

# Child labour within the Syrian refugee response: Stocktaking report

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## 1. Background

Since the outbreak of the Syrian crisis in March 2011, more than 4.8 million Syrians<sup>1</sup> have fled their country, seeking protection in neighbouring countries, such as Turkey, Egypt, Jordan, Lebanon, and Iraq. In some of the hosting countries, they still face difficulties in accessing services, impacting their ability to provide food, housing, health and care, and other basic needs for their families. They are increasingly exhausting their savings and resources and are falling further into poverty.<sup>2</sup>

Half of these refugees are children, whose well-being, protection and development is profoundly impacted by the crisis. One of the major child protection concerns is the emergence of child labour among refugee children and vulnerable host communities in all refugee hosting countries. In addition to poverty, refugee children are also affected by other determinants of child labour, such as the breakdown of the social fabric of families and communities and the disruption of education and training provision.

Child labour represents one of the key challenges to the fulfilment of the “No Lost Generation” (NLG) initiative. Consequently, child protection, including child labour concerns, is one of the three pillars<sup>3</sup> of NLG, which seeks to address child protection concerns through three inter-related strategies in the current phase:

1. Scaling up access to community-based child protection, including psycho-social interventions.
2. Offer specialised child protection services, including for children involved in or at risk of child labour.
3. Strengthen national formal child protection systems.

In order to consolidate knowledge and inform the future strategic response to child labour among Syrian refugees in the 3RP countries, the present report aims to take stock of existing approaches and initiatives, and review current promising good practices, needs and challenges for UNHCR, ILO, UNICEF,

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<sup>1</sup> In addition to these Syrian refugees, tens of thousands of Palestinians and other nationals have also fled Syria.

<sup>2</sup> Already, the average debt held by refugee households in Lebanon has increased from US\$ 850 to US\$ 990 over the first quarter of 2016, and 70 per cent of households are below the poverty line, up from 50 per cent in 2014. (3RP: “Mid-year report 2016”. June 2016.)

<sup>3</sup> Moreover, the other two pillars of NLG, education and youth, are also linked to child labour.

and other NLG partners, with the aim to scale up collective efforts for prevention and response to child labour in the Syrian refugee response.

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### Box: Key concepts related to child labour

#### Children in employment

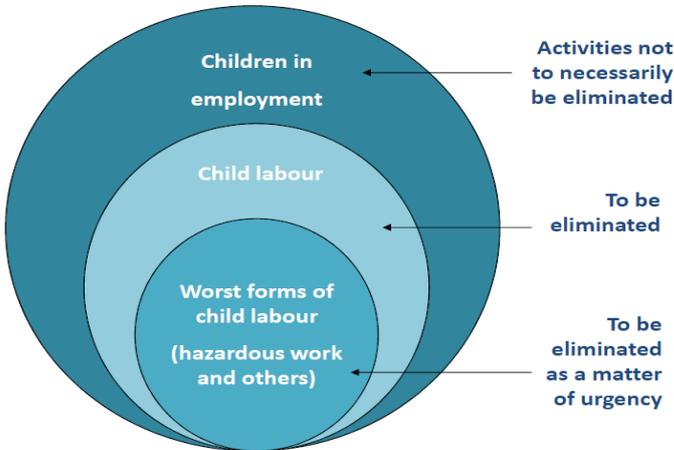
All children’s work falls under the umbrella term “children in employment”:

- Child labour as defined below, and;
- Work that is appropriate to both age and development (that does not affect their health and personal development), and that does not interfere with learning can provide children and young people with skills and experience, helping prepare them to be useful and productive members of society during their adult life, as well as contributing positively to their development and welfare, and the welfare of their families.

#### Child labour

Child labour is work carried out to the detriment and endangerment of the child, in violation of international law (such as ILO Conventions Nos. 138 und 182, and the UN Convention on the Rights of the Child) and national legislation. It either deprives them of schooling or requires them to assume the dual burden of schooling and work. Child labour to be eliminated is a subset of children in employment. It includes:

- Work done by children under the minimum legal age for that type of work, as defined by national legislation in accordance with international standards.
- Hazardous work: Work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.
- “Unconditional” worst forms of child labour, such as slavery or practices similar to slavery, the use of a child for prostitution or for illicit activities.



## 2. Scope and methodology

The scope of the study focused on Syrian refugees in 3RP countries, but where relevant the situation of other refugees (e.g. Palestinians from Syria, and other refugees) and host communities were also addressed. In this way, the report intends to inform programming to address child labour mainly inside refugee hosting countries, but also in Syria.

The methodology for the present stocktaking report was comprised of two main aspects: a desk review (June 2016) and stakeholder interviews (June/July 2016).

For the desk review, recent child labour assessments at regional and national level were reviewed, as well as other relevant documents, such as guidelines, studies, and workshop reports from child protection, education, cash assistance, and livelihoods actors (see Annexes 2 and 3).

In addition, a large number of staff from UNHCR, UNICEF, and ILO, as well as other NLG partners were interviewed for this report, both face-to-face, as well as via telephone or Skype (see Annex 1). The main questions they were asked were:

1. What are existing approaches and initiatives on child labour in your country?
2. What are lessons learned, emerging good practices, and/or useful tools on child labour among Syrian refugees?
3. What are key gaps and needs for support on child labour among refugees?

## 3. The legal framework on child labour

The overall legal framework is conducive to the elimination of child labour, as all five countries have ratified ILO Conventions Nos. 138 and 182, as well as the Convention on the Rights of the Child (CRC). Moreover, all five countries have a list of types of hazardous work that are prohibited for children, which can help to inform the work of labour inspectors, case managers, and other front-line workers.

National legislation defines the minimum age for employment and hazardous work as follows:

Country	Minimum age	Light work <sup>4</sup>	Hazardous work	List of hazardous work	Laws on minimum age for employment and hazardous work	Comments <sup>5</sup>
Jordan	16	--	18	2012 rev.	Article 73 of Labor Code (1996); Article 74 of Labor Code, and Article 2 of Ministerial Order of 2011	In 2014, Jordan adopted a Child Law that expanded the definition of "juveniles in need of protection" to include child laborers, such as street vendors and garbage collectors. The Child Law gave MoSD the responsibility for protecting children in these categories and for establishing a new Child Labor Unit to work in coordination with MoL's Child Labor Unit.

<sup>4</sup> According to ILO Convention No. 138, "light work" is defined as work that does not interfere with the child's education. In practice, this might be non-hazardous work of up to 14 hours per week.

