sup>rd</sup> of October 1932. It has ratified 70 conventions, out of which 60 are in force. These include 9 out of 10 fundamental conventions and 3 out of 4 priority conventions. It has not ratified ILO fundamental Convention on Occupational Safety and Health, 1981 (No. 155) and ILO priority Convention on Labour Inspection in Agriculture, 1969 (No. 129).

### Project background and objectives

The project “Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq” is a 2-years ILO project, funded by the European Union, with a budget of USD 3,5 Million.

The purpose of the project is to strengthen the labour inspection system and improve occupational safety and health (OSH) in line with international labour standards, through policy development and capacity building. The project also works with social partners to raise their awareness on labour inspection, OSH and fundamental principles and rights at work, so they can better engage in programmes to promote compliance with labour legislations and respond to COVID-19. Furthermore, the project includes interventions on farms will help farmers move towards compliance with labour standards, which are a pre-requisite for access to foreign markets.

### Evaluation background

The evaluation will be used primarily by the project team and partners to guide the further implementation of activities to best achieve the target results. The mid-term evaluation will promote accountability and strengthen learning among the ILO and key stakeholders. The mid-term evaluation focus is on the main period of implementation between December 2020 and May 2022, assessing all the results and key outputs that have been produced since the start of the project.

The evaluation is based on a desk review, interviews and focus group discussions carried out during the country mission to Iraq. Regarding the geographical scope of the evaluation, centralized interventions are assessed on the level of the Federal Republic of Iraq and Kurdistan Region of Iraq. On local level, evaluation will assess the interventions in two governorates in the north of the county (Duhok and Erbil, with the capitals Duhok and Erbil) and one governorate in the south (Al-Basrah with the capital Basra). The mid-term evaluation was carried out between 15 May and 10 June 2022 through a desk review, followed by a field mission (30 May – 10 June 2022) to Iraq (Baghdad, Erbil, Duhok and Basra).

## **FINDINGS**

### **Relevance and Strategic Fit**

The project resonated with key national policies and strategies, United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 to 2024, Decent Work Country Programme 2019 -2023, Iraq vision for sustainable development 2030 “The future we want”, Kurdistan Region of Iraq 2020: A Vision for the Future. The project was designed during the initial phase of establishment of full ILO presence in Iraq and is one of the first ILO projects implemented in Iraq. The project supports the reform of labour administration by setting the policy framework for effective and efficient labour inspection and occupational safety and health. All the stakeholders consider this is important project because it creates the basis for modernization of the labour inspection and improved working conditions for the Iraqi workers. The project is implemented in synergy with the other ongoing ILO projects. The project established good relationship with the other UN agencies and through regular meetings make sure there is complementarity of actions.

### **Validity of design**

The ILO project is backed by evidence from the assessments of labour inspection and OSH and crafted in response to the reform challenges in Iraq. The social partners stated they were not fully consulted during the design phase of the project and that could partially be explained with the restrictions during the COVID19 pandemic. The project has a focus on development of labour inspection policy, labour inspection plan and occupational safety and health policy, as the steppingstones to the comprehensive reform and modernization of the labour inspection and creation of a preventive OSH culture. In addition to these main goals, the project has focus on improving the working conditions of the agriculture workers and increase of their productivity. Adding this project component on agriculture and workers in agriculture, given the shorth duration of the project, defocuses the project from the main goal of creating the enabling environment for the reform and modernization of the labour inspection and occupational safety and health.

The project is complex and ambitious for the timeframe, as this type of developmental intervention takes time to materialize. The project has four (4) outcomes and twelve (12) outputs planned. To track the progress and results of the project, there are 12 outcome level indicators and 24 output indicators. But this project log frame also has activity level indicators, in fact a high number of 74 activity level indicators. The results framework is complex and difficult to follow, it needs revision to make it more coherent and reflective of the core project interventions and the nature of the project activities. The current framework is burdened with too many indicators, which do not contribute to better understanding of the changes the project should bring. Full revision of the outcome 4 is desirable, including introduction of clear and measurable indicators on output level.

The Project Document elaborates well the risks and assumptions for the successful implementation of the project and has mitigation measures for the identified potential problems of the project. Faced with some of the identified risks, for example weak capacity of service providers, the project team applied the mitigation measures and continually identifies potential partners to provide specialized services.

### **Project effectiveness**

The project has fully reached 6 out 12 outcome level indicators.

The ILO has done extensive consultations with all the relevant actors and prepared assessment on labour inspection in Federal Iraq and the Kurdistan Region of Iraq. The assessment served as evidence base for the development of the national labour inspection policy and national action plan. The project delivered trainings to 92 participants from the labour inspection ( overall target by the end of the project 96), with women representing 38 % of all participants. Training was held on modern labour procedures and relevant international labour standards, enforcement of labour regulation, and different aspects of labour inspection with 71 participants (29 women and 42 men). Training of trainers on labour inspection was organized for 21 inspectors (6 women). All the trainings were considered very good, and the participants were satisfied with what they learned.

Checklists and tools for labour inspection visits and establishment of the case management are under preparation.

Number of inspection visits is increased and the target is reached compared with the baseline year (2020), but this result should take into consideration the low number of inspection visits in 2020 due to the pandemic of COVID-19. Based on the figures provided by MOLSA in Baghdad, number of inspection visits was 25,938 in 2019, 17,811 in 2020 and 25,908 in 2021. This indicator should be tracked and compared on annual basis.

The ILO has done extensive consultations with all the relevant actors and prepared Occupational safety and health profile of Federal Iraq and the Kurdistan Region of Iraq. The profile served as the basis for the development of the national OSH policy. Work on the OSH programme is ongoing and the work to support the OSH Center is delayed and would require more attention from the project team, especially due to very high expectation from the Center and their crucial role in the field of OSH. The project has provided four (4) OSH training, one more than planned under the project document. All these trainings are assessed of good quality by the participants. Annual reports that include National data on occupational injuries are still not produced. Number of OSH related visits to the workplaces are still not available and this cannot be assessed now.

The project ensured the full and active participation of social partners in development of national LI and OSH frameworks. These frameworks are the basis for the project support until the end of the project and also for next phases of the ILO support to MOLSA and the OSH Center. This active involvement of the social partners will increase the ownership of the processes and improve enforcement of policies and legislation in the future. 49 (13 women) representatives of the social partners participated in two workshops on the role of labour inspectors, OSH and principles and rights at work, gender equality, organized by the project.

Project work on the agriculture sector, improving working conditions, increase productivity and elimination of child labour produced three reports to assess the situation. The project prepared the assessments of the situation in agriculture and relevant workplans . Furthermore it provided trainings on good practices in agriculture, use of personal protective equipment for agriculture workers, safe use of chemicals, food processing techniques and starting a business in food processing industry. A total of 2206 participants were reached by the project, out of which 39.7% women. Still , this has not resulted in a registered agriculture workers with the social security or agriculture workers that transitioned from informality to formality.

## Efficiency and management arrangements

The Project team established very good connections with the all-project stakeholders. All stakeholders expressed their satisfaction with the relationship and cooperation with the project team and for them the project team is “responsive and professional”. Social partners and some representatives of the institutions would welcome more frequent sharing of project information, plans, sharing of the results, but also of the problems faced by the project.

The project’s human resources till December 2021 comprise a team of the Chief Technical Advisor (CTA) and two national programme officers, one in Baghdad and one in Erbil, one Project Assistant based in Baghdad, a driver based in Erbil and a security assistant (50%) based in Baghdad. Then starting from January 2022, one Operation Support Unit (OSU) was established in Iraq to provide support to all the projects in an efforts to optimize project resource such as human resources and reduce operational costs. ILO specialists from the Regional Office for Arab States and ILO HQ support the project. For some of the interventions, the Project relied on the expertise from the ITC ILO in Turin, Italy .

The project has established M&E framework and all the indicators are followed by the project team on regular basis. This was very helpful for the evaluation task. M&E tracking tool is also used to more easily identify the actions and outputs that require more attention. This is especially valuable since the project has to follow 110 indicators.

The project started in December 2020, and the project staff recruitment phase lasted until April 2021, when the team was completed. Chief Technical Advisor arrived in Baghdad in March 2021.

Project Advisory Committee (PAC) at both levels Republic of Iraq and the Kurdistan Region of Iraq (KRI) has been organized and is chaired by both Ministers of Labour and Social Affairs of the Federal of Iraq and KRI and the ILO.

Project work in Basra is challenging for the project, due to the absence of an ILO presence in Basra. Modality for more permanent presence is still being explored.

Delay in the staff recruitment, problems with the pandemic of COVID 19 could explain some of the delays in the project. Complexity and the nature of the component 4 require ample time to be implemented as to ensure long term impact and more results oriented.

The Project is planned to be finished by 30 November 2022. There is an obvious need for a project extension, in order to successfully implement and finalise the project activities. If the donor agrees, , component 4 should be revised. The project has a disbursement level of around 60% by the first week of June 2022. That corresponds to the late start of the project activities, problems with identification of reliable implementation partners, slow development of intervention under component 4 and the early stages of support to productivity and entrepreneurship development in rural areas.

## Impact orientation and sustainability

Development of the National Labour Inspection Policy and National OSH policy through a consultative process would ensure sustainability of the planned steps for reforming of the labour inspection and building occupational safety and health culture. These will ensure sustainability of the reforms and modernization of the inspection that would continue after the project end.



Checklists, tools, case management system, digitalization of the tools would ensure sustainability of the project produced knowledge. Trained inspectors would continue to apply the knowledge and tools provided by the project.

The possibilities for success of women entrepreneurs in Duhok and Basra can demonstrate perspective for the young women in their cities. The ILO needs to build modality through which it can follow the success of GET ahead trainees. Maintaining the linkage between the provided training and available start up grants is vital for sustainability of the action. It is commendable that the project ensures such linkages with other projects (that offer such grants) implemented by other UN agencies. This should continue.

### Gender equality assessment

Interview data shows that project stakeholders were satisfied that the project promoted gender equality through fair and equal access to project activities and benefits. Data from the secondary sources show that 39.7 % of all the participants in the trainings are women.

### CONCLUSIONS

Conclusions have been drawn based on the totality of evidence available to the evaluator. The project is highly relevant, and although it faced delays and problems in the implementation, the project has the potential to be successfully implemented.

### Relevance and strategic fit

- 1) The project was highly relevant for Iraq, in the context of the reform efforts of labour inspection, building of preventive OSH culture and improvement of working conditions in the agriculture sector.
- 2) The project is fully aligned with the national priorities, set in United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 to 2024, Decent Work Country Programme 2019 -2023, Iraq vision for sustainable development 2030 “The future we want”, Kurdistan Region of Iraq 2020: A Vision for the Future
- 3) The project is implemented in synergy with other ILO projects and complements actions of project implemented by other organizations.

### Validity of design

- 4) The project is complex and ambitious for the timeframe, as this type of developmental intervention takes time to materialize.
- 5) The results framework is complex and difficult to follow, it needs revision to make it more coherent and reflective of the core project interventions and the nature of the project activities. The result framework is burdened with too many indicators, which do not contribute to better understanding of the changes the project should bring.

### Project effectiveness

- 6) ILO has done extensive consultations with all the relevant actors and prepared assessment on labour inspection and OSH in Federal Iraq, including the Kurdistan Region of Iraq. The assessment served as evidence base for the development of the national labour inspection policy and national OSH Policy.

- 7) The project delivered trainings to 92 participants from the labour inspection, with women representing 38 % of all participants. 49 (13 women) representatives of the social partners participated in two workshops on the role of labour inspectors, OSH and principles and rights at work, gender equality
- 8) Number of inspection visits is increased compared with the baseline year (2020), but this result should take into consideration the low number of inspection visits in 2020 due to the pandemic of COVID-19. This indicator should be tracked and compared on annual basis.
- 9) Work on the OSH programme is ongoing and the work to support the OSH Center is delayed and would require more attention from the project team, especially due to very high expectation from the Center and their crucial role in the field of OSH.
- 10) The project provided much needed trainings on good practices in agriculture, use of personal protective equipment for agriculture workers, safe use of chemicals, food processing techniques and starting a business in food processing industry. A total of 2114 participants are reached by the project, out of which 39.8% women.
- 11) Overall, 2206 persons (39.7 % women) were trained in the framework of the project.
- 12) All the trainings were considered very good, and the participants were satisfied with what they learned.
- 13) The project followed the rules for donor visibility and the donor was visible on all the products of the project. All stakeholders were familiar with the support from the donor.

#### Efficiency and management arrangements

- 14) All stakeholders expressed their satisfaction with the relationship and cooperation with the project team and for them the project team is “responsive and professional”
- 15) The project started in December 2020, and the project staff recruitment phase lasted until April 2021, when the team was completed. Chief Technical Advisor arrived in Baghdad in March 2021. Project work in Basra is challenging for the project, due to the absence of an ILO presence in Basra.
- 16) Delay in the staff recruitment, problems with the pandemic of COVID 19 could explain some of the delays in the project. Complexity and the nature of the component 4 is contributing to the delays and is not allowing for more focused approach of the project.
- 17) The Project is planned to be finished by 30 November 2022, but there is an obvious need for a no-cost extension, in order to finish the already started reform processes in labour inspectorate and on OSH. If the component 4 remains as it is , that will also require more substantial extension.