<sup>5</sup> <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/>

Country	Minimum age	Light work <sup>4</sup>	Hazardous work	List of hazardous work	Laws on minimum age for employment and hazardous work	Comments <sup>5</sup>
<b>Lebanon</b>	14	13	18	2013	Article 22 of the Labor Code (1996); Article 1 of the Decree No. 8987 (2012)	The compulsory education age (12) is lower than the minimum age for work. Lebanese law is not consistent in its treatment of children working in begging. Article 610 of the Penal Code criminalizes begging. However, Articles 25 and 26 of the Delinquent Juveniles Law stipulate that child begging endangers children and that such children are entitled to protective measures.
<b>Iraq</b>	15	--	18	2004	Article 7 of the Labor Law (2015); Articles 95 to 105 of the Labor Law	The compulsory education age is lower than the minimum age for work in Iraq (12), with the exception of KR-I (15).
<b>Turkey</b>	15	14	18	2013	Article 71 of the Labor Act (2003); Articles 71-73 of the Labor Act; Annex 3 of the Regulation on Methods and Principles for Employment of Children and Young Workers	As stated in Article 4 of the Labor Act, the provisions of the Labor Act do not apply to children working in agricultural enterprises employing 50 or fewer workers, in small shops employing up to three persons, or in domestic service. These gaps in the law leave children vulnerable to exploitative conditions.
<b>Egypt</b>	15	12	18	2003	Article 64 of the Child Law (2008); Article 1 of Ministry of Manpower and Migration's (MOMM) Decree 118 (2003)	Although the Child Law also includes a minimum age provision, given exclusions in the Labor Law, it is not clear whether the minimum age protections apply to children working in agriculture and domestic work.

#### 4. Data on child labour among Syrian refugees

There are no reliable estimates on child labour in Syria prior to the war<sup>6</sup>, but it is clear that before 2011, Syria was a middle-income country, where nearly all children attended school.

Today, inside **Syria**, children are reportedly working in more than 75 percent of surveyed households, nearly half of them joint or sole breadwinners. The most vulnerable of them are involved in armed conflict, commercial sexual exploitation and illicit activities including organized begging and child trafficking.<sup>7</sup>

There is also substantial evidence that the Syria crisis is pushing an increasing number of children towards exploitation in the labour market in refugee hosting countries.<sup>8</sup> For example, a baseline survey

<sup>6</sup> One report estimates that 3% of boys aged 9 to 15 and 14% of boys aged 15 to 18 may have been working. (ILO/FAFO: "Impact of Syrian refugees on the Jordanian labour market." 2015.)

<sup>7</sup> UNICEF/Save the Children: "Small hands, heavy burden: How the Syria crisis is driving children into the workforce." 2015

<sup>8</sup> Ibid.

conducted in Za'atari Camp, **Jordan**, in 2014 indicated that 13.1% of surveyed children in the survey were child labourers, the vast majority of whom (94%) boys. Three out of four reported health problems at work – nearly 80% suffer from extreme fatigue and almost 40% reported injury, illness or poor health.<sup>9</sup>

In **Lebanon**, a rapid assessment on child labour in Akkar was conducted in December 2014. The results showed a high degree of child labour: 86% of the children worked, often under dangerous and strenuous conditions (60% of working children used sharp or heavy items, 95% worked 6 to 12 hours per day).<sup>10</sup> Another report on street-based children found that half of them were 10 to 14 years old, and that they work on average 8.5 hours a day, six days a week.<sup>11</sup>

In the Kurdistan Region of **Iraq** (KR-I), there has been “a dramatic increase in the numbers of IDP and refugee street working children” who sell gum or flowers, clean car windows and beg.<sup>12</sup> Moreover, child commercial sexual exploitation has been reported to be on the rise due to a large increase in Syrian refugees.<sup>13</sup>

Notwithstanding these small-scale assessments, there is a lack of data on the exact extent of the problem, given the absence of large-scale surveys. Moreover, key stakeholders indicated that the results of the national child labour surveys, such as in Lebanon and Jordan (not yet published), may under-estimate the problem. The reasons for this could be that (a) the definition of “child labour” is not well understood by respondents and/or (b) parents and caretakers are weary of potential negative legal consequences of making their children work and therefore deliberately under-report.

Refugee children have been found working in the various sectors, occupations, and activities. Among others, these are:<sup>14</sup>

- **Jordan:** Cleaning, shops, restaurants, garbage collection, construction sites, mechanics, carpenters
- **Lebanon:** Agriculture (orange picking, tobacco), street-based activities, workshops, restaurants, hairdressing, construction, garbage collection
- **Iraq:** Street-based work, restaurants, hotels, agriculture, industries, plastic recycling, steel factories
- **Turkey:** Garment factories, dried fruit factories, shoemaking workshops, auto mechanics, street-based work, agriculture

Inside **Syria**, working children are found in all types of work, paid and unpaid, self-organised and employed. For example, children are working in agriculture, street vending, washing cars, doing metal work, carpentry or begging.<sup>15</sup>

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<sup>9</sup> UNICEF/Save the Children: “Baseline assessment of child labour among Syrian refugees in Za’atari Camp,” 2014

<sup>10</sup> ILO: “Potatoes and leafy green vegetables: value chain analysis (Akkar, Lebanon)”. Regional Office for the Arab States, 2015.

<sup>11</sup> ILO/UNICEF/Save the Children/Ministry of Labor: “Children living and working on the street: Profile and magnitude.” 2015

<sup>12</sup> Terre des Hommes: “Child labour report 2016: Child labour among refugees of the Syrian conflict.” 2016

<sup>13</sup> U.S. Department of State. “Iraq,” in Country Reports on Human Rights Practices-2013. February 27, 2014.

<sup>14</sup> Terre des Hommes: “Child labour report 2016: Child labour among refugees of the Syrian conflict.” 2016

<sup>15</sup> Ibid.

**Hazardous forms of child labour** appear to be widespread. In Turkey, a recent assessment found that among Syrian refugee working children, 40% are predominantly working in harsh and hazardous jobs, for example in garbage collection, construction, and factories. Around 90% of the working children work 6-7 days a week and for more than 8 hours per day on an informal and illegal basis.<sup>16</sup> Street-based children in Lebanon are subject to several occupational hazards, including the carrying of heavy loads (39%) and involvement in various forms of traffic accidents (30%). Some 6% report being victims of sexual assault or rape in the workplace.<sup>17</sup>

Often, refugee children work alongside other family members, contributing their wages to support the household. However, a recent study also confirmed cases of **coercion** involving children. Across informal tented settlements in Lebanon, many camp owners (known as the “Shawish”) line up work for children and receive the child’s wages from the employer before returning a portion to the child. Alternatively, some Shawish may also “hire out” children living in their camp to nearby farmers, restaurants, auto repair shops or other employers.<sup>18</sup>

The following **push and pull factors** for child labour among refugees have been identified:<sup>19</sup>