#### Impact and sustainability

- 18) Development of the National Labour Inspection Policy and National OSH policy through a consultative process would ensure sustainability of the planned steps for reforming of the labour inspection and building occupational safety and health culture.
- 19) Checklists, tools, case management system, digitalization of the tools would ensure sustainability of the project produced knowledge.
- 20) Possible success of women entrepreneurs in Duhok and Basra can demonstrate perspective for the young women in their cities.

- 21) Maintaining the linkage between the provided training and available start up grants is vital for sustainability of the action. It is commendable that the project ensures such linkages with other projects (that offer such grants) implemented by other UN agencies. This should continue.
- 22) For the next phase of the project, ILO can seek partnership with state institutions or organisations that have the potential to internalize ILO tools (BDS, SIYB, GET ahead and Jobs Search Clubs). If donors are interested, it is smart to couple these trainings with startup grants for best business ideas.

### Gender Equality

- 23) The project promoted gender equality through its programme of activities and monitoring of data.

## LESSONS LEARNED AND GOOD PRACTICES

### Lessons learned

When planning project, full consultations with the social partners and initial assessment of the targeted sector and area (agriculture and Basra in this case) would have saved the project a lot of energy and avoid delays. Project component focus on agriculture that needs to be implemented in the very limited timeframe makes it hard for the project team to implement it as planned. Investing more time in design of the project will pay off in smoother project implementation.

### Good practices

An example of good practice is the development of the national LI policy and national OSH policy. The project has strategically engaged all relevant actors, including the social partners and through a fully inclusive process offered opportunities to influence the future of the Labour Inspection and OSH in Iraq. The whole process was supported with evidence coming from the assessments of the LI in Federal Iraq and KRI, as well as development of the national OSH profile. This diagnostic of the situation was essential for development of high-quality policies and plans.

## RECOMMENDATIONS

**Recommendation 1:** Social partners should be regularly informed about all the activities in the project. Regular sharing of information from the project team is essential for smooth implementation and full engagement of the trade unions and employers' associations in the project.

Responsible Units	Priority	Time Frame	Resource implication
ILO Project	High	Next month	Low

**Recommendation 2:** Revise the log frame, especially Outcome 4 and all the indicators to better reflect the project intervention

Responsible Units	Priority	Time Frame	Resource implication
Project team and donor	High	Next month	Low

**Recommendation 3:** Request a project extension to allow for full implementation of the revised project plan

Responsible Units	Priority	Time Frame	Resource implication
Project team	High	Next month	Medium

**Recommendation 4:** Provide support to internalize and test ILO tools and methodologies and adjust based on the feedback from their application in practice.

Responsible Units	Priority	Time Frame	Resource implication
Project team	High	Next month	Medium

**Recommendation 5:** If component 4 continues to be implemented as planned, consider expanding the support to other branches and cultures in the agriculture sector.

Responsible Units	Priority	Time Frame	Resource implication
Project team	Medium	Next 3 months	Medium

**Recommendation 6:** Provide follow up opportunities to the TOT trainees

Responsible Units	Priority	Time Frame	Resource implication
ILO Baghdad	High	Ongoing	Medium

**Recommendation 7:** Labour Inspectors should have clear career path, sufficient resources and be empowered to conduct labour inspection in line with the ILS

Responsible Units	Priority	Time Frame	Resource implication
MoLSA Iraq and KRI	High	Ongoing	Medium

**Recommendation 8:** More practical training should be provided to the labour inspectors, taking into consideration their needs and specifics of the Iraq

Responsible Units	Priority	Time Frame	Resource implication
Project team	Medium	Next 12 months	Medium

## 1. INTRODUCTION

The present document contains the report of the Midterm Evaluation of the Project “Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq” carried out by Emil Krstanovski, ILO internal evaluator.

The evaluation was implemented by an ILO staff officer certified by EVAL as an internal evaluator and not linked with the project. The Evaluation was managed by Racha Elassy, Chief Technical Advisor of the Project “Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq”. The evaluation benefited from national constituents’ consultation and feedback, as well as the inputs from the ILO Project team in Iraq, ILO Iraq office, and the ILO Regional Office for Arab States. The main purpose of the evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders. The evaluation attempted to contribute to organizational learning by identifying lessons learned and emerging good practices, and by providing recommendations that can inform the project realization until its end, as well as future ILO projects.

## 2. BACKGROUND

### 2.1. Iraq context

Iraq is diverse in ethnic, religious, and regional terms. The country encompasses 18 federally administered governorates and the Kurdistan Region of Iraq (KRI), comprised of three governorates, governed by the Kurdistan Regional Government (KRG). The Iraqi parliament passed a Provincial Powers Law in 2008 – revised in 2013 – to devolve the functions of six ministries to the governorates.

Iraq is classified as an upper-middle income country, but the increase in violence and conflict from 2014 and concurrent downturn in the macro-economy served to imperil livelihoods, increase poverty, and contribute to vulnerability. UN OCHA reports that 6.7 million people in Iraq are in need of humanitarian assistance as of September 2018, of which 3.3 million are women (UNOCHA, 2018). Iraq saw increased political unrest in 2019 as young Iraqis took to the streets to protest high unemployment, poor services, and widespread corruption. The Government responded with a stimulus package that included an expansion in public sector employment, pensions, and transfers. With oil accounting for 86% of national revenue in 2017 (World Bank, 2018b; MoP, 2018), growth remains dependent on the oil sector’s performance. Rising oil prices create greater fiscal space for Iraq to finance reconstruction, at the risk of decreasing immediate incentives to diversify.<sup>1</sup>

Employment rates are flat and remain quite low as compared to the middle-income countries average. Only 36.4% of working-age Iraqis were employed in 2017; this is due to a large extent to a very low female employment rate of 7.7%<sup>2</sup>. Furthermore, over half of the employed are working without a contract, pension or health insurance. Unemployment rates continue to decline, but the decline is slow. Youth unemployment remains above 25% (63.3 % for women).

A new labour law, the Labour Law No 37 of 2015 (‘Labour Law 2015’), entered into force in February of 2016. The adoption of the Labour Law 2015 and subsequent ratification of ILO Convention on Freedom of

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<sup>1</sup> DWCP Iraq 2019-2023

<sup>2</sup> ILO STAT, 2017 figures



Agriculture and other state institutions. Other stakeholders include the General Federation of Workers Unions and the Iraqi Federation for Industries.

It is intended to capitalize on the ILO's expertise and experience in the reforms of labour inspection and OSH systems, as well on building the basis for rural-focused initiatives.

The **overall goal** of the project is to “contribute to the socio-economic development of the Republic of Iraq through enhancing the application of International Labour Standards and national labour legislation and promoting social dialogue, social justice, and decent work.”

The Project has four outcomes:

Outcome 1: Labour Inspection System modernized and its effectiveness enhanced in line with International Labour Standards, particularly Labour Inspection Conventions;

Outcome 2: Occupational safety and health improved in line with the ILO Conventions No. 155 and 187 and in response to COVID-19;

Outcome 3: Awareness of social partners on labour inspection and OSH raised, placing them in a better position to engage in programmes to promote compliance with labour legislations and enhance protection in the workplace in response to COVID-19;

Outcome 4: Workers, mainly those employed in the agricultural sector, benefit from enhanced working conditions and improved status through skills development opportunities, awareness raising and farm level interventions.

### **2.3.2. Project beneficiaries**

The **final beneficiaries** of the project are vulnerable workers in Iraq, including men and women, particularly in the agricultural sector.

The **direct beneficiaries** of the project interventions in terms of capacity development:

- Government bodies – ministries, especially those directly targeted by the project such as labour inspectors and OSH committees.
- Other stakeholders/social partners– employers, workers, implementing partners.
  - Micro and small businesses, including household-based economic units with potential for transition to formality
  - Business development services providers (both non-financial and financial services providers)
  - Young people (and their associations) directly involved in the project activities
  - Selected communities/villages
  - Public Institutions involved in the implementation of the project
  - NGOs

### **2.3.3 Project implementation**

The project developed national Labour Inspection Policy and national Labour Inspection Plan, as well as national OSH policy through a participatory and inclusive process, based on assessments of the situation and the need to identify reform pathways.

The project provided training on labour inspection and OSH for the labour inspectors and social partners, taking into consideration the characteristic of the Iraqi labour inspection and its tripartite committees structure.

The project made available to the partner NGOs the ILO tools and methodologies (Get ahead, Strategic compliance model). Overall, until end of May 2022, the project trained a total of 2206 persons (39.7 % women). The project works in partnership with the national and international NGOs for delivery of the training or services, expanding the network of national available expertise.

The Project supports local initiatives in agriculture in Duhok and Basra, aiming to improve working conditions, get children out of child labour, increase productivity and income of farmers and food processors.



### **3. EVALUATION BACKGROUND**

#### **3.1 Evaluation objectives**

The evaluation will be used primarily by the project team and partners to guide the further implementation of activities to best achieve the target results. The mid-term evaluation will promote accountability and strengthen learning among the ILO and key stakeholders.

The evaluation is expected to fulfil the following purposes:

- Assess the design and implementation of the project to date, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives.
- Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
- Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- Review the strategies for sustainability;
- Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs;
- Identify clear lessons and potential good practices for the key stakeholders.
- Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

#### **3.2. Scope and clients of evaluation**

The mid-term evaluation focus is on the main period of implementation between December 2020 and May 2022, assessing all the results and key outputs that have been produced since the start of the project.

Regarding the geographical scope of the evaluation, centralized interventions are to be assessed on the level of the Federal Republic of Iraq and the Kurdistan Region of Iraq, and relevant national institutions in Baghdad. On local level, evaluation will assess the interventions in two governorates in the north of the country (Duhok and Erbil, with the capitals Duhok and Erbil) and one governorate in the south (Al-Basrah with the capital Basra).

The principal audiences for this evaluation are the Project Steering Committee and project partners, ILO Iraq, ILO RO for Arab states, ILO HQ and the ILO Project team.

#### 4. EVALUATION APPROACH, METHODOLOGY, AND METHODOLOGICAL LIMITATIONS

The evaluation was carried out in accordance with the UN Evaluation Group (UNEG) Norms and Standards (updated in 2016), and OECD/DAC's recommendations, as well as the ILO's Evaluation Policy Guidelines<sup>4</sup>. It has also adhered to ethical standards and codes of conduct when gathering information to protect those involved in the evaluation process. Thus, the confidentiality of the respondents was respected in the field visit and the interviews. As much as possible, the evaluation applied triangulation/cross-checking and observations to increase the credibility and validity and to minimize any subjective conclusions.

The evaluation criteria and evaluation questions were designed in a way that considers stakeholder diversity and ensures gender equality and women's empowerment-related data is collected. For example, questions on key achievements of the project on gender equality and women's empowerment, type of assistance that was most valuable for the person and her/his family, and on the work of the project with key stakeholders and partners.

The mid-term evaluation was carried out between 15 May and 10 June 2022 through a desk review, followed by a field mission (30 May – 10 June, 2022) to Iraq (Baghdad, Erbil, Duhok and Basra). The field mission included interviews with Government officials, social partners and other stakeholders, beneficiaries, donor, as well as the ILO project team and ILO Iraq country director. Some of the interviews during field mission had to be held online, as well as the interview with the ILO specialist in the Beirut office.

The evaluation used triangulation of data sources (e.g. document analysis, interviews, focus groups, workshop reports data on participants, and direct observation) to ensure the validity and reliability of the findings. In addition, it used a participatory approach by involving ILO key stakeholders such as beneficiaries, ILO constituents, ILO staff, and strategic partners. This is described below.

Data for analysis have been triangulated through a mixed-methods approach that included desk review, consultation with all main stakeholders, and an assessment of development effectiveness, as planned in the Inception report.

Data analysis, along with the synthesis of findings, is reflected in the evaluation report. It contains the conclusions, recommendations, and lessons learned and emerging good practices.

**The desk review** included the following documentation: strategic national documents; project documents; progress reports; reports, and other relevant material from secondary sources (see Annex 3 for a detailed presentation of the documentation reviewed).

**The interviews** (face-to-face and online) were carried out in June 2022.

**The mission** to Iraq took place between 30 May and 10 June 2022 and included **21 interviews** with the local stakeholders and **five (5) focus group discussions**. The list of all persons interviewed is available in Annex 6.

**Persons interviewed** were selected on the proposal of the project team to represent all the stakeholders, beneficiaries and staff implementing the project. Interviews protocol is provided in Annex 4. They were

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<sup>4</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

all relevant for the implementation of the project and covered a variety of target groups such as ILO partners in the country (representatives of the Government and the social partners, national agencies and institutions for OSH, NGOs), beneficiaries (young women and men engaged in the trainings, farmers) and the ILO project team and specialists.

**Focus group** discussions were organized in Baghdad, Duhok and Basra. In Baghdad with the labour inspectors and OSH staff (10 men, 1 women). In Duhok with the PFO beneficiaries, 11 farmers (7 men and 4 women) and SWEDO beneficiaries in two groups (4 men and 7 women). In Basra, with the GET Ahead trainees (2 women and 1 men). Participants were selected by the implementing partners ( PFO, SWEDO, Al Mayameen, to be representative of the groups engaged in the project: i) labour inspectors and ii) farmers and food processing entrepreneurs in Duhok; iii) Get Ahead methodology trainers in Basra. The focus group discussion question guide is provided in Annex 5.

## **Limitations**

In Basra, due to unforeseen logistical problems, and with exception of one focus group discussion, all other stakeholders' interviews and visits were not realised as planned. Thanks to the national consultant, evaluator was able to obtain at least some inputs from the mission in Basra. Lack of more in-depth discussion limited the insights into the ILO intervention in Basra.

## **5. EVALUATION CRITERIA AND QUESTIONS**

The Mid-term Internal Evaluation of the project “Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq” was based upon the ILO’s evaluation policy and procedures. The ILO adheres to the United Nations system’s evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The ILO uses a conceptual framework that is consistent with Results-Based Management (RBM) and address the following five Evaluation Criteria as specified in the ToR (see Annex 1):

- i. relevance and strategic fit,
- ii. validity of design,
- iii. project effectiveness and progress,
- iv. efficiency,
- v. impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation

Evaluation matrix with evaluation questions is provided in the annex 2A.

## **6. FINDINGS**

### **6.1. Relevance and Strategic Fit**

Relevance and Strategic Fit were evaluated largely by reviewing secondary information, the project documents, United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 to 2024, Decent Work Country Programme 2019 -2023, Iraq vision for sustainable development 2030 “The future

we want”, Kurdistan Region of Iraq 2020: A Vision for the Future and triangulated through interviews with the ILO constituents, beneficiaries, ILO project staff and specialist in Beirut, and field observations.

The evaluation assessed the extent to which the program resonated with key national policies and strategies of the Government of Iraq. The program strategic fit with the UNSDCF was assessed as well as the extent to which ILO strategies are relevant to the achievement of the overall project outcome.

The project was designed during the initial phase of establishment of full ILO presence in Iraq and is one of the first ILO projects implemented in Iraq. The project tries to support the reform of labour administration by setting the policy framework for effective and efficient labour inspection and occupational safety and health.

As already stated, the overall objective of the project is “contribute to the socio-economic development of the Republic of Iraq through enhancing the application of International Labour Standards and national labour legislation and promoting social dialogue, social justice, and decent work.”

Project activities contribute to Iraq’s achievement the Sustainable Development Goals and specific targets:

- Goal 8 on Decent Work and its target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, particularly women migrants and those in precarious employment.

The project objectives and activities fit in the ***United Nations Sustainable Development Framework (UNSDCF) 2020 to 2024***, especially to the strategic priorities:

- **SP 1:** Achieving Social Cohesion, Protection and Inclusion;
- **SP 2:** Growing the Economy for All;
- **SP 3:** Promoting Effective, Inclusive and Efficient Institutions and Services;

and the outcomes that contribute to:

- Strengthened and effective inclusive, people- centered, gender-responsive and human rights-based policies and national systems (1.1).
- Supporting women, adolescents and youth for increased engagement and participation in leadership, decision making and peace building (1.3).
- Improved people-centered economic policies and legislation contribute to inclusive, gender sensitive and diversified economic growth, with focus on increasing income security and decent work for women, youth, and vulnerable populations (2.1).
- Strengthened capacity, enabling inclusive access to and engagement in economic activities of all Iraqis (2.2).
- Strengthened institutions and systems to deliver people-centered, evidence and needs-based equitable and inclusive gender- and age-responsive services, especially for the most vulnerable population (3.1).

*The project was developed and is implemented in line with the ILO country programme outcomes (IRQ126, IRQ 127, IRQ 181) that are aligned to ILO Programme and Budget 2022-2023 outcomes:*

- Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue,

- Outcome 3: Economic, social, and environmental transitions for full, productive, and freely chosen employment and decent work for all, and
- Outcome 7: Adequate and effective protection at work for all.

The project contributes to the **Decent Work Country Programme (DWCP) 2019-23 Priority 3**: “Labour market governance is strengthened in order to promote the realisation of fundamental principles and rights at work through improved social dialogue mechanisms” and the Outcome 3.2: Labour inspection and OSH services are more effective in preventing and detecting noncompliance with national and international labour standards.

Tripartite Labour Inspection Committees are broadly empowered to undertake examinations to ensure that violations are not taking place. They can access workplaces without prior notice, take samples from the workplace, and compel an employer to make appropriate changes as necessary (Labour Law 2015, Art. 129). Labour inspections are planned rather than risk focused. Iraq’s labour inspection regime has attracted CEACR scrutiny to the extent that tripartite committees have exclusive competence to perform labour inspections, and the law does not foresee individual labour inspectors conducting inspections alone (ILO CEACR, 2016).

The project is entirely relevant to the Government development goals enshrined in the **Iraq vision for sustainable development 2030** “The future we want”, especially:

- Goal (1-2): Create decent and protected job opportunities for all unemployed people
- Goal (3-4): Develop the agricultural sector and achieve food security

The project is also aligned to **the Kurdistan Region of Iraq vision of labour market in which workers can find better jobs, Government works for the people and there is food security for the people of the Kurdistan Region, economic prosperity for farmers, and prosperity through the export of our agricultural and food products.**

All the stakeholders consider this is important project because it creates the basis for modernization of the labour inspection and untimely improved working conditions for the Iraqi workers. Some of the stakeholders complained to the lack of consultations during the designing of the project, but still confirm the necessity of labour inspection modernization and improvement of occupational safety and health.

The project provided important advice for occupational safety and health measures on COVID -19, and all the stakeholders are satisfied with the “sharing of experience and knowledge” by the ILO. In fact, most of them said they are ready for more workshops, and more knowledge sharing.

The project is implemented in synergy with the other ongoing ILO projects that contribute to the same DWCP 2019-2023, namely on i) Social protection and its work on the inclusion of agriculture workers and on child labour and ii) on Job Creation and Private Sector Development in the Kurdistan Region of Iraq and its work on improving entrepreneurship.

The project established good relationship with the other UN agencies and through regular meetings make sure there is complementarity of actions. The projcte activity were also part of the ILO inputs to the UN Framework for the Immediate Socio-Economic Response to COVID-19.

## 6.2. Validity of design

The validity of the design was evaluated largely by reviewing secondary information, the project document, and project reports and triangulated through interviews with the ILO constituents, beneficiaries, ILO project staff, ILO staff in Baghdad and Beirut.

Triangulated information demonstrated that the strong aspect of ILO project is that it is backed by evidence from the assessments of labour inspection and OSH and crafted in response to the reform challenges in Iraq. The project contains a solid analysis of the national context in which the project needs to operate and provide clear arguments in justification of the intervention.

The social partners stated they were not consulted during the design phase of the project and that could partially be explained with the restrictions during the COVID19 pandemic. Only online consultations were held with MoLSA.

The project has a focus on development of labour inspection policy, labour inspection plan and occupational safety and health policy, as the steppingstones to the comprehensive reform and modernization of the labour inspection and creation of a preventive OSH culture. In addition to these main goals, the project has focus on improving the working conditions of the agriculture workers and increase of their productivity. Adding this project component on agriculture and workers in agriculture defocuses the project from the main goal of creating the enabling environment for the reform and modernization of the labour inspection and occupational safety and health. Most of the interviewed stakeholders consider objective 4 on agriculture artificially added to this project. Given the main goals of the project, project timeframe and the funding available this component is creating unnecessary burden for the project intervention. Although the problems identified in agriculture are highly relevant and important, these require a separate project intervention. This project should have clear focus on the changes it is going to bring.

Reconstructing project theory of change, it's obvious that this project's success on output level can be judged based on the answers to three questions: 1. Does Iraq now have a new Labour inspection policy and plan? and 2. Does Iraq now have new Occupational Safety and health policy? 3. Are the project partners capacitated to apply these policies applied in practice?

The project has explicit theory of change, which can be more specific regarding what ILO is doing and how to measure the success of the intervention. I recommend : If the ILO supports Iraqi government and the social partners in the development of the new labour inspection policy an occupational safety and health policy and if ILO supports the reform of the labour inspection, then this will improve the working conditions for the Iraqi workers and improve the productivity of the Iraqi economy, leading to higher living standard and higher level of development.

Draft Revised Logic Model of the Project was prepared in August of 2021 and this evaluation found that this revised model is resonating more with the core objectives of the project intervention, gives the necessary focus of the action and sets clear and measurable outputs.

The project is complex and ambitious for the timeframe, as this type of developmental intervention takes time to materialize.

The project has four (4) outcomes and twelve (12) outputs planned. To track the progress and results of the project, there are 12 outcome level indicators and 24 output indicators. But this project log frame also has activity level indicators, in fact a high number of 74 activity level indicators. The results framework is complex and difficult to follow, it needs revision to make it more coherent and reflective of the core project interventions and the nature of the project activities. The current framework is burdened with too many indicators, which do not contribute to better understanding of the changes the project should bring. The proposal from 2021 for revision of the logical and result framework is a very good basis for this necessary revision. It reflects the core result that this project will bring, modernized and effective labour inspection, improved knowledge and application of OSH standards, and increased compliance with International Labour Standards and national labour and OSH legislation.

Under the current results framework, for the outputs under objective 4 mainly downward change in targets might be needed. There is a clear expectation among all the stakeholders that this project is just the first and initial phase of a long-term ILO/EU support in reforming the labour administration and labour market institutions. The expectation for the next phase of focused action was mentioned by the Government and the social partners, with the later stressing the need for more support dedicated to the trade unions and employers' associations in Iraq.

Indicators and targets under output 1.1, 1.2, 1.3. and 1.4 are clear, and they fully reflect the intervention which focuses on the creation of national labour inspection policy, application of ILO strategic compliance intervention model, setting the structure of the labour inspection and investment in labour inspectors' capacities to perform their function.

Indicators and targets under output 2.1, 2.2 and 2.3 fully reflect the intervention, which focuses on creation of national OSH policy, strengthened capacities of the OSH center, improved reporting and recording on work related accidents, injuries, and diseases.

Indicators and targets under output 3.1 and 3.2 could be streamlined under the previous two outcomes on labour inspection and OSH, as they mainly focus on the role of the social partners and social dialogue.

Indicators and targets under outputs 4.1, 4.2 and 4.3 do not clearly reflect the aim of the intervention and is difficult to establish the correlation between the indicators and the stated goals of these outputs. Activities planned to not correlate with the results to be achieved under the outputs. For example, output 4.1 will most likely achieve all targets, without starting most of the activities planned under the output. In some cases, for example indicator under output 4.2 on the number of collective agreements negotiated by the end of Sept 2022, it seems that the ILO did not take into consideration the lack of unionized workers in agriculture and did not do full consultation with the social partners. Output 4.3 aims to increase productivity, but not indicator is set on output level, and it is only measured through indicator set on the activity level. Full revision of the outcome 4 is desirable, including introduction of clear and measurable indicators on output level.

The Project Document elaborates well the risks and assumptions for the successful implementation of the project and has mitigation measures for the identified potential problems of the project. Faced with some of the identified risks, for example weak capacity of service providers, the project team applied the mitigation measures and continually identifies potential partners to provide specialized services.

### 6.3 Project effectiveness

Project effectiveness was evaluated by reviewing secondary information, the project document, project implementation reports, products of the project, and triangulated through interviews with the ILO constituents, beneficiaries, ILO Iraq, ILO project staff and ILO specialist in Beirut.

The evaluation assessed the extent to which expected outcomes and outputs were achieved, the timely delivery of outputs, as well as the quality and quantity of outputs delivered. The project is giving the expected results and producing the planned outputs, with delays, except for outcome 4, which is facing serious problems in implementation and most likely will not produce the planned outputs in the current project timeframe.

The project developed M&E Framework to ensure that the ILO project team is equipped to systematically generate, capture, utilize, and disseminate knowledge through investments into monitoring and evaluation to strengthen the effectiveness, efficiency, and impact of ILO Iraq's interventions.

The overall goal of the project is to “contribute to the socio-economic development of the Republic of Iraq through enhancing the application of International Labour Standards and national labour legislation and promoting social dialogue, social justice, and decent work.”

Overall achievements of the project until 31 May 2022 are elaborated below, both on the outcome and output level.

The project followed the rules for donor visibility and the donor was visible on all the products of the project. All stakeholders were familiar with the support from the donor. ILO constituents stated during the interviews that the project results should be shared and disseminated more often with the ILO constituents and more widely with the public.

*In the following section, achievements per Outcome and Outputs are systematically discussed:*

#### **Outcome 1: Labour Inspection System modernized and its effectiveness enhanced in line with International Labour Standards, particularly Labour Inspection Conventions**

Under this outcome the project has fully reached the target of one indicator (on number of inspected workplaces), almost reached target on number of trained inspectors and has not reached the target on annual inspection reports in line with the ILS.

The ILO has done extensive consultations with all the relevant actors and prepared assessment on labour inspection in Federal Iraq and the Kurdistan Region of Iraq. The assessment served as evidence base for the development of the national labour inspection policy and national action plan. The project delivered trainings to 92 participants from the labour inspection, with women representing 38 % of all participants. The project has almost achieved the target of training 50% of all inspectors, or 92 out of planned 96 by the end of the project. Training was held on modern labour procedures and relevant international labour standards, enforcement of labour regulation, and different aspects of labour inspection with 71 participants (29 women and 42 men). Training of trainers on labour inspection was organized for 21 inspectors (6 women). All the trainings were considered very good, and the participants were satisfied with what they learned. Reporting on labour inspection in line with the International Labour standards is yet to be introduced by the MoLSA, and this is the only target not achieved under this outcome. Checklists and tools for labour inspection visits and establishment of the case management are under preparation.



They are very much needed and would provide for modern and efficient inspection. These digital checklists would be installed on ILO procured laptops for the labour inspectors (through another ILO intervention). This is especially important having in mind the lack of resource and the limited number of labour inspectors in Iraq. This number was further reduced with the reform of the inspection system and the separation of labour inspection and social security inspection. As one representative of the beneficiary institution stated, “the project is helping them realize their vision for a modernized labour inspection”.