<b>Overall push and pull factors for child labour</b>	<b>Country-specific push and pull factors for child labour besides the overall factors</b>	
<ul style="list-style-type: none"> <li>• <b>Aftermath of the war</b></li> <li>• <b>Economic reasons</b> <ul style="list-style-type: none"> <li>– High poverty level               <ul style="list-style-type: none"> <li>a) of refugees themselves,</li> <li>b) of the host communities</li> </ul> </li> <li>– Exhaustion of savings</li> <li>– Depletion of income</li> <li>– Exhaustion of other coping mechanisms</li> <li>– Families need support</li> <li>– High rental prices</li> <li>– High (youth) unemployment in the host countries and Syria</li> </ul> </li> <li>• <b>Lack of access to education</b> <ul style="list-style-type: none"> <li>– High transportation costs</li> </ul> </li> </ul>	<b>Jordan</b>	<ul style="list-style-type: none"> <li>• Lack of financial means for medical treatment/insufficient health insurance</li> <li>• No access to work permits for parents</li> <li>• Guarantee education for younger siblings</li> <li>• Role of being the eldest child of the family</li> <li>• Single-parent households are more likely to send their children to work</li> <li>• Legal problems/lack of documentation impede access to education</li> </ul>
	<b>Lebanon</b>	<ul style="list-style-type: none"> <li>• New border entry regulations and establishment of a costly residency renewal procedure</li> <li>• Single-parent households are more likely to send their children to work</li> <li>• Clothing</li> <li>• Food insecurity</li> <li>• Family members suffering from diseases</li> </ul>

<sup>16</sup> Terre des Hommes: “Child labour report 2016: Child labour among refugees of the Syrian conflict.” 2016

<sup>17</sup> ILO/UNICEF/Save the Children/Ministry of Labor: “Children living and working on the street: Profile and magnitude.” 2015

<sup>18</sup> Freedom Fund: “Struggling to survive: Slavery and exploitation of Syrian refugees in Lebanon”. 2016

<sup>19</sup> Terre des Hommes: “Child labour report 2016: Child labour among refugees of the Syrian conflict.” 2016

<ul style="list-style-type: none"> <li>– Social tensions with host communities (not in Iraq)</li> <li>• <b>Health situation</b> <ul style="list-style-type: none"> <li>– Illness of a family member</li> </ul> </li> <li>• <b>Family situation, e.g.</b> <ul style="list-style-type: none"> <li>– Parent died in the war</li> <li>– Younger siblings</li> </ul> </li> <li>• <b>Lack of humanitarian assistance provided by UN agencies /NGOs/governments</b></li> <li>• <b>Future hopes</b> <ul style="list-style-type: none"> <li>– Return to school</li> <li>– Return home to Syria</li> </ul> </li> </ul>	<b>Iraq</b>	<ul style="list-style-type: none"> <li>• Age or disability</li> <li>• Family values, such as low value attributed to education</li> <li>• Save money for onward migration to Europe</li> <li>• Joining armed groups becomes more attractive to young people due to harsh living conditions</li> <li>• Forced recruitment</li> </ul>
	<b>Turkey</b>	<ul style="list-style-type: none"> <li>• High demand for a cheap labour force in the industrial sector (e.g. textiles)</li> </ul>

## 5. Regional overview

The recognition of the urgency of tackling child labour, particularly in its worst forms, has grown among humanitarian stakeholders in the region over the past few years and months. Consequently, there is a growing commitment by most actors to address this issue.

The following regional **opportunities** emerged from the desk review and stakeholder interviews:

- Linking national child labour mechanisms with the humanitarian response
- Enhanced inter-agency collaboration on child labour
- Increasing opportunities for adult refugees to engage in formal work

Due to the overwhelming scale of the crisis in the region, operations continue to face ongoing challenges in implementing effective, quality child protection programmes, with child labour being one of the major gaps.<sup>20</sup> With regard to child labour, the following **challenges** can be highlighted at in the region:

- Limited expertise on child labour among child protection actors, and therefore a lack of clarity on how to respond to the problem
- Lack of documented impact of interventions
- Limited inter-sectoral dialogue and lack of inter-sectoral approach on child labour

Significant differences in the operational context and capacities between countries, so that any regional strategy needs to be contextualised and operationalised at the country level. It should be noted that, on the one hand, child labour is clearly a key **child protection** concern. It needs to be approached by child protection systems and their actors in the context of other vulnerabilities, with

<sup>20</sup> UNICEF/UNHCR: “Child Protection Syria Crisis Regional Interagency Workshop Report.” May, 2015.

which child labour often overlaps and interacts (such as violence against children, child marriage, unaccompanied and separated children, etc.)

On the other hand, child labour is also a **multi-sectoral problem**; therefore, multi-sectoral solutions are required. Among the key sectors, with which child protection actors should establish close linkages, are education and livelihoods/cash-based assistance.

The following sections provide an overview of the context, opportunities and challenges of each of these three sectors at regional level, as they relate to child labour issues.

## 5.1. Child protection

### 5.1.1. Context

The restricted access to international protection and protection space within a number of countries, the increasing economic and social vulnerability of children, and the lack of education for refugee children have all led to an increase in the protection risks for refugee children and host communities. Meanwhile, the availability and quality of national child protection systems varies considerably across the various countries, and so does the degree to which refugees have access to these systems.<sup>21</sup>

In response, the NLG Initiative aims to provide support to over 1.6 million children annually through different types of structured community-based and PSS activities both inside Syria and in hosting countries, as well as to 2.8 million individuals (children and caregivers through CP awareness raising and community mobilisation initiatives.<sup>22</sup> The following strategies have been adopted:

1. Access to quality community-based child protection, including PSS interventions, will be scaled up
2. Specialised child protection services will be offered
3. National formal child protection systems will continue to be strengthened

Child labour is mainstreamed throughout these, but most work on child labour has been carried out under the strategy no. 2.

### 5.1.2. Opportunities

- Within the Syria crisis, child protection has received significant levels of funding and expertise when compared to other refugee appeals.<sup>23</sup>
- There is an increasing commitment among CP actors to address the worst forms of child labour.
- The legal/policy framework for child labour in the region is quite strong (see Section 3).
- Child protection systems in some countries are quite effective (Jordan, Turkey) or are being strengthened (Lebanon).
- SOP for child protection case management have been developed in Jordan, Lebanon, Egypt, and Iraq, which are an essential building block to ensure timely, effective and accountable delivery of specialized child protection services, including for working children.

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<sup>21</sup> UNICEF/UNHCR: "Child Protection Syria Crisis Regional Interagency Workshop Report." May, 2015.

<sup>22</sup> NLG: "The No Lost Generation Initiative: Next phase." October 2015.

<sup>23</sup> Cf. [www.data.unhcr.org](http://www.data.unhcr.org)

- In some countries, specific interventions to address child labour have been developed and implemented, thus generating some lessons learned that can inform the scaling up of the response (see Section 7).