Number of inspection visits is increased compared with the baseline year (2020), and already reached the target of 10% increase in the number of inspection visits. This result should take into consideration the low number of inspection visits in 2020 due to the pandemic of COVID-19. Based on the figures provided by MOLSA in Baghdad, number of inspection visits was 25,938 in 2019, 17,811 in 2020 and 25,908 in 2021. This indicator should be tracked and compared on annual basis.

Situation of the labour inspectors in KRI is worse compared to rest of Iraq. Labour Inspectors lack resources, motivation, and support. Simple things like official LI badge are not available to them. Coordination with Baghdad is absent, and they would welcome it.

This outcome is well advanced, and the project already deliver on the main expected results.

**Output 1.1**  
A National labour inspection policy developed in consultation with the social partners.

INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of National policies drafted and discussed with the social partners	National policy drafted and discussed with the social partners	Fully achieved.	In the signatory process of having the policy put into practice through one last validation workshop/roundtable requested by the Iraqi Council of Ministers.

*Source: Project reports, data provided by the project team, interviews*

One of the main project results was delivered under this output. New national Labour Inspection Policy and Action Plan for reforming of the labour inspection were prepared. According to the project team reports and conducted interviews, new national Labour Inspection Policy and the Action Plan were drafted in a fully inclusive and consultative process, involving all the ILO constituents.

Labour Inspection policy and Labour Inspection Action Plan were developed after a comprehensive assessment of the labour inspection in Iraq, including on the level of the KRI. All stakeholders were satisfied with the quality of the process and the final documents, which are due to be approved by the authorities.

Output 1.2 The ILO Strategic Compliance Intervention Model adopted and implemented via the established methodology.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Strategic compliance plans developed	One Strategic compliance plan developed	On track	Strategic compliance team established, and compliance model discussed
Labour Inspection case management systems tested and used by inspectors	One Labour Inspection case management system tested and used by inspectors	On track with delays	Achievable, but not in the current timeframe for the project

Source: Project reports, data provided by the project team, interviews

The project introduced the ILO strategic compliance model, which has been developed to support labour inspectorates to promote compliance in the workplace. The model was discussed during one of the three planned workshops on ILO approach to Strategic Compliance Planning for the labour inspectorate (series of activities with active engagement of senior labour inspectors/supervisors/directors). Since the workshop was held online, participants did not find it good and hope that the next two will be held face to face.

The project started the work on mapping of the Labour Inspection business procedures and processes, as a basis for supported the development of a modern case management system of the Labour Inspection.

Compliance Checklist was updated as of May 2022 in line with Iraqi Labor Law 2015.

Output 1.3 Institutional capacity of the labour inspectorate strengthened			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
The structure and function of the labour inspectorate reviewed and updated	Structure and function of the labour inspectorate reviewed and updated	Achieved	Drafted and pending on MoLSA feedback

Source: Project reports, data provided by the project team

ILO project finished the analysis of the structure of the labour inspectorate at the central and regional levels and propose necessary changes. Work on labour inspectors job description and updating of labour inspection tools is ongoing. Based on the current pace of the work, is likely that this task would be finalized by the planned end of the project. Nevertheless, is important to test these tools in practice and the project should be monitoring and adjusting tools based on the feedback received from the inspectors.

Output 1.4 Capacity of labour inspectors strengthened and improved on regular basis.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of training plans developed	One training plan developed	On track	Team of 3 consultants (1 lead intl. expert and 2 national consultants) are currently working on the development of training plan for labour inspectors. The work is expected to be done by the end of August 2022.
Number of training workshops implemented	4 training workshops implemented	75 % reached On track	3 workshops held; another one is planned.  Reaching the target should not be a problem.

*Source: Project reports, data provided by the project team, interviews*

Under this output the project provided the training for labour inspectors on modern labour inspection procedures and relevant International Labour Standards as well as conducting Training of Trainers (ToTs) on labour inspection. These training are considered of high quality, and through the focus group discussion it could be concluded that they were highly relevant and useful for the labour inspectors. In fact, they would welcome more trainings, on relevant topics related to labour inspection visits, relations with the employers and workers, risk assessment, child labour etc. Sessions related to Covid 19 and how to protect yourself, how to work online are considered useful and helpful by the persons in focus group discussions and interviews.

Total of 21 Inspectors were part of ILO Training of trainers, out of which 6 women and 15 men (28% women). During the focus group discussions, participants stated the ToT was too short (2 days) and they would need more training to be qualified to conduct trainings themselves. “Material was good, but time was shorth, and only the headlines were opened, without going into specifics of the subjects”. Inspectors especially value the practical training, with a lot of scenarios and case studies , and they find these much better than presentations. Field visit to a factory during one of the trainings is consider a very good practice.

Total of 71 labour inspectors and OSH staff were trained on promotion and enforcement of labour regulation and procedures and on modern labour inspection procedures and relevant International Labour Standards. From the 71 participants, 29 are women and 42 men (40.8% women).

The training plan for the labour inspectors is still not develop, in what was supposed to be first step under this output. In the end the plan would come at the project, not in the beginning as planned. Still, this plan could be the basis for the support under the planned second phase of the project.

Establishment of a training centre for labour inspectors is something that is planned, but unlikely it could be realized in scale desired and needed by MoLSA with the current project funds. Therefore, MoLSA would like “ILO to secure more funds for larger scale developmental actions” and better assessment of the scale of intervention of this kind (including renovation and building costs) should be done.

**Outcome 2:Occupational safety and Health improved in line with the ILO Conventions No. 155 and 187**

Under this outcome, the project has fully reached the target of the indicator on number of delivered workshops, has not reached the target on the annual reports with data on occupational injuries and there is no data available on the indicator of number of OSH inspections.

The ILO has done extensive consultations with all the relevant actors and prepared Occupational safety and health profile of Federal Iraq, including the Kurdistan Region of Iraq. The profile served as the basis for the development of the national OSH policy.

Work on the OSH programme is ongoing and the work to support the OSH Center is delayed and would require more attention from the project team, especially due to very high expectation from the Center and their crucial role in the field of OSH.

The project has reached 1 out of 3 targets under this outcome indicators: 1) The project has provided four (4) OSH trainings, one more than planned under the project document. All these trainings are assessed of good quality by the participants. 2) Annual reports that include National data on occupational injuries are still not produced. 3) Number of OSH related visits to the workplaces are still not available and this cannot be assessed.

Output 2.1 A National OSH policy and programme developed in consultation with the social partners.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
National OSH policy and programme developed and discussed with the social partners	One National OSH policy and programme developed and discussed with the social partners	Partially achieved	OSH profile developed OSH policy developed OSH Programme under preparation

*Source: Project reports, data provided by the project team, interviews*

One of the main project results was delivered under this output. New national OSH Policy was prepared, and the OSH programme is under preparation. According to the project team reports and conducted interviews, new national OSH policy was drafted in a fully inclusive and consultative process, involving all the ILO constituents. The workshop with 36 participants from MoLSA and social partners was organized to validate the OSH profile and OSH policy.

OSH policy was developed after a comprehensive assessment of OSH in Iraq, including on the level of the KRI, resulting in preparation of the National OSH profile. All stakeholders were satisfied with the quality of the process and the final documents, which are due to be approved by the authorities.

Output 2.2			
Capacity of the National Center for Occupational Health and Safety strengthened			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Capacities of the National OSH Centre in assessing risk, monitoring occupational hazards and advising workers and employers on relevant issues are developed	Capacities of the National OSH Centre in assessing risk, monitoring occupational hazards and advising workers and employers on relevant issues are on level 3 (in scale from 0 to 4)	On track	Capacity assessment done

*Source: Project reports, data provided by the project team, interviews*

This output is linked to the national OSH policy and profile. The developed OSH assessment, profile and policy include the analysis of the technical capacity of the Centre, developing recommendations for strengthening the centre and promoting its preventive services, as well as developing a comprehensive capacity-building plan for the centre’s staff based on the findings and recommendations of the assessment. For some of the people interviewed, the assessment of the Centre under the OSH profile is not sufficiently detailed. The Center representatives participated in the meeting on the OSH policy and, based on the interview statements “their feedback was taken into consideration when preparing the final text of the policy”.

The project currently works on development of an action plan for strengthening the Center and promoting its preventive services, based on the assessment’s findings and recommendations.

The capacity building plan for the staff of the Center, based on training needs assessment is done. The expectations of the Center from the ILO are high, and they praise the established cooperation with the project team. As mentioned in the interview, there is “high coordination between the Centre and the ILO and we hope it will continue “. They would like to create new laboratory in the Center and for them “building the capacity of the Center is the most important thing at the moment”.

ILO provided tools on risk assessment; examples of checklists are very valuable to the Center.

Output 2.3 Reporting and recording of work-related accidents, injuries and diseases improved			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of Annual reports that include national statistics on occupational injuries	One Annual report that include national statistics on occupational injuries	delayed	Not likely to be achieved by the planned end of the project.

Source: Project reports, data provided by the project team, interviews

Team of 3 consultants (1 lead intl. expert and 2 national consultants) are currently working on the development of new notification mechanisms for reporting and recording of work-related accidents and injuries in consultation with the social partners and other stakeholders. It is expected that this will help in improving the notification mechanism. The work is expected to be done by the end of July 2022. The new notification system will need to be tested and automated, making it unlikely to be fully used by the planned end of the project.

The stakeholders state that establishment of the national database on injuries and diseases is “very important to create OSH policies and build preventive OSH culture”

**Outcome 3. Awareness of social partners on labour inspection and OSH is raised and they are in a better position to engage in programmes to promote compliance with labour legislations.**

This outcome focuses on the building preventive OSH culture, by training the workers and employers and their active involvement in the process of development of national LI and OSH policies. The project reached all the planned targets under the outcome indicators. It delivered planned number of workshops (2) for the social partners and ensured full and active participation of social partners in development of national LI and OSH frameworks. This represents one more national framework than planned. This active involvement of the social partners will increase the ownership of the processes and improve enforcement of policies and legislation in the future. 49 (13 women) representatives of the social partners participated in two workshops on the role of labour inspectors, OSH and principles and rights at work, gender equality, organized by the project.

Output 3.1 Workers’ and employers’ representatives are trained on the role of labour inspection, OSH and fundamental principles and rights at work.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of workers’ and employers’ activities conducted.	Two workers’ and employers’ activities conducted.	100% achieved	

Source: Project reports, data provided by the project team, interviews

The project delivered gender-mainstreamed training programmes for trade union leaders and employers’ representatives on the role of labour inspectors, OSH and principles and rights at work. Total of 31 (8 women and 23 men) representatives of the Trade Unions and 18 (5 women and 13 men) representatives of the employer’s association participated in the training.

The project facilitated meeting between the social partners and the labour inspections and produce report on grievance procedures for workers’ rights violations.

Output 3.2 Tripartite structures and mechanisms on labour inspection and OSH established, or existing ones strengthened, and more effective.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of National tripartite mechanisms on labour inspection and/or OSH in which workers’ and employers’ organizations are actively involved.	One National tripartite mechanism on labour inspection and/or OSH in which workers’ and employers’ organizations are actively involved.	Not clear	The Project supports national mechanisms in both LI and OSH and actively involves the social partners under other outputs.  Planned activities under this output are not realized.

*Source: Project reports, data provided by the project team, interviews*

The project cannot report activities under this output, and although by law social partners are involved in the LI and OSH mechanism. The project activities to establish and strengthen a national tripartite committee on OSH, Review and strengthen the functions and roles of the Tripartite Consultative Committee in terms of labour inspection and relevant issues and review the tripartite inspection model and address relevant gaps and weaknesses did not started yet.

**Outcome 4. Workers in agriculture benefit from enhanced access to job opportunities, working conditions and improved status through employment diagnosis , skills development opportunities, awareness raising and farm level interventions.**

Under this outcome, the project has fully reached the targets on two indicators (on number assessment and on number of workplans), and there is no progress on two remaining indicators, on the number of agriculture workers registered with the social security and on the number of agriculture workers transitioned from informality to formality.

This outcome focuses on the agriculture sector, improving working conditions, increase productivity and elimination of child labour. Labour Inspection does not inspect agriculture family businesses, but it is expected they will get that authorization with the adoption of the new Labour Inspection policy.

The project produced three reports to assess the situation: “Review of National Regulatory Frameworks and Structures in the Agriculture Sector “with recommendations for Federal Iraq and for the KRI and the

“Economic relief, recovery, and resilience assessment for southern Iraq”. With these the project has reached the target of number of sector compliance or national regulatory framework assessments. Based on these 2 work plans were developed, achieving the second target under this outcome.

The project provided much needed trainings on good practices in agriculture, use of personal protective equipment for agriculture workers, safe use of chemicals, food processing techniques and starting a business in food processing industry. A total of 2114 participants were reached by the project, out of which 39.8% women.

Ambitiously, the project aims to have 500 agriculture workers registered with Social Security insurance by the end of the project and another 500 agriculture workers transitioned from informality to formality. The project plans at least 20% of those workers to be women.