### 5.1.3. Challenges

- There is an uneven level of quality and capacity of child protection systems in the region.
- National child protection services have been overwhelmed by the scale of the crisis.
- CPWGs are not always sufficiently linked to national child protection coordination structures (and national actors are not sufficiently engaged in CPWGs).
- There are still challenges for refugees to access national services, including child protection ones.
- Child labour modules in case management SOPs are not sophisticated enough, and prioritization procedures regarding child labour within case management procedures are often not clear.
- There is still inadequate collaboration with and commitment from other sectors, namely Livelihood and Education. Both sectors have evidently a critical role to play in prevention and response to child labour issues. The perception that child labour is the responsibility of the child protection sector is still predominant.
- Precise data on the scale of the problem continues to be scanty and primarily qualitative in nature.
- Monitoring the impact of interventions in reduction of child labour continue to be a challenge given the complexity of the issue and its multifaceted nature.

## 5.2. Education

### 5.2.1. Context

Child labour and education for refugee children are inextricably linked. On the one hand, child labour is one of the key barriers to education for Syrian refugees in the region.<sup>24</sup> On the other hand, the lack of access to education and/or poor quality of education can act as a significant push factor into child labour.

In the 3RP countries, there are over 1.6 million refugee children of school age. As of April 2016, it is estimated that over 916,000 of them may be out of school.<sup>25</sup> The situation of adolescents and youth is of particular concern, with very few having access to secondary and tertiary education, vocational training, or non-formal education opportunities. The majority of these children were in school in Syria before the crisis.

Consequently, the London 2016 Conference “Syria Crisis Education Strategic Paper” notes that “education interventions need to be more systematically linked to child protection systems and livelihood opportunities for youth.”<sup>26</sup>

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<sup>24</sup> UNHCR: “MENA Regional Workshop on out-of-school children and youth.” Workshop report, 2015. // A recent survey by a Lebanese university found that only 12.6% of working children were in school. (Alsharabati, Carole, and Carine Lahoud: “Analysis of a child labour survey.” 2016.)

<sup>25</sup> “3RP 2016-2017: Mid-year report 2016”. June 2016.

<sup>26</sup> London 2016 Conference: “Syria Crisis Education Strategic Paper”. 2016.

### 5.2.2. Opportunities

- UNICEF’s “Back to learning” campaign provides an opportunity for mainstreaming child labour.
- ILO’s SCREAM methodology has been successfully implemented in non-formal education settings in Lebanon.
- The following education issues, which have clear linkages with child labour, are receiving increasing attention among stakeholders involved in the refugee response, including national governments and donors :
  - Quality of education
  - Secondary education
  - Technical and Vocational Education and Training (TVET)
- The focus on accredited NFE can provide an opportunity for children in child labour to (1) transition back to school and/or (2) learn basic skills needed to continue mitigate the risks (e.g. basic numeracy and literacy )
- Specific ongoing efforts on education for refugees in the region may provide opportunities for mainstreaming child labour prevention:
  - Education grants for refugee children (Egypt)
  - Teacher professional development and support
  - Promoting life skills and citizenship education

### 5.2.3. Challenges

- Funding for education has increased in recent months, but in 2015, almost half of the Sector’s funding was received late in the school year, hampering planning for programmes. This scenario might be repeated in 2016.<sup>27</sup>
- Refugee children face additional challenges, related to access to education, particularly at the secondary level (and beyond), as well as bullying, curriculum, language of instruction, and certification.<sup>28</sup> These issues may aggravate the push momentum into child labour.
- Adolescents are especially vulnerable to the worst forms of child labour. Therefore, a variety of non-formal education facilities designed to be accessible and appropriate, and cater to the specific needs of the adolescents at risk of child labour are needed, in addition to formal schools.
- A better understanding of the reasons why children and youth are out of school is needed. The reasons are not always linked to availability of schools but other barriers that children and households face. Better linkages to protection risks need to be articulated.<sup>29</sup>

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<sup>27</sup> “3RP Plan 2016-2017: “Mid-year report 2016”. June 2016.

<sup>28</sup> UNHCR: “MENA Regional Workshop on out-of-school children and youth.” Workshop report, July 2015

<sup>29</sup> UNHCR: “MENA Regional Workshop on out-of-school children and youth.” Workshop report, July 2015.

## 5.3. Cash assistance and livelihoods<sup>30</sup>

### 5.3.1. Context

Globally, livelihoods activities are the most common and successful part of programming aimed at responding to the worst forms of child labour, according to a CPWG review.<sup>31</sup> Conditional and unconditional cash transfers, vocational training, income generating activities, employment and business training and support, and referrals into social welfare and social protection schemes all contribute to improved income for families and children at risk of or in the WFCL.

While there are some positive examples of cash assistance contributing to a reduction of child labour (e.g. research in Jordan suggests that the degree of economic stability afforded as a result of UN cash assistance and WFP vouchers enabled vulnerable families to prevent their children from engaging in paid labour)<sup>32</sup>, the evidence across the region on this is limited and mixed.

### 5.3.2. Opportunities

- For UNHCR, investment in cash assistance for refugees has increased. Similarly, social protection and cash assistance for refugees have gained prominence over recent years across several other UN agencies (including UNICEF, ILO, WFP etc.).
- There are ongoing discussions on how to improve the targeting and effectiveness of cash programming.
- A promising pilot initiative on education-focussed cash assistance in Lebanon integrates child labour concerns (see Section 7.1.).
- Cash-based interventions for refugees in Egypt provide specific entry points for mainstreaming child labour concerns, by linking with a longitudinal analysis of vulnerability and PSS (see Section 6.5.2.).
- The Government of Turkey has been entrepreneurial in bringing a mature social protection system to Syrian refugees. This might serve as an example for other countries.
- The Lebanese Cash Consortium is planning a new study on child labour and multipurpose cash.

### 5.3.3. Challenges

- A recent review of child labour in emergencies identified the following key challenges for programmes linking livelihood interventions with child labour: Defining and managing roles and responsibilities, the dissemination of information, and the principle of do no harm.<sup>33</sup>
- Loss of family income and livelihoods is the most significant risk factor contributing to children becoming involved in the WFCL. This is likely to continue to be the case given the protracted nature of the crisis.
- There is a lack of interventions dealing with household reliance on child labour in the region.
- Adolescents above the legal minimum age for employment but under the age of 18 are currently excluded from most livelihood programmes.

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<sup>30</sup> In the 3RP, cash-based interventions are grouped under the Basic Needs Sector, while livelihoods come under the Livelihoods and Social Cohesion Sector.

<sup>31</sup> Child Protection Cluster: “Responding to the worst forms of child labour in emergencies.” 2015.

<sup>32</sup> UNICEF: “A window of hope: UNICEF Child Cash Grant Programme in Jordan – post-distribution monitoring report, 2015.”

<sup>33</sup> Child Protection Cluster: “Responding to the worst forms of child labour in emergencies.” 2015.

- Vulnerability criteria differ between countries, and the degree and accuracy with which child labour is considered within the targeting is unclear. Many cash experts (e.g. Lebanese Cash Consortium) are struggling to measure the impact of cash on child labour outcomes. A recent impact assessment in Lebanon, for instance, found only a limited impact on child labour.<sup>34</sup> Current cash transfers are not enough to fully close the expenditure gap, which means that some households will still resort to child labour. In poor households including households with no other source of income other than the cash transfer, other household needs have been found to take priority over keeping a child out of work.<sup>35</sup> According to UNHCR global experience<sup>36</sup>, one of the risks associated with cash assistance is straining social relations. In some cases, this might increase the push towards child labour.
- The same review found that cash assistance may not reach the most vulnerable children, many of whom are at risk of the worst forms of child labour.

## 6. National approaches and initiatives

### 6.1. Jordan

#### 6.1.1. Context

The socio-economic situation of Syrian refugees in Jordan remains dire, as 90% of registered Syrian refugees in urban areas now fall below the national poverty line, while over 67% of families are living in debt, owing on average US\$ 818 including unpaid rent.<sup>37</sup>

One stakeholder emphasized the fact that Jordan provided stability, flexibility, and cooperation with the Government of Jordan as an enabling environment for humanitarian interventions, including on the worst forms of child labour.

The London Conference in February 2016 resulted in the Jordan Compact, which revealed a major Government of Jordan (GoJ) policy shift with regards to the provision of livelihoods opportunities for Syrian nationals. It was announced that 200,000 work opportunities would be made available to Syrian nationals in exchange for enhanced international support to Jordan and the Jordanian economy.<sup>38</sup> While implementation may be challenging and it is not clear whether the issued work permits will actually lead to employment, efforts aimed at improving job opportunities for adult refugees has at least the potential for decreasing households' need for income from child labour.

#### 6.1.2. Opportunities

- The ILO's USDOL-funded project "Towards a child labour-free Jordan" for creating an enabling policy environment against child labour started even before the Syrian refugee crisis, and has since been adapted to the crisis.
  - Goal: Activate National Framework against Child Labour and take it to the field

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<sup>34</sup> UNHCR: "The impact of multi-purpose case assistance on outcomes for children in Lebanon." December 2015.

<sup>35</sup> Oxford Policy Management: "The impact of cash assistance on reducing negative coping mechanisms among Syrian refugees in Egypt, Jordan and Lebanon." Unpublished draft, August 2015.

<sup>36</sup> UNHCR Webinar "Live, learn and play safe". 27 June 2016.

<sup>37</sup> 3RP: "Mid-year report 2016". June 2016

<sup>38</sup> Ibid.

- Developed a database for use by three ministries: Education, Labour, and Social Development
- Tools developed: Manual on identifying hazardous labour (MoL); Training of social workers on child labour (MoSD). A manual for MoE is under preparation.
- Child Labour Unit within MoSD has been created.
- Child labour survey has been completed and will be published shortly
- Other ILO projects on child labour:
  - A DANIDA-funded project is being implemented for advocacy and capacity-building of NGOs and service providers on child labour-related issues (ending October 2016)
  - A Canada-funded project for providing education, psycho-social support, and livelihood services for children at risk or or involved in the worst forms of child labour is forthcoming (seed money only – more funds are needed)
- There are many elements that can facilitate refugees transition into formal education, including non-formal education, double-shift schools, and new schools that are being constructed. Older children have opportunities to continue their education.
- Makani centres (UNICEF initiative) have a holistic approach that provides all vulnerable children and youth with learning opportunities, life skills training and psychosocial support services. This provides an entry point to tackle child labour vulnerabilities through integrated programming (see Section 7.1.)
- UNHCR's Vulnerability Assessment Framework (VAF), which includes a few child labour questions, is being used for targeting cash assistance to refugee households. This initiative may provide an opportunity to further elaborate and refine the integration of child labour concerns.
- This new work permit policy may provide an opportunity to generate data on the impact of this policy shift on the incidence of child labour.
- A Task Force on child labour (co-chaired by ILO and Save the Children) has been created under the Child Protection Working Group. Four priorities have been set for the remainder of 2016:
  - Develop a common definition and minimum criteria for the integration of child labour in other programmes
  - Map out good practices that have worked in Jordan in addressing child labour with a view to narrowing them down to a few replicable models that all actors can use
  - Develop key messages on child labour for protection actors
  - Review the implementation of the referral system for child labour cases, identify gaps or bottlenecks and propose alternatives

### 6.1.3. Challenges

- A national multi-stakeholder strategy on child labour is required
- The implementation of the National Framework is insufficient. In particular, the existing infrastructure and human resources are inadequate for labour inspection and M&E.
- There is a lack of direct interventions (PSS, referral, rehabilitation opportunities etc.) for children involved in or at risk of child labour
- So far, the link between the National Framework and the humanitarian response is insufficiently (efforts are currently underway to address this constraint)
- More livelihoods for parents are needed

- Syrian adolescents need education and skills: relevant educational opportunities and vocational training centres should be opened for them, including formal and accredited non-formal opportunities
- Many over-age children out-of-school, who won't be allowed to enrol with their peers > bringing them back would require either changing the rules or providing alternative education opportunities tailored to their age and specific needs (similar to Iraq)

## 6.2. Lebanon

### 6.2.1. Context

Over 1.1 million Syrian refugees live in Lebanon, which is more than a quarter of Lebanon's estimated 4.3 million native residents. The sheer scale of the influx vis-à-vis Lebanon's population has severely affected the country's socioeconomic situation. The crisis has also resulted in unprecedented restrictions on Syrians entering Lebanon in late 2014.

At present, Syrian refugees have to sign a "pledge not to work" when renewing their residency status, making any kind of income generation activity illegal for them. 70% of displaced Syrians now live below the poverty line, an increase of 20 percentage points in one year. Those Syrian refugees who work do so in low skilled activities, primarily in services and the traditional sectors using Syrian labour, i.e. agriculture and construction. Syrian refugees rely, almost exclusively, on temporary and informal work, with a monthly income of less than USD 300, on average.<sup>39</sup>

The post-London environment has resulted in discussion around certain policy shifts in Lebanon. To address the growing number of Syrian refugees without a valid residency, and the associated risks of potential exploitation and abuse, the Government of Lebanon has committed to review and facilitate the streamlining of existing regulatory frameworks related to legal stay conditions. This review also seeks to facilitate access of Syrians to the job market in sectors authorized by Lebanese law, such as agriculture and construction, by waiving the pledge not to work.<sup>40</sup>

### 6.2.2. Opportunities

- In August 2016, Lebanon has revised the National Action Plan against Child Labour, which integrates child labour concerns among refugees.
- Over the past few months, the coalition of stakeholders against child labour has further broadened, and is now also including FAO and the Ministry of Agriculture (among others).
- UNICEF is the lead agency for child protection in Lebanon, jointly with the Ministry of Social Affairs
  - New Country Programme 2017-2020 includes social norms as a priority area, which is known to be another important determinant of child labour in many contexts
  - Ongoing work with Innocenti Research Centre on the effects of cash assistance on child protection outcomes, including prevention/reduction of child labour
- There is an increasing focus on use of cash grants, and there are efforts to increase their effectiveness to address protection issues, including child labour. In order to strengthen the

<sup>39</sup> ILO: "The ILO response to the Syrian refugee crisis. February 2016 update."