Output 4.1 Improved national regulatory frameworks and structures are developed and promoted for the protection of workers in agriculture.			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of sector compliance and national regulatory framework assessments	Two sector compliance and national regulatory framework assessments	100% achieved	
Number of Stakeholder meetings to review and agree on compliance model (At least 20% of stakeholders to be women)	Two Stakeholder meetings to review and agree on compliance model (At least 20% of stakeholders to be women)	achieved	Four meeting organized,
Number of farms where information sessions on the compliance model are held	20 farms where information sessions on the compliance model are held	0	

*Source: Project reports, data provided by the project team, interviews*

The project produced three reports to assess the situation: 1) “Review of National Regulatory Frameworks and Structures in the Agriculture Sector “with recommendations for Federal Iraq and for the KRI and the “Economic relief, recovery, and resilience assessment for southern Iraq.

Four meeting on the assessments and compliance model was organized.

The project delivered workshop trainings on Labour Dispute Resolution Mechanisms to 12 (3 women) social partners in Basra. 5 more are planned to be trained in Duhok. Follow up testing is planned of the mechanism on the farms in Duhok and Basra.

Most of the planned activities under this output have not started yet.



**Output 4.2**  
Improved working conditions and enhanced compliance with national legislation and International Labour Standards on selected farms.

INDICATOR	TARGETS	ACHIEVEMENT	Comments
Percentage of targeted farms that implement actions to improve and monitor working conditions	% Of targeted farms that implement actions to improve and monitor working conditions	N/A	The project needs to work with the 20 identified farms. It is not clear what “action” means to measure the success of this output.
Number of local service providers in communities where target farms are located, that participate in the implementation of the referral mechanism for child labour	At least 5 local service providers in each target community participate in the implementation of the referral mechanism for child labour	0	
Number of collective agreements negotiated by the end of Sept 2022	At least three collective agreements negotiated by the end of Sept 2022	0	Not likely to be achieved in the current project timeframe. When proposing this indicator, the situation in the agriculture sector, level of unionization and existence of social partners capable of negotiations was not taken into consideration.
Number of farms that pilot measures to advance decent work provision	20 Farms that pilot measures to advance decent work provision	0	Not likely to be achieved.
Number of community-based service providers targeting youth, who are supported to enhance services	Five community-based service providers that target youth, who are supported to enhance services	3	The project is currently working with youth centers in Basra targeting youth working in agriculture

			sector and working to extend this to more service providers by 30 Sep 2022.
Number of farmers and agricultural cooperative representatives trained on national labour legislation and international labour standards	20 farmers and 10 agricultural cooperative representatives trained on national labour legislation and international labour standards	0	The project has already entered into an agreement with PFO (local NGO) to achieve the target in July 2022 in Basra.
Number of farmers that receive guidance to issue model contracts	20 farmers that receive guidance to issue model contracts	0	Not likely to be achieved.

Source: Project reports, data provided by the project team, interviews

When planning this output and setting its indicator, ILO did not take into consideration the current situation in the agriculture sector, level of development of the social partners and the ability to organize and then negotiate, and did not define what would constitute an action, mechanism, model contract under the given set indicators. It is difficult to understand what the real result of this output would be.

Under this output the project has identified local NGOs in Duhok and Basra that could improve results under this output.

In Duhok and Basra 900 farmers (315 women and 585 men) and agriculture workers were trained on OSH and 600 kits were provided with the personal protective equipment (PPE). During focus group discussions, the issues of the availability of PPE for all participants and the quality of the equipment were raised. Participants complained on the low quality of the equipment and ILO must address this problem as soon as possible. High quality equipment should be provided to all participants in the trainings on OSH.

The participants in the OSH trainings in Duhok say they now apply almost all the learned during the training. “Before the training they did not use anything to protect themselves when using the chemicals, now they use protection and are aware of the harmful substances”. Most of persons in the trainings would express the need for more trainings, on topics like maintenance of agriculture equipment, irrigation systems etc. One of the main problems they face is access to loans and would like ILO to lobby for easier access to government loans. Another problem is travel expenses for participating to the trainings. Furthermore, the farmers would like the project to broaden the scope of the support to other branches, like apple growing, livestock, fishery etc.

In Duhok and Basra 809 (308 women, 501 men) agricultural workers and representatives were trained on ILS, trade union principles, gender equality and management.

Although the project has trained 70 (24 women and 46 men) inspectors on related international labour standards, with an aim to develop Code of practice for effective labour inspection between farmers and labour inspectors, it is unlikely this to be agreed and piloted on at least four farms.

Most trainees for the first time were exposed to training on the topics on OSH and gender equality. As the participants stated” for some of them they were eyes opener”.

Output 4.3 Farms advance employment and compliance with decent work principles in exchange for support to improve work force productivity			
INDICATOR	TARGETS	ACHIEVEMENT	Comments
Number of agriculture workers trained, disaggregated by age and sex	At least 500 agriculture workers trained  At least 15% are women  At least 250 of trainees are above the age of 18-24	123 workers to date  7 women  (18-24) 17  (Over 25) 106	

Source: Project reports, data provided by the project team, interviews

Output does not clearly describe what training would these 500 targeted farmers receive to improve the productivity of the workforce. There are further targets under the activities planned, increasing the number of planned beneficiaries and actions, and making this output complex to follow and very difficult to implement. In the project of this size, in this timeframe and with the productivity not being the focus of intervention, to require results on increased productivity.

In these circumstances, the project adapted and implemented actions that resonate with the stated aim of this output to promote decent work principles and improve productivity. The project first prepared employment and labour market assessment in Iraq, later integrated into the Informality diagnostic report. The project identified implementing partners and started delivery of trainings on improved agriculture practices and food processing for the farmers and entrepreneurs in the Duhok and Basra area. Until the end of May 2022, total of 123 (7 women) agriculture workers were trained.

In Duhok, 15 farmers received training to improve their farming practices.

112 female agriculture workers benefit from an enabling framework to support their access to agriculture work, food processing or starting of business in agriculture sector. Two out of 7 planned session were held by end of May 2022.

By beginning of June 25 (17 women and 8 men) persons in Basra completed ILO Get Ahead programme for women entrepreneurship. Now, under the supervision of master trainer they deliver the trainings to other participants. “Being accredited by the ILO as trainers is very important” to the participants in the ToT.

In Duhok 63 female agriculture workers have been trained on the food processing and will be having another cycle of the training on GET ahead program.

Initial trainings on jobs search in Basra were delivered with the ILO training material by persons that were not trained by ILO master trainer. This should not be allowed in the future.

## 6.4 Efficiency and management arrangements

Efficiency and management arrangements were evaluated by reviewing secondary information, the project document, and project reports and triangulated through interviews with the ILO constituents, beneficiaries, ILO project staff, ILO Baghdad, ILO Beirut, and field observations.

ILO presence in Iraq increased since the opening of the ILO Baghdad office in 2019, with three ongoing projects and a growing experience with the local constituents. The Project team leader is very experienced and most of the staff work together on ILO project for the first time. They established very good connections with the all-project stakeholders. All stakeholders expressed their satisfaction with the relationship and cooperation with the project team and for them the project team is “responsive and professional”. They are provided with the project implementation information, but the social partners and some representatives of the institutions complain they receive only partial information, not on the whole of the project. They would welcome more frequent sharing of project information, plans, sharing of the results, but also of the problems faced by the project. Most of the interviewed persons think they should be given more chances to provide feedback. They would like ILO activities to be more participative, meaning more interaction during the trainings, not just one-sided presentations and sharing.

The project’s human resources comprise a team of five (5) persons, forming the Project Management Team (PMT). These are namely the Chief Technical Advisor (CTA), 2 National Officers, Project Assistant, and a Driver. ILO LABADMIN/OSH and ILO specialists on labour inspection, enterprises, skills, employers’ activities, workers activities, technically backstop the project. Sometimes, due to other commitments, the specialists are not very responsive or respond with significant delay, which affects the timely delivery of the planned outputs. For the ToT, the project was supported by the International Training Center of the ILO in Turin.

Administrative work was processed by the ILO Beirut office.

The project has established M&E framework and all the indicators are followed by the project team on regular basis. This was very helpful for the evaluation task. M&E tracking tool is also used to more easily identify the actions and outputs that require more attention.

The project started in December 2020, and the project staff recruitment phase lasted until April 2021, when the team was completed. Chief Technical Advisor arrived in Baghdad in March 2021.

Project Advisory Committee (PAC) at both levels Republic of Iraq and the Kurdistan Region of Iraq (KRI) has been organized and is chaired by both Ministers of Labour and Social Affairs of the Federal of Iraq and KRI and the ILO. Annual meetings of the PAC are convened to provide oversight of the project and facilitate the implementation of the project's activities in a way that achieves its objectives and deliverable. The PAC held its first meeting on 29 September 2021, bringing together all the relevant stakeholders.

Project work in Basra is challenging for the project, due to the absence of an ILO presence in Basra. Modality for more permanent presence is still being explored.

Implementing partners state that “the ILO project should be more realistic in setting the timeframe for the activities that are planned and also be more committed to the agreed timeframe”.

Delay in the staff recruitment, problems with the pandemic of COVID 19 could explain some of the delays in the project. Complexity and the nature of the component 4 is contributing to the delays and is not

allowing for more focused approach of the project. The Project is planned to be finished by 30 November 2022. There is an obvious need for a project extension, stated also in the interviews with the stakeholders, as it is unlikely to successfully implement all the project activities within the remaining period until end of November 2022. In agreement with the donor, some of the planned activities under component 4 could be removed from this project and become part of a new project which will focus on development of the agriculture sector. The project has a disbursement level of around 60% in the first week of June 2022. That corresponds to the late start of the project activities, problems with identification of reliable implementation partners, slow development of intervention under component 4 and early stages of support to productivity and entrepreneurship development in rural areas.

### **6.5 Impact orientation and sustainability**

Impact orientation and sustainability were evaluated by reviewing secondary information, the project document, and project reports and triangulated through interviews with the ILO constituents, beneficiaries, ILO project staff, ILO Baghdad Director, ILO Beirut specialist and field observations.

Development of the National Labour Inspection Policy and National OSH policy through a consultative process would ensure sustainability of the planned steps for reforming of the labour inspection and building occupational safety and health culture. These will ensure sustainability of the reforms and modernization of the inspection that would continue after the project end.

Checklists, tools, case management system, digitalization of the tools would ensure sustainability of the project produced knowledge. Trained inspectors would continue to apply the knowledge and tools provided by the project.

Training and services provided to the farmers are very important, as an immediate answer to their needs. Improved know-how and increased satisfaction of the farmers demonstrate the benefits of the training provided. Further support, in terms of capacity building and provided services, is needed in the remaining period of the project. The success of women entrepreneurs in Duhok and Basra can demonstrate perspective for the young women in their cities. The ILO needs to build modality through which it can follow the success of GET ahead trainees.

Maintaining the linkage between the provided training and available start up grants is vital for sustainability of the action. It is commendable that the project ensures such linkages with other projects (that offer such grants) implemented by other UN agencies. This should continue.

For the next phase of the project, ILO can seek partnership with state institutions or organisations that have the potential to internalize ILO tools (BDS, SIYB, GET ahead and Jobs Search Clubs). If donors are interested, it is smart to couple these trainings with startup grants for best business ideas.

### **Gender equality assessment**

Interview data shows that project stakeholders were satisfied that the project promoted gender equality through fair and equal access to project activities and benefits. The project has gender segregated data on all interventions. Most interviewed women positively assessed this aspect of project implementation. Data from the secondary sources show that 39.7 % of all the participants in the trainings are women. The project should ensure that all reports from external collaborators and the progress reports that it prepares contain gender and age-segregated data.

## 7. CONCLUSIONS

Conclusions have been drawn based on the totality of evidence available to the evaluator. The project is highly relevant, and although it faced delays and problems in the implementation, the project has the potential to be successfully implemented.

### Relevance and strategic fit

- 1) The project was highly relevant for Iraq, in the context of the reform efforts of labour inspection, building of preventive OSH culture and improvement of working conditions in the agriculture sector.
- 2) The project is fully aligned with the national priorities, set in United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020 to 2024, Decent Work Country Programme 2019 -2023, Iraq vision for sustainable development 2030 “The future we want”, Kurdistan Region of Iraq 2020: A Vision for the Future
- 3) The project is implemented in synergy with other ILO projects and complements actions of project implemented by other organizations.

### Validity of design

- 4) The project is complex and ambitious for the timeframe, as this type of developmental intervention takes time to materialize.
- 5) The results framework is complex and difficult to follow, it needs revision to make it more coherent and reflective of the core project interventions and the nature of the project activities. The result framework is burdened with too many indicators, which do not contribute to better understanding of the changes the project should bring.

### Project effectiveness

- 6) ILO has done extensive consultations with all the relevant actors and prepared assessment on labour inspection and OSH in Federal Iraq, including the Kurdistan Region of Iraq. The assessment served as evidence base for the development of the national labour inspection policy and national OSH Policy.
- 7) The project delivered trainings to 92 participants from the labour inspection, with women representing 38 % of all participants. 49 (13 women) representatives of the social partners participated in two workshops on the role of labour inspectors, OSH and principles and rights at work, gender equality
- 8) Number of inspection visits is increased compared with the baseline year (2020), but this result should take into consideration the low number of inspection visits in 2020 due to the pandemic of COVID-19. This indicator should be tracked and compared on annual basis.
- 9) Work on the OSH programme is ongoing and the work to support the OSH Center is delayed and would require more attention from the project team, especially due to very high expectation from the Center and their crucial role in the field of OSH.
- 10) The project provided much needed trainings on good practices in agriculture, use of personal protective equipment for agriculture workers, safe use of chemicals, food processing techniques

and starting a business in food processing industry. A total of 2114 participants are reached by the project, out of which 39.8% women.