<sup>40</sup> 3RP: "Mid-year report 2016". June 2016.

empirical basis, the Lebanese Cash Consortium (LCC) attempts to measure the impact of cash assistance on child outcomes.

- New ILO projects, funded by the Government of Norway, have been approved, to provide support to children at risk of or involved in child labour.

### 6.2.3. Challenges

- The National Steering Committee on Child Labour in Lebanon is high level, and there is a need for setting up a technical working group (including work plan, resources, and time frame) to ensure technical level exchange, coordination, and effective implementation.
- There is still a lack of data on child labour in Lebanon.
- Efforts aimed at behaviour change have not been very successful so far; hence the focus should be on reducing the risks through more engagement with families and communities.
- There is a need to take stock of lessons learned and develop recommendations, some of which should be strategic and longer-term, while others should be practical and immediate.
- Better coordination and linkages between education, CP, livelihoods and cash is needed.

## 6.3. Turkey

### 6.3.1. Context

Even though Turkey has been affected by economic slowdown since 2014, it is still in the “high development” category, according to UNDP. The Turkish government has displayed strong national ownership regarding protection and assistance to Syrians.

Turkey’s protection regime for Syrians was further strengthened in January 2016 with the adoption of the Regulation on Work Permit of Refugees Under Temporary Protection, granting all beneficiaries of the Temporary Protection (namely Syrians) access to formal employment. This positive move is expected to allow for the prospect of a self-reliant refugee community in Turkey, reducing the pressures on the local population in hosting such a large number of refugees. In the meanwhile, the Government of Turkey has been actively exploring the integration of assistance to vulnerable Syrians into its national social welfare system; a process which all 3RP participating agencies are fully supportive of.<sup>41</sup>

However, due to the fact that Turkey is hosting the largest refugee population in the world (including over 2.7 million Syrian refugees, as well as over 220,000 asylum-seekers and refugees from other nations), both host communities and the refugees themselves are increasingly struggling to cope with limited resources.

### 6.3.2. Opportunities

- Even before the crisis, both UNICEF and ILO were engaged against child labour, particularly in seasonal agriculture, industry, and services (which are among the sectors in which refugee children are working – see Section 4).
- Both organisations have good working relationships with MoE and MoL, which can aid efforts aimed at eliminating child labour.

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<sup>41</sup> “3RP 2016-2017: “Mid-year report 2016”. June 2016.

- The right to work for refugees provides a good foundation, and now is a good time to act on child labour concerns in a more structured way.
- Contact with the private sector has been established (big brands and enterprises along the supply chain). Capacity-building and awareness-raising for Employers' Organisation and Chambers of Commerce is ongoing.
- ILO is supporting the Government in the current revision of the ILO-supported Time-bound Framework on the Elimination of the WECL document, as well as the current development of a two-year action plan under the National Employment Strategy
- There is a strong NGO with expertise on child labour, "Support to Life", who is an implementing partner of UNICEF. This NGO implements interventions in the following areas
  - community centres with case management
  - awareness-raising (employers, teachers)
  - psycho-social support
  - educational support
- UNICEF is also partnering with municipalities, which provides an opportunity for awareness-raising around child labour.
- UNICEF intends to develop a work plan with the Labour Inspectorate, with a special view to addressing child labour in the textile industry
- The Working Group on child labour within the UN Global Compact Turkey<sup>42</sup> may provide an opportunity to address concerns about the worst forms of child labour among Syrian refugees.
- Refugees are to be integrated in emergency social safety nets, implemented by UNHCR, WFP, UNICEF and Ministry of Social Planning.
- There is vulnerability data available from assessment centres, in collaboration with the Ministry of Social Planning, as well as UNHCR verification.
- There is potential for including a child labour component in livelihood programming for refugees and in the large scale cash assistance programming currently being planned.

### 6.3.3. Challenges

- A more systemic approach to child labour among refugees, bringing together actors from different sectors, is needed.
- No reliable data (qualitative and quantitative) is available on child labour among refugee children, which will be required in particular following the current revision of the Time-bound framework document (expected by August 2016)
- Model intervention on education and child labour in two or three provinces would be useful.
- There is a need for UNHCR vulnerability assessment criteria to integrate child labour concerns.

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<sup>42</sup> The UN Global Compact is a call to companies to align strategies and operations with universal principles on human rights, labour, environment and anti-corruption, and take actions that advance societal goals. In Turkey, the Global Compact Local Network was launched by UNDP in partnership with Turkish Confederation of Employer Associations (TISK) in 2002. (<https://www.unglobalcompact.org/engage-locally/europe/turkey>)

## 6.4. Iraq

### 6.4.1. Context

Among 3RP countries, the overall situation in Iraq is the most challenging, as the country is itself suffering from successive decades of war and internal conflict. There are currently 250,000 registered Syrian refugees in Iraq, as well as 3.3 million IDPs. Most Syrian refugees reside in the KR-I. The approach to Syrian refugees entering Iraq has been welcoming in terms of residency permits, the right to work and freedom of movement.

However, Iraq is experiencing a significant economic crisis, and efforts towards supporting refugees in meeting their basic needs (through seasonal and cash assistance) are not bringing general and significant improvement to their daily lives. Livelihood opportunities for vulnerable populations, including refugees and IDPs, remain limited.<sup>43</sup>

### 6.4.2. Opportunities

- Child labour has been a prominent issue in the debate among stakeholders about the crisis response since the fall of 2015.
- Targeted intervention: Child labour task force was established in Sulymaniyah (KRI) in 2015 focusing on:
  - Awareness-raising campaign
  - Child-friendly spaces
  - Implementing partner: STEP
- UNICEF has started a new cash assistance initiative (December 2015)
  - Main objective: bring out-of-school children back to school
  - Unconditional cash transfer, plus child protection follow-up
  - Provided through NGOs and directorates (of Education?)
  - Under UNICEF Emergency Response Unit
  - This might provide an opportunity to mainstream child labour issues (in a similar way as the new cash initiative in Lebanon)
- A UNICEF rapid assessment on the worst forms of child labour was just released
  - UNICEF's national strategy will be informed by this report
  - However, it does not address the situation of refugees specifically, nor child labour in KR-I
- The early recovery and livelihood sector in KRI is well organized, and may provide a good entry point for interventions on child labour (through UNDP).
- The inter-agency SOP on case management might provide an opportunity to integrate standardized guidelines on identifying and responding to child labour.