- 11) Overall, 2206 persons (39.7 % women) were trained in the framework of the project.
- 12) All the trainings were considered very good, and the participants were satisfied with what they learned.
- 13) The project followed the rules for donor visibility and the donor was visible on all the products of the project. All stakeholders were familiar with the support from the donor.

#### Efficiency and management arrangements

- 14) All stakeholders expressed their satisfaction with the relationship and cooperation with the project team and for them the project team is “responsive and professional”
- 15) The project started in December 2020, and the project staff recruitment phase lasted until April 2021, when the team was completed. Chief Technical Advisor arrived in Baghdad in March 2021. Project work in Basra is challenging for the project, due to the absence of an ILO presence in Basra.
- 16) Delay in the staff recruitment, problems with the pandemic of COVID 19 could explain some of the delays in the project. Complexity and the nature of the component 4 is contributing to the delays and is not allowing for more focused approach of the project.
- 17) The Project is planned to be finished by 30 November 2022, but there is an obvious need for a no-cost extension, in order to finish the already started reform processes in labour inspectorate and on OSH. If the component 4 remains as it is , that will also require more substantial extension.

#### Impact and sustainability

- 18) Development of the National Labour Inspection Policy and National OSH policy through a consultative process would ensure sustainability of the planned steps for reforming of the labour inspection and building occupational safety and health culture.
- 19) Checklists, tools, case management system, digitalization of the tools would ensure sustainability of the project produced knowledge.
- 20) Possible success of women entrepreneurs in Duhok and Basra can demonstrate perspective for the young women in their cities.
- 21) Maintaining the linkage between the provided training and available start up grants is vital for sustainability of the action. It is commendable that the project ensures such linkages with other projects (that offer such grants) implemented by other UN agencies. This should continue.
- 22) For the next phase of the project, ILO can seek partnership with state institutions or organisations that have the potential to internalize ILO tools (BDS, SIYB, GET ahead and Jobs Search Clubs). If donors are interested, it is smart to couple these trainings with startup grants for best business ideas.

#### Gender Equality

- 23) The project promoted gender equality through its programme of activities and monitoring of data.

## 8. LESSONS LEARNED AND GOOD PRACTICES

### 8.1 Lessons learned

When planning project, full consultations with the social partners and initial assessment of the targeted sector and area (agriculture and Basra in this case) would have saved the project a lot of energy and avoid delays. Project component focusing on the agriculture that needs to be implemented in the very limited timeframe makes it hard for the project team to implement it as planned. Investing more time in design of the project will pay off in smoother project implementation.

### 8.2 Good practices

An example of good practice is the development of the national LI policy and national OSH policy. The project has strategically engaged all relevant actors, including the social partners and through a fully inclusive process offered opportunities to influence the future of the Labour Inspection and OSH in Iraq. The whole process was supported with evidence coming from the assessments of the LI in Federal Iraq and KRI, as well as development of the national OSH profile. This diagnostic of the situation was essential for development of high-quality policies and plans.



## 9. RECOMMENDATIONS

**Recommendation 1:** Social partners should be regularly informed about all the activities in the project. Regular sharing of information from the project team is essential for smooth implementation and full engagement of the trade unions and employers' associations in the project.

Responsible Units	Priority	Time Frame	Resource implication
ILO Project	High	Next month	Low

**Recommendation 2:** Revise the log frame, especially Outcome 4 and all the indicators to better reflect the project intervention

Responsible Units	Priority	Time Frame	Resource implication
Project team and donor	High	Next month	Low

**Recommendation 3:** Request a project extension to allow for full implementation of the revised project plan

Responsible Units	Priority	Time Frame	Resource implication
Project team	High	Next month	Medium

**Recommendation 4:** Provide support to internalize and test ILO tools and methodologies and adjust based on the feedback from their application in practice.

Responsible Units	Priority	Time Frame	Resource implication
Project team	High	Next month	Medium

**Recommendation 5:** If component 4 continues to be implemented as planned, consider expanding the support to other branches and cultures in the agriculture sector

Responsible Units	Priority	Time Frame	Resource implication
Project team	Medium	Next 3 months	Medium

**Recommendation 6:** Provide follow up opportunities to the TOT trainees

Responsible Units	Priority	Time Frame	Resource implication
ILO Baghdad	High	Ongoing	Medium

**Recommendation 7:** Labour Inspectors should have clear career path, sufficient resources and be empowered to conduct labour inspection in line with the ILS

Responsible Units	Priority	Time Frame	Resource implication
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MoLSA Iraq and KRI	High	Ongoing	Medium
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**Recommendation 8:** More practical training should be provided to the labour inspectors, taking into consideration their needs and specifics of the Iraq

Responsible Units	Priority	Time Frame	Resource implication
Project team	Medium	Next 12 months	Medium

[ANNEX 1: Terms of Reference for the Evaluation](#)

**Terms of Reference**

Midterm Internal Evaluation of the Project

Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq

<b>Title of Project</b>	Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq
<b>Project Code</b>	IRQ/20/03/EUR (107932)
<b>Administrative Unit in the ILO</b>	RO-Arab States/DWT-Beirut
<b>Project Duration</b>	01-DEC-2020 - 30-NOV-2022
<b>Total Project Budget</b>	USD 3,510,600
<b>Donor</b>	European Commission, DG for International Cooperation, Development Cooperation Instrument
<b>Type of Evaluation</b>	Internal
<b>Timing of Evaluation</b>	Midterm

## I. BACKGROUND INFORMATION

The International Labour Organization, with support from the European Union, is implementing a project to enhance labour governance, inspection and working conditions in Iraq, in response to the COVID-19 pandemic. The project addresses a number of labour market challenges imposed by the pandemic, as well as some of the longer-term decent work priorities of Iraq.

It focuses on strengthening the **labour inspection system** and improving **occupational safety and health (OSH)** in line with international labour standards, through policy development and capacity building. The project will also work closely with social partners **to raise their awareness** on labour inspection, OSH and fundamental principles and rights at work, so they can better engage in programmes to promote compliance with labour legislations and respond to COVID-19.

Emphasis will be placed on compliance with **decent work in the agricultural sector**. Pilot interventions on farms will help farmers move towards compliance with labour standards, which are a pre-requisite for access to foreign markets. Interventions will provide trainings and guidance on labour standards to build their knowledge and capacity, while supporting workers to understand their rights, enhance their employability through skills development and help labour inspectors carry out their functions.

Under the first phase of the project, at least 2,000 workers including 30 per cent women and 5 per cent Persons with Disabilities, will have their working conditions and skills enhanced.

The project is implemented with a range of national partners, including the Ministry of Labour and Social Affairs, the Ministry of Agriculture, the Ministry of Education and the Ministry of Health. Other stakeholders include the General Federation of Workers Unions and the Iraqi Federation for Industries.

### **Project Objectives**

#### **Development Objective**

The project will contribute to the socio-economic development of the Republic of Iraq through enhancing the application of International Labour Standards and national labour legislation and promoting social dialogue, social justice, and decent work.

#### **Immediate Objectives**

1. Labour Inspection System modernized and its effectiveness enhanced in line with International Labour Standards, particularly Labour Inspection Conventions;
2. Occupational safety and health improved in line with the ILO Conventions No. 155 and 187 and in response to COVID-19;
3. Awareness of social partners on labour inspection and OSH raised, placing them in a better position to engage in programmes to promote compliance with labour legislations and enhance protection in the workplace in response to COVID-19;
4. Workers, mainly those employed in the agricultural sector, benefit from enhanced working conditions and improved status through skills development opportunities, awareness raising and farm level interventions.

### **Main Activities**

#### **Labour inspection**

**Developing a national labour inspection policy in consultation with social partners, which includes** reviewing a 2018 labour inspection assessment in consultation with the Ministry of Labour and Social Affairs as well as workers' and employers' organizations with a view to update and validate the relevant

findings and recommendations and develop a national labour inspection policy and a national action plan for reforming labour inspection.

**Adopting and implementing the ILO Strategic Compliance Intervention Model, through** creating a Strategic Compliance Task Team to lead the implementation efforts; developing a labour inspection case management system; and promoting the ILO's approach to Strategic Compliance Planning (SCP) for the labour inspectorate.

**Strengthening institutional capacity of the labour inspectorate, through** analysing the structure of the labour inspectorate; and updating labour inspection tools, such as guidelines and manuals, to ensure that labour inspection procedures are standardized and gender-responsive.

**Improving the capacity of labour inspectors, through** training labour inspectors on modern labour inspection procedures and relevant International Labour Standards as well as conducting Training of Trainers (ToTs) on labour inspection.

### **Occupational Safety and Health**

**Developing a national OSH policy and programme in consultation with social partners, which will include** reviewing, updating and validating the national OSH profile.

**Strengthening the capacity of the National Centre for Occupational Health and Safety, through** conducting an analysis of the centre to provide recommendations for expanding its activities and enhancing its role; providing the centre with portable tools and equipment for monitoring workplace environmental hazards during inspection visits, and developing and implementing a comprehensive capacity building plan for its staff.

**Improving reporting and recording of work-related accidents, injuries and diseases, by** developing new mechanisms for the notification, recording and investigation of occupational accidents, injuries and diseases in consultation with social partners and other stakeholders and raising awareness among workers and employers on its use.

### **Awareness raising and capacity building**

**Training workers' and employers' representatives on the role of labour inspection, OSH and fundamental principles and rights at work, through** gender-mainstreamed training programmes as well as awareness raising material, including those on COVID-19 preventive and protective measures.

**Establishing new or strengthening existing tripartite structures and mechanisms on labour inspection and OSH, such as** the establishment of a tripartite OSH committee.

### **Improving working conditions in the agricultural sector**

**Improving and promoting national regulatory frameworks and structures for the protection of agricultural workers, through** the development of pilot initiatives on selected farms aimed at improving working conditions and compliance with national legislation and International Labour Standards. These will include developing a code of conduct for fair recruitment and assessing the social protection needs and gaps of the sector.

**Improving working conditions and compliance with national legislation and International Labour Standards on selected farms, such as** addressing child labour on targeted farms; providing OSH equipment and suitable housing arrangements for workers; and establishing worker management committees.

**Working with farms to advance employment and compliance with decent work principles in exchange for improved work force productivity**, through promoting workers' skills development, encouraging the participation of women in agriculture work; and improving the quality and availability of employment services to workers.

## II. Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. This project will go through an internal mid term and independent final evaluation. Both evaluations are managed by an ILO evaluation manager. The first will be implemented by an ILO/EVAL certified internal evaluator.

## III. PURPOSE AND OBJECTIVES OF THE EVALUATION

The objective of this assignment is to conduct an internal midterm evaluation, managed by the ILO project and conducted by an certified ILO internal evaluator for the main purpose of organizational learning.

The evaluation is expected to fulfil the following purposes:

- Assess the design and implementation of the project to date, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives;
- Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results.
- Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- Review the strategies for sustainability;
- Identify the contributions of the project to the National Development Plan, the SDGs, the ILO objectives and its synergy with other projects and programs;
- Identify clear lessons and potential good practices for the key stakeholders.
- Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

The evaluation will then be used primarily by the project team and partners to guide the further implementation of activities to best achieve the target results. Finally, the secondary users of the evaluation will include all relevant stakeholders and potential partners for the next phases of implementation to assess the worth of the project.

#### **IV. EVALUATION SCOPE**

The evaluation mission will take place over the months of March-April 2022. It is expected to cover the main period of implementation so far between

December 2020-March 2022. An assessment of all outcomes and outputs of the project will be expected.

Regarding the geographical scope of the evaluation, centralized interventions are to be assessed on the level of the capital and relevant national institutions.

The evaluation will discuss how the project is addressing the ILO cross-cutting themes including gender equality and non-discrimination (“no one left behind”), social dialogue and tripartism, international labour standards, and just transition to environmental sustainability.

The evaluation should help to understand how and why the project has obtained or not the specific results from output to potential impacts.

#### **V. EVALUATION CRITERIA AND QUESTIONS**

The evaluation will follow the OECD/DAC criteria and ILO-EVAL policy as defined in the ILO Policy Guidelines for results-based evaluation, 2017, to answer relevant evaluation questions as follows:

a. Relevance and strategic fit:

- i. How has the project’s design and implementation contributes (or not) toward the relevant development priorities of the Government of Iraq (the economic reform programme since 2020 and the SDS 2030), , UN Development Frameworks, ILO agenda and P&B, and SDGs?
- ii. How well does the project complement other ongoing ILO projects or UN projects in the country?

b. Validity of project design:

- i. How coherent is the results framework of the project? (I.e. do outputs causally link to outcomes? Are the project’s indicators SMART? Are there identified baseline and target levels at outcome level?)
- ii. Are external factors (assumptions and risks) identified, relevant and valid?
- iii. Does the project address the major causes of unemployment and underemployment in rural Iraq and respond to it?
- iv. Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- v. To what extent has the project integrated ILO cross cutting themes in the design?