### 6.4.3. Challenges

- IDPs outweigh refugees in terms of scale. Therefore, any strategy for child labour in Iraq must address both populations simultaneously.
- There is a need for capacity-building of Government and implementing partners
  - Government order: Children working in the street should be returned to IDP camp (not yet implemented)

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<sup>43</sup> 3RP: "Mid-year report 2016". June 2016.

- STEP has a case management module on child labour that needs improving Training for labour inspectors and case managers necessary
- Link between child protection and cash assistance/livelihoods needs to be systematized
  - Not sustainable so far
  - Prioritize children in need
- Cost of education, particularly transport, leads to children dropping out of school and becoming engaged in the labour market
- Many over-age children out-of-school, who won't be allowed to enrol with their peers > bringing them back would require either changing the rules or providing alternative education opportunities tailored to their age and specific needs (similar to Jordan)
- There is need for more data:
  - Comprehensive child labour survey
  - Labour market analysis (REACH could do it)

## 6.5. Egypt

### 6.5.1. Context

Egypt is a destination and transit country for refugees and asylum-seekers from some 65 countries, including Syria. Current protection and operational challenges include residency issues, variations in funds available for Syrian refugees and refugees of other nationalities, and difficulties for some humanitarian organizations to receive government approval to operate in the country.<sup>44</sup>

A total of 117,702 Syrians were registered with UNHCR as of 31 May 2016, along with 67,063 refugees from other nationalities, mostly from Iraq and sub-Saharan Africa. Over half of these Syrian refugees are in situations of severe vulnerability, living on less than half of the Minimum Expenditure Basket.<sup>45</sup> Syrian children at risk amount to 4.7% of the total Syrian refugee population and include children at risk of not attending school (non-registered or dropping out), children exposed to child labour, child spouses, child-headed households, child parents, and unaccompanied and separated children (UASC).<sup>46</sup>

The inability to obtain work permits means that adult refugees in Egypt, even those that have received higher degrees in their home countries, only have access to employment opportunities in the informal economy, which makes them vulnerable to exploitation. The same is true for their children.<sup>47</sup>

### 6.5.2. Opportunities

- Cash-based interventions for refugees in Egypt provide specific entry points for mainstreaming child labour concerns
  - A significant proportion of cash assistance is earmarked to Syrian refugees.
  - For Unaccompanied and separated children, and those exposed to child protection risks, a specific Best Interest Assessment is conducted by UNHCR or its partner, and the child is referred for cash based intervention and other protection interventions and follow-up.

<sup>44</sup> [http://reporting.unhcr.org/node/2540#\\_ga=1.27455100.1385616283.1467982711](http://reporting.unhcr.org/node/2540#_ga=1.27455100.1385616283.1467982711). Accessed on 12 July.

<sup>45</sup> 3RP: "Mid-year report 2016". June 2016.

<sup>46</sup> 3RP Egypt Monthly Update. May 2016.

<sup>47</sup> <https://egyptianfoundation.wordpress.com/welcome/refugees-in-egypt/>

- Two full censuses have been carried out by UNHCR, which will permit a longitudinal analysis of vulnerability
- Other relevant initiatives are ongoing in UNICEF and UNHCR, e.g.:
  - specialized psycho-social support
  - community-based child protection activities including positive parenting and family centers
- UNHCR Targeting Unit is engaged in ongoing vulnerability assessment of refugees, for targeting cash-based interventions, e.g.:
  - What do parents do?
  - Is the education grant too low?
- UNHCR Data collection on child labour has started in late June. Hopefully, results can be used to determine how the cash assistance approach can be improved.
- Livelihoods opportunities for Syrian refugees are emerging through linkages with the private sector (established Syrian businessmen), supported by Plan International.
- The inter-agency SOP on case management might provide an opportunity to integrate standardized guidelines on identifying and responding to child labour.
- WFP is planning to expand school-feeding in Egypt, which might contribute to reduced dropout rates and reduced vulnerability to child labour.
- There is an interest in learning good practices on child labour from other countries and replicating them in Egypt

### 6.5.3. Challenges

- Data are being collected through the EVAR process and the UNHCR Data Base. They are being analysed and should be shared in the coming months, especially with regards to the Syrian refugee population.
- There is a case management system in place where CP issues affecting children, including child labour are discussed, and cases are recorded in a data base. Another data collection system for child labour/worst forms has been put in place by UNHCR and needs more commitment from sector members to send regular and comprehensive updates.
- Better linkages are required with education and livelihoods.
- The number of refugees reached through livelihood programmes is insufficient.
- Refugee population from sub-Saharan Africa must also be taken into account in any strategy, as these refugees face additional challenges (access to adequate livelihood opportunities, more limited FA, limited access to formal education).

## 7. Good/promising practices, tools, and lessons learned

### 7.1. Interventions on child labour among Syrian refugees

Many key informants lamented a general lack of demonstrated good practices on the worst forms of child labour in the region. Notwithstanding, a few promising projects were identified.

#### 7.1.1. Street and Working Children Programme, IRC, Lebanon

The International Rescue Committee (IRC) began the Street and Working Children Programme (SaWC) in Beirut and Mount Lebanon in January 2014 following an initial scoping exercise in December 2013.

The programme has been operational in Beirut and Mount Lebanon for over two years having had an impact on the lives of over 600 children working and living on the streets, as well as their caregivers and families.<sup>48</sup>

The programme takes a holistic approach in supporting children at risk of child labour, as it:

- provides psychosocial support activities and case management services
- provides information on rights, registration and available services
- ensures that children are registered and attending schools
- provides a small stipend through Apprenticeship and Community Development projects to address the prime driver of children sent to work on the street

The following key lessons learned have emerged from the programme:

- Access to education for children needs to be coupled with access to sustainable livelihood options for adolescents/caregivers to replace the income they would be making on the street as well as provide youths with a viable option off the street.
- Street and working children at immediate risk of harm who come into contact with law enforcement and social services need to be assessed and supported following their release from a shelter or police station.
- Access to alternative care options for children in need remains a major gap in the system. Children who need protection may not have access to temporary or longer term care.
- Longer term funding which allows for better planning and programming is key to providing the care needed to children exposed to the worst forms of child labour.
- Street children require specialized programming. They need individual follow-up, and a constant presence of staff in order to reach them. Rather than short-term interventions, a holistic approach, including individual and group support provided by specialized staff, is necessary in order to have a sustainable and long term outcome.