- vi. To what extent did the problem analysis identify its differential impact on men and women and on other vulnerable groups (like people with disabilities and others as relevant)?
  - vii. Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?
  - viii. Has the project elaborated a Theory of change that is comprehensive, integrating the external factors and is based on systemic analysis?
- c. Effectiveness and progress:
- i. What progress has been made towards achieving the overall project objectives/outcomes? What were the facilitator and hindered factors toward these achievements?
  - ii. Have the project developed unexpected results, at output or outcome level, where they necessary?
  - iii. Has the management and governance structure put in place worked strategically with all key stakeholders and partners to achieve project goals and objectives?
  - iv. Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?
- d. Efficiency:
- i. How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
  - ii. Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- e. Impact:
- i. To what extent does the project have a strategic orientation towards making a significant contribution to broader, long-term, sustainable development changes regarding national needs, expressed in the national policy frameworks, in the SDGs, UNSDCF?
  - ii. What level of influence is the project having on the development of employment and other areas on policies and practices at national and subnational levels regarding youth employment in rural areas ?
  - iii. Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?
  - iv. Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts
- f. Sustainability:
- i. Is the project working in a sustainable plan for results, are key stakeholders involved in the planning and implementation of this sustainability strategy? Does the project develop and start implementing a solid exit strategy?



- ii. The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed
- g. Gender and non-discrimination
- i. What are so far the key achievements of the project on gender equality and women's empowerment?
  - ii. Has the use of resources on women's empowerment activities been sufficient to achieve the expected results?
  - iii. To what extent is the M&E data supporting project decision making related to gender?
  - iv. Has the project addressed other vulnerable groups, which ones and under which modalities and on which aspects?

## VI. METHODOLOGY

The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations and UNEG Principles.

The evaluator will then answer the questions above through several techniques that may include a desk review of the project documentation (project document, work plans and documented deliverables) and all knowledge products created by the project, direct bilateral meetings with key stakeholders, focus group sessions, and a short quantitative questionnaire.

The evaluation will comprise the following key steps:

Step 1: Desk review of all project documents and progress reports, and preparation of inception report (see below) for clearance by the evaluation manager.

Step 2: Fieldwork considering the following techniques of data collection

- Review the design of the project and its logical framework and indicators, and review all knowledge products created by the project, followed by discussions with project team.
- On-site interviews with stakeholders (e.g. national partners) and focus group discussions with project beneficiaries. This will include a site visit to several locations in Baghdad, Basra, Erbil and Dohouk, and meetings.

Step 3: A debriefing meeting will be led by the evaluator to present and discuss the preliminary findings and conclusions of the evaluation with the project stakeholders including the project

partners, the project team and ILO Iraq management and the donor. This will allow addressing factual errors, clarifying ambiguities or issues of misunderstanding or misinterpretation.

Step 4: Submission of evaluation first draft, who will share this with key stakeholders. Comments received will be provided to the evaluator for consideration, no later than 2 weeks after reception of the first draft. The evaluator will present clearly (a separate comments log or using track-changes mode on MS Word) how the comments have been addressed in the revised draft. The final draft will be reviewed by the Regional Evaluation Focal person and shared with EVAL to be uploaded in the e-discovery repository.

## VII. MAIN DELIVERABLES

All deliverables of the evaluation mission are guided by the ILO EVAL Policy and a number of guidance notes, checklists, and templates. All evaluation documents are included in the following link: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_206158.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_206158.pdf)

In particular, this evaluation must make use of Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; Checklist 5 “Preparing the evaluation report” and Checklist 6 “Rating the quality of evaluation report”.

The expected deliverables are:

a) An inception report<sup>5</sup>, including to validate evaluation methodology<sup>6</sup>;

b) A draft evaluation report<sup>7</sup> structured as follows:

**Title page** with key project and evaluation data

**Executive Summary**

**Table of Contents**

- List of Tables
- List of Figures
- List of Acronyms

**Project Background:** explanation of the project’s purpose, logic and structure and objectives

**Evaluation Background:** overview of the purpose, scope, clients of the evaluation, time period, geographical coverage and groups or beneficiaries of the evaluation

**Methodology:** description of the evaluation’s methodology for data collection and analysis and all methodological limitations

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<sup>5</sup> Checklist 3: Writing the Inception Report: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165972.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf)

<sup>6</sup> Checklist 4: Validating methodologies: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_166364.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_166364.pdf)

<sup>7</sup> Checklist 5: Preparing the Evaluation Report: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165967.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf)

**Main Findings:** overall assessment of the project’s relevance, effectiveness, efficiency, impact and sustainability

**Conclusions**

**Recommendations**

**Lessons learned and good practices**

**Annexes<sup>8</sup>:**

- Lessons learned template (one per lesson)
- Emerging good practice template (one per practice)
- Terms of Reference
- Evaluation questions matrix
- List of persons interviewed
- Data collection instruments
- Bibliography

c) The final evaluation report<sup>9</sup>

d) In addition to the evaluation report, the evaluator will use the ILO templates to prepare the Evaluation Summary<sup>10</sup>

The report will be submitted in English as MS Word Document and the quality of the report will be assessed against the referenced EVAL Checklists 5 &6.

## VIII. MANAGEMENT ARRANGEMENTS AND WORK PLAN

The evaluator will report to the CTA of the project as well as to the M&E consultant and should discuss any technical and methodological matters should issues arise. The project team will provide the required direct administrative and logistical support including transportation, facilitation of contacts and the organisation of workshops.

EVAL publishes the report in i-eval Discovery and informs PARDEV and/or the ILO responsible official for the submission of the approved report to the key stakeholders, including the donor.

It is expected that the work will be carried out over a period of \_6\_weeks, according to the below timetable. The consultant is expected to dedicate 20 working days to the evaluation.

### *Tentative Work plan*

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<sup>8</sup> Guidance Note 3: Evaluation Lessons Learned and Emerging Good Practices:

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165981.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165981.pdf)

<sup>9</sup> Checklist 6: Rating the quality of evaluation reports: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165968.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165968.pdf)

<sup>10</sup> Checklist 8: Preparing the evaluation summary for projects: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_166361.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_166361.pdf)

Task	Responsibility	Deliverable	#WD	Duration
Preparation of TOR and identification of Evaluator	Evaluation Manager			09 -14 Feb
Briefing with Evaluation Consultant and sending of all the required documentation				10 - 17 Feb 2022
Desk Review	Evaluator	Inception Report	5	17 Feb -08 March
Field Mission		Presentation on main findings	12	19 March - 01 April
Drafting Main Findings for stakeholders' Workshop				
Report Drafting		Draft Report	7	By 11 April
Review of Evaluation report by stakeholders	Evaluation Manager			By 25 April
Consolidation of comments by Evaluation Manager				
Finalising Evaluation report by Evaluator	Evaluator	Final Report Evaluation Summary	2	By 2 May
Submission of Final Evaluation report to the Regional SMEO	Evaluation Manager			By 3 May
Approval of Final report and send to EVAL for e-discovery	RSMEO			By 6 May
Total Working Days			26 Evaluator	

### *Expected competencies of the evaluator*

Selection of the evaluator will be based on the strengths of the qualifications provided under the ILO-EVAL certified internal evaluators' database.

- Advanced university degree in economics, development, social sciences or relevant graduate qualification;
- Professional experience specifically in implementing and evaluating international development initiatives in socio-economic development
- A technical experience in youth employment and enterprise development project is preferable.
- Proven familiarity with international evaluation good practices and social research methods (quantitative and qualitative);
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- Knowledge and experience of the UN System and of the ILO would be an advantage;
- Excellent communication and interpersonal skills;
- Excellent analytical writing skills in English;
- Demonstrated ability to deliver quality results within strict deadlines.

## **IX. LEGAL AND ETHICAL MATTERS**

The evaluation will comply with UN Norms and Standards. The ToR is accompanied by the code of conduct for carrying out the evaluations. UNEG ethical guidelines will be followed. It is important that the evaluator has no links to project management or any other conflict of interest that would interfere with the independence of evaluation.

## ANNEX 2: Data Collection Worksheet

Evaluation Questions	Indicator	Sources of Data?	Method?	Who Will Collect?	How Often?	Who will analyze?
<b>1. RELEVANCE of the project and strategic fit</b>	Views of key stakeholders	Interviews with ILO, national agencies, social partners, donor  Review of national policies, project beneficiaries	Interview & document review	Evaluator	Once off	Evaluator
<b>2. VALIDITY of Design</b>	Views of key stakeholders	Interviews with ILO, national agencies, social partners	Interview	Evaluator	Once off	Evaluator
<b>3. Project PROGRESS and EFFECTIVENESS</b>	Implementation of project plan	Review of documentation/interviews with ILO, Project beneficiaries, national agencies, social partners, donor	Document review/interviews	Evaluator	Once off	Evaluator
<b>4. EFFICIENCY</b>	Expenditure data; views of the project team and stakeholders	ILO financial data & interviews with ILO, national agencies, social partners, donor	Interviews & document review	Evaluator	Once off	Evaluator
<b>5. SUSTAINABILITY and IMPACT of the project</b>	Views of key stakeholders	Interviews with ILO, social partners, national agencies	Interview	Evaluator	Once off	Evaluator

[Annex 2A](#)

A. Relevance and strategic fit	
1) How has the project's design and implementation contributes (or not) toward the relevant development priorities of the Government of Iraq (the economic reform programme since 2020 and the SDS 2030), UN Development Frameworks, ILO agenda and P&B, and SDGs?	
2) How well does the project complement other ongoing ILO projects or UN projects in the country?	
3) How did the project responded to the problems caused by the COVID 19 pandemic?	
B. Validity of Design	
4) How coherent is the results framework of the project? (I.e. do outputs causally link to outcomes? Are the project's indicators SMART? Are there identified baseline and target levels at outcome level?)	
5) Are external factors (assumptions and risks) identified, relevant and valid?	
6) How does the project address the <ul style="list-style-type: none"> <li>- labour inspection effectiveness and efficiency</li> <li>- Building of OSH policy and preventive culture</li> <li>- decent work deficits, unemployment and underemployment in rural Iraq and respond to it?</li> </ul>	
7) Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?	
8) To what extent has the project integrated ILO cross cutting themes in the design?	
9) To what extent did the problem analysis identify its differential impact on men and women and on other	

vulnerable groups (like people with disabilities and others as relevant)?	
10) Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?	<p>How realistic was the risk analysis and proposed mitigation measures? Which steps have been taken by project to mitigate/amend project design, propose alternatives?</p> <p>To what extent have the results of interventions been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?</p>
11) Has the project elaborated a Theory of change that is comprehensive, integrating the external factors and is based on systemic analysis?	
C. Project effectiveness and progress	
12) What progress has been made towards achieving the overall project objectives/outcomes? What were the facilitator and hindered factors toward these achievements?	<p>LI: Please explain how was the Labour inspection modernized over the past one year with project assistance?</p> <p>LI: How is new national LI policy and plan implemented in practice? Is ILO strategic compliance planning applied in practice?</p> <p>LI: How has the increase of LI visits improved working conditions and OSH?</p> <p>EO's and WOs: Please explain how were the employers/workers included in the process of modernization of the LI / development of oSH policy</p> <p>EO's and WOs: How has project addressed the status of workers/employers in agriculture</p>



13) Have the project developed unexpected results, at output or outcome level, where they necessary?	
14) Has the management and governance structure put in place worked strategically with all key stakeholders and partners to achieve project goals and objectives?	
15) Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?	
16) Has the project provided good visibility to the EU as the donor?	
D. Efficiency	
17) How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?	Are these resources adequately distributed across different outputs?
18) Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?	If relevant: What are the reasons behind deviation in project expenditure?
19) Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the RO or HQ?	
E. Impact orientation and sustainability	
20) To what extent does the project have a strategic orientation towards making a significant contribution to broader, long-term, sustainable development changes regarding national needs, expressed in the national policy frameworks, in the SDGs, UNSDCF?	
21) What level of influence is the project having on the development of: <ul style="list-style-type: none"> <li>- Labour Inspection system</li> <li>- Preventive OSH culture</li> </ul>	Have any changes been made in the LI set-up, any regulations, or different positions of the main

- registered employment in rural areas ?	social partners since start of project?
22) Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?	Which ILO guidelines are considered particularly relevant, and have these been made available in Arab and Kurdish language to the social partners and stakeholders?
23) Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts?	Are knowledge products produced by the project easily accessible and available? Is project building national expertise on relevant topics?
24) Is the project working in a sustainable plan for results, are key stakeholders involved in the planning and implementation of this sustainability strategy? Does the project develop and start implementing a solid exit strategy?	
25) The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed	
Gender and Non – Discrimination	
<ul style="list-style-type: none"> <li>v. What are so far the key achievements of the project on gender equality and women’s empowerment?</li> <li>vi. Has the use of resources on women’s empowerment activities been sufficient to achieve the expected results?</li> <li>vii. To what extent is the M&amp;E data supporting project decision making related to gender?</li> <li>viii. Has the project addressed other vulnerable groups, which ones and under which modalities and on which aspects?</li> </ul>	<p>To which extent does M&amp;E framework integrate GE and non-discrimination? Were different needs of men &amp; women considered ? Gender disaggregated indicators? Did project use ILO GE, Human Rights Guidelines? Was a GE analysis done? Do M&amp;E indicators align w ILO standards?</p>

### ANNEX 3: Documents reviewed

1. Project document
2. Revised Project logical framework
3. Progress reports
4. Minutes from technical meetings
5. Mission reports
6. Reports and assessment produced by the project
7. National LI policy
8. National OSH policy
9. National strategies and plans
10. UN strategy
11. Contracts with local service providers

## ANNEX 4: Interviews Protocol

### INTERVIEWS PROTOCOL

#### *General Introduction to the Evaluation*

The ILO is conducting internal mid-term evaluation to assess the implementation of the project “Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq”, funded by the European Union. The mid-term evaluation will focus on the main period of implementation between December 202 and May 2022, assessing all the results and key outputs that have been produced since the start of the project.

The overall purpose of the evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

You have been identified as a key informant for the evaluation, and I appreciate your participation in this interview. The interview is fully confidential and anonymous. Your specific contribution to the report will be anonymous and we will not associate your name with anything specifically included in this report.

#### **INTERVIEWS WITH THE KEY STAKHOLDERS**

**Name**

**Position / Organization**

**Please describe the nature of your collaboration on the ILO project**

#### **A. Relevance and strategic fit**

1. In your view, does the project contributes (or not) toward the relevant development priorities of the Government of Iraq (the economic reform programme since 2020 and the SDS 2030), UN Development Frameworks, ILO agenda and P&B, and SDGs? In which way?
2. In your view, did the project work complement other ongoing ILO projects or UN projects in the country? To what extent?
3. How did the project responded to the needs to address the problems caused by the COVID 19 pandemic?

#### **B. Validity of Design**

4. Does the project address the effectiveness of the labour inspection system/ preventive OSH policy and culture/ the major causes of decent work deficits, unemployment and underemployment in rural Iraq? Please explain.
5. Is it clear what are the changes project is/will bring ? Is the Theory of change clear?

#### **C. Project effectiveness and progress**

6. Please name 3-5 main achievements of the ILO project intervention?

- Have any changes been made in the LI set-up, any regulations, or different positions of the main social partners since start of project?

- LI: Please explain how was the Labour inspection modernized over the past one year with project assistance?

LI: How is new national LI policy and plan implemented in practice? Is ILO strategic compliance planning applied in practice?

LI: How has the increase of LI visits improved working conditions and OSH?

EO's and WOs: Please explain how were the employers/workers included in the process of modernization of the LI / development of oSH policy

EO's and WOs: How has project addressed the status of workers/employers in agriculture?

What about the farmers, how are the consulted and involved in the process?

7. Can you tell of any unexpected result (positive or negative) ?
8. In your view, what are the success/limiting factors (internal/external)?
9. Has the project provide good visibility to the European Union as the donor?

#### D. Efficiency

10. Please assess how the project management has managed the project? What shall be improved? (Did stakeholders feel they were kept abreast of developments, delays and delivery?)
11. Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?

#### E. Impact orientation and sustainability

12. What can you say about the overall level of influence the project having on the development on policies and practices in the area of labour inspection/ OSH/ decent working conditions/ child labour/ employment and other areas at national and subnational levels?
13. Which project-supported tools have you used or internalized so far? Which ILO guidelines are considered particularly relevant, and have these been made available in Arab and Kurdish language to the social partners and stakeholders?
14. Is the project sharing the knowledge and evidence obtained during project implementation? Are knowledge products produced by the project easily accessible and available?
15. Is project building national expertise on relevant topics?
16. If the ILO's interventions were to be stopped, what result will continue to occur? And do they have a potential to sustain without additional financial resources? Do they have the potential to be replicated and scaled up?

#### Gender and Non - Discrimination

17. What are so far the key achievements of the project on gender equality and women's empowerment? Please provide examples
  18. Has the project addressed other vulnerable groups, which ones and under which modalities and on which aspects?
-

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## INTERVIEWS WITH THE ILO

**Name**

**Position / Organization**

**Role within the project**

**Please describe the nature of your collaboration on the ILO project**

### A. Relevance and strategic fit

1. In your view, does the project contribute (or not) toward the relevant development priorities of the Government of Iraq (the economic reform programme since 2020 and the SDS 2030), UN Development Frameworks, ILO agenda and P&B, and SDGs? In which way?
2. How well does the project complement other ongoing ILO projects or UN projects in the country?
3. How did the project respond to the needs to address the problems caused by the COVID 19 pandemic?

### B. Validity of Design

4. How coherent is the results framework of the project?
5. Are external factors (assumptions and risks) identified, relevant and valid?
6. Does the project address the effectiveness of the labour inspection system/ preventive OSH policy and culture/ decent work deficits, unemployment and underemployment and respond to it? Please explain.
7. Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
  - How realistic was the risk analysis and proposed mitigation measures?
  - Which steps have been taken by project to mitigate/amend project design, propose alternatives?
  - To what extent have the results of interventions been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
8. Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?

### C. Project effectiveness and progress

9. What are three key achievements of ILO intervention? What are the achievements in terms of results that you are most proud of? What were the facilitator and hindered factors toward these achievements? Have the project developed unexpected results, at output or outcome level?
10. Has the management and governance structure put in place worked strategically with all key stakeholders and partners to achieve project goals and objectives?

11. Assess how contextual and institutional risks and positive external to the project factors have been managed by the project management?

#### *M&E questions*

12. What are the existing processes to collect data on the project? How systematic is data collection? How comprehensive is the data?
13. Please provide specific examples on how gender and non-discrimination are taken into consideration in M&E and reporting

#### D. Efficiency

14. Did you encounter any issues relating to availability of resources (financial, human, etc)?
15. How do you ensure that project is implemented efficiently? Prompt: timely disbursement of budget, financial reporting, etc
16. Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results? Please provide examples.
17. Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the CO/RO/ HQ?

#### E. Impact orientation and sustainability

18. What level of influence is the project having on the development on policies and practices at national and subnational levels regarding labour inspection/ OSH/ decent working conditions/ child labour/ employment?
19. Which project-supported tools have been institutionalized, or have the potential to, by partners and/or replicated or external organizations?
20. Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts?  
Are knowledge products produced by the project easily accessible and available?

Is project building national expertise on relevant topics?

21. If the ILO's interventions were to be stopped, what result will continue to occur? And do they have a potential to sustain without additional financial resources?
22. What are the current existing factors/strategy to ensure a longer-term impact of attained results, and what can be done in addition to improve sustainability of results?

#### Gender and Non - Discrimination

23. What are so far the key achievements of the project on gender equality and women's empowerment? Please provide examples
24. Has the project addressed other vulnerable groups, which ones and under which modalities and on which aspects?

## FOCUS GROUP DISCUSSION QUESTION GUIDE

<b>Date:</b>	<b>Facilitator</b>
<b>Location:</b>	<b>How were the FGD participants identified:</b>
<b>Time:</b>	

**Duration:** One hour and a half to two hours

### **Protocol:**

- Welcome and explanation of the purpose of the evaluation and the focus group
- Explanation of how focus group discussion allows to dig deeper into some topics
- Explanation of how privacy and confidentiality will be maintained
- Set the ground rules for the discussion. In specific terms: “I am interested in the opinions and experience of everyone present, so please provide each other with enough time and space to contribute” ; “ Raise your hand if you wish to contribute so as to aid my facilitation of the discussion”; “ Do avoid parallel discussions as this will make very difficult for taking notes and capture discussion”; “ Please respect the opinions of others”
- Ask for permission to take notes

### **Focus group composition**

#### **i. Sex**

Male

Female

#### **ii. Age groups**

15-24

24-29

30-54

#### **iii. Total number of participants**



#### **iv. Location**

**Any other notes**

#### **Questions:**

1. How did you learn about the ILO project?
2. What type of assistance did you need, request and received from the ILO? When?
3. What type of assistance was most valuable for you?
4. What is your assessment of the quality of assistance received from the ILO?
5. What are the benefits of the assistance received? ( probe : evidence of changes which occurred after receiving ILO support)
6. Are you able /empowered to use and apply what you learned?
7. What are the most important needs that are not met?
8. What suggestion you have for the remaining period of the project?

Thank them for their participation and remind them of the confidentiality of what was said in the focus group.

## ANNEX 6: List of the people interviewed

Name	Organization	Position/Title
ILO project staff		
Racha Elassy	ILO Baghdad Office	CTA
Zryan Khidhir	ILO Erbil Office	National Project Officer
ILO Baghdad		
Maha Kataa	ILO Baghdad	ILO Country coordinator in Iraq Senior Resilience and Crisis Specialist
ILO Technical Specialists		
Amin Al-Wreidat	ILO ROAS Beirut	LI specialist
Donor		
John Viliers	European Union	Programme Officer
Beneficiaries		
Local KII and FGD	Name	Position
<b>Baghdad</b>		
Iraqi Federation of Industries ( IFI)	Maher ali	IFI general Public relations coordinator
General Federation of Iraqi Trade Unions	Hussein Musa	Iraqi Trade Unions Member
	Adnan Jaleel	Iraqi Trade Unions Member
	Suada Hamid	head of agriculture union
	Yousif Azeez	Consultant
	Talib Khadim	Consultant
	Adan Alsafar	head of trade unions
	Abd Muhammed	General consultant
OSH Department in MoLSA	Mr. Mushriq	Head of OSH dep
FGD with 4-6 trainees: Sr trained including ToT inspectors:	Haider Hussein	Head of labor inspection Dep
	Yasir Abdulmanem	Deputy Head of labor inspection Dep
	Nassif Hussein	inspector

	Aqeel Najeem	inspector
	Hasnain Abdiwahab	inspector
	Ahmed Fawzi	inspector
	Munir Mard	inspector
	Tamara ryad	public relation
	tala mnati	OSH members
	Ibrahim Adnan	OSH members
	Amar faeq	OSH members
Iraqi MoLSA	Ms. Zainab	head of MoLSA public relations
<b>Erbil</b>		
FGD with 4-6 trainees: Sr trained including ToT inspectors	Tariq Hazim	labor inspector
	Hyman Mustafa	labor inspector
KRI-Kurdistan United Workers Union	Hangaw Khan	Head of the Union
KRI-Ministry of Labor and Social affairs	Arif Hato	Head of DoLSA in KRI MoLSA
KRI-Kurdistan Federation of Chambers of Commerce and Industry / Iraq (KFCCU)	Mr. Natiq	consultant
<b>Dohuk</b>		
PFO	Walid Khalid	MEAL officer
	Rezgar Omar	PM
	Jaffer Sadiq	Head of PFO Dohuk office
SWEDO	Hazhar Yousif	PM
	Ziad Mohammed	Project officer
	Ayad Tariq	Project officer
<b>Basra</b>		
Al Mayameen	Mayameen Mohammed	country director
	Haider Bassem	Communication officer
Get ahead trainers FGD	Zainab Rahim	trainer
	ali ghazi	trainer
	Alaa Orman	trainer
Al Lotus	Ms. Ahlam	country director
Al Kheir	Hamdi Fadel	PM
	Hisham AL Tamimi	project coordinator
	Hanan AL Tamimi	project coordinator
DoLSA	Ms.Amera	VT manager
DoA	Dr.Hadi	Head of DoA
	Ali Salim	Head of planning Dep
Faculty of Agriculture	Dr. Sajid	Head of agriculture Department
Agriculture engineers association/ Advisory office	Dr, Hider Batat	head of livestock department in Basra University

Mohammed Al-Khafaji	Member of Advisory office
Mr. Yousif	head of agriculture extenuation office
Dr. Ahmed	Member of Advisory office
Dr.Abdulah	Member of Advisory office
Dr.Faleh	head of Agriculture engineers association

## ANNEX 7: Lesson Learned

### ILO Lesson Learned

Project Title: Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq

Project TC/SYMBOL: [IRQ/20/03/EUR](#)

Name of Evaluator: Emil Krstanovski

Date: 26 June 2022

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.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	When planning project, full consultations with the social partners and initial assessment of the targeted sector and area (agriculture and Basra in this case) would have saved the project a lot of energy and avoid delays. Project component that is added without a proper justification makes it hard for the project team to implement. Investing more time in design of the project will pay off in smoother project implementation
<b>Context and any related preconditions</b>	The prevailing opinion among the stakeholders is that more consultations are needed in project design phase.
<b>Targeted users / Beneficiaries</b>	ILO Baghdad and other ILO offices
<b>Challenges /negative lessons - Causal factors</b>	Not engaging constituents from the design phase and not proper assessment of the possibilities of the ILO intervention in the agriculture sector caused significant delays in project implementation.
<b>Success / Positive Issues - Causal factors</b>	Positive is that the Project team adjusted its strategy, focusing on what can be realistically done
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	- Application of mitigation measures foreseen.

## Annex 8 : Good Practice

### ILO Emerging Good Practice

**Project Title:** Enhancing Labour Governance, Inspection and Working Conditions in Response to COVID-19 Phase I in Iraq

**Project TC/SYMBOL:** [IRQ/20/03/EUR](#)

**Name of Evaluator:** Emil Krstanovski

**Date:** 26 June 2022

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

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	An example of good practice is the development of the national LI policy and national OSH policy. The project has strategically engaged all relevant actors, including the social partners and through a fully inclusive process offered opportunities to influence the future of the Labour Inspection and OSH in Iraq. The whole process was supported with evidence coming from the assessments of the LI in Federal Iraq and KRI, as well as development of the national OSH profile. This diagnostic of the situation was essential for development of high-quality policies and plans.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	This identified practice applies to all projects that aim to support drafting and adoption on national policies. When replicated, it can ensure ownership by the ILO constituents.
<b>Establish a clear cause-effect relationship</b>	As a direct result of ILO provided assessment and ILO involvement of all relevant stakeholders, adopted policies were widely accepted and praised.
<b>Indicate measurable impact and targeted beneficiaries</b>	Adopted policies
<b>Potential for replication and by whom</b>	By the ILO in any project that involves support of drafting policies.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	
<b>Other documents or relevant comments</b>	