### **7.1.2. Education-focused cash transfer for Syrian refugee children, UNICEF, Lebanon**

Syrian children face multiple barriers in accessing primary education in Lebanon. Among these, the feasibility study for the forthcoming programme “Education-focused cash transfer for Syrian refugee children” highlights household dependency of children’s earnings due to a lack of income sources, exacerbated by prohibitively expensive new residency permit fees.<sup>49</sup>

To respond to this challenge, a cash transfer programme is being piloted by UNICEF and the Ministry of Education (MEHE), in collaboration with UNHCR, which is designed not only to help with transportation cost (for children aged 5 to 15), but also offset child labour earnings (for children aged 10 to 15).

The pilot cash transfer operates under the following model based on the Management Information System (MIS):

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<sup>48</sup> IRC: “Street and Working Children Newsletter - March 2016.” Lebanon, 2016.

<sup>49</sup> UNICEF: “Feasibility study: Education-focused cash transfer for Syrian refugee children.” Lebanon, February 2016.

1. Sensitization and awareness-raising of stakeholders to contribute to a supportive environment for education;
2. Households sign a co-responsibility agreement with the pilot, agreeing to make an effort to send children to school and make use of complimentary intervention referrals;
3. Attendance of beneficiary children is monitored through schools as part of an agreement with MEHE;
4. Caregivers of children not attending school are sent an automated SMS reinforcing the value of education and the intention of the transfer amount in the first two instances of non-attendance;
5. In the third instance, an officer visits the household, identifies and records the reason for non-attendance, and refers the child/household to appropriate complimentary interventions aimed at enabling households and children to get back into school and attend regularly.

The feasibility study for the pilot explicitly recognizes the particular situation of children living in rural areas and informal tented settlements (ITS), as they face greater challenges in terms of transportation as well as less flexible working hours.

The programme represents a promising good practice, as it mainstreams child labour concerns into a multi-sectoral intervention (education and cash assistance).

### 7.1.3. Other good/promising practices

Several other interventions and approaches were identified by key stakeholders as potential good practices.

<b>Intervention/good practice</b>	<b>Country</b>	<b>By</b>	<b>Comments</b>
Common Cash Facility (CCF): Using VAF for cash assistance	Jordan	UNHCR/UNICEF	Adapted also in Lebanon
Mobile approach to child labour	Jordan	Save the Children	Forthcoming
Home-bound girls project	Jordan	Save the Children	Forthcoming
Makani Centres: Providing vulnerable children and youth with learning opportunities, life skills training and psychosocial support services under one roof	Jordan	UNICEF	
Linking Working Groups on CP and Livelihoods on child labour issues	Jordan	CPWG	
Using SCREAM manual for sensitization and awareness-raising of stakeholders	Lebanon	ILO	
Close collaboration of education and child Protection sectors in the framework of the NLG strategy on back to school campaign, referrals to education and ALP, and the pilot cash initiative to reduce the number of dropouts in schools related to child labour	Lebanon	various	
Partnership with employers on child labour	Turkey	UNICEF	
Coupling cash distribution with psycho-social support interview	Egypt	UNHCR and Caritas	

Cash assistance for bringing children back to school, coupled with CP follow-up	Iraq	UNICEF	Under Emergency Response Unit
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## 7.2. Tools for responding to child labour

A number of tools have been developed or are currently being developed in the region, which can guide and support interventions against child labour among Syrian refugees.

<b>Tool</b>	<b>Country</b>	<b>By</b>	<b>Comments</b>
Toolkit for child labour in emergencies	Global	CPWG	Draft, currently field tested
Manual for identifying hazardous child labour	Jordan	ILO	with MoL
Training of social workers on child labour	Jordan	ILO	with MoSD
Tool on Corporate Social Responsibility (mapping and report)	Jordan	ILO	Available only in Arabic
Manual for parents (AMANI campaign)	Jordan	Inter-agency	Child labour components of the manual were produced before AMANI campaign.
CP tool "Save you, save me"	Jordan	Save the Children	Global tool, contextualized for Jordan
PSS curriculum targeting caregivers	Lebanon	UNICEF and IRC	Specific module on child labour in order to support parents on how to cope with this issue (forthcoming)
Visual guide on dangers of pesticides in the agriculture field targeting children	Lebanon	UNICEF and FAO	Forthcoming
Booklet on concepts and key messages on child labour targeting front liners, social workers, facilitators of community-based groups	Lebanon	UNICEF and IRC	Forthcoming
SCREAM modules	Lebanon	ILO	Adapted to the refugee response.
Mapping tool for community-based interventions	Turkey	UNICEF	
CL case management module	Jordan	Inter-agency	
CL case management module	Turkey	UNICEF	Specific to NGO "Support to Life"

## 7.3. Global lessons learned

A recent global review of responses to the worst forms of child labour around the framework of CPWG Minimum Standards for Child Protection in Humanitarian Action found large gaps in evidence and understanding of the worst forms of child labour in emergencies.<sup>50</sup> Nonetheless, the review identified several key lessons learned, which can orient interventions in the 3RP countries. These lessons learned are, among others:

<sup>50</sup> Child Protection Cluster: "Responding to the worst forms of child labour in emergencies." 2015.

- Successful efforts against the worst forms of child labour are those that strengthen overall child protection systems.
- The worst forms of child labour should be prioritised in the response (as opposed to less exploitative forms of child labour).
- Awareness-raising on child labour is particularly successful when communities develop the messages themselves.
- Child Protection in Emergency teams are often not used to looking at the issues surrounding child labour – assessments require more clarity about definitions and processes.
- The lack of inter-sector coordination and meaningful consultation with children are significant barriers in developing effective responses.
- More efforts are required to mainstream the worst forms of child labour into agencies that are not child-focused.
- Systems- based approaches should be further strengthened to include elements of a response to child labour, for example in psychosocial support and child-friendly spaces. In particular, UASC may be at heightened risk of exploitation in the WFCL (even though large-scale evidence for this assumption is lacking).

## 8. Conclusion and recommendations

The challenge of eliminating child labour among Syrian refugees is daunting, and challenges abound. At the same time, many opportunities for addressing child labour in policies and programmes in the 3RP countries exist, at regional as well as at national level.

Given the multi-sectoral nature of child labour, **a multi-sectoral response is required**, in order to effectively eliminate the worst forms of child labour in the 3RP countries. Key actors from child protection, education, livelihoods, and basic needs (cash-based assistance) should agree on a common regional strategy on child labour for the Syrian response, as well as cross-sectoral plans at the country level to operationalise this strategy. In this regard, the humanitarian response should be closely aligned with the national response, in order not to create parallel systems.

As the sheer scale of the problem and the level of the current response make it unrealistic to eliminate all forms of child labour simultaneously, interventions on child labour in the 3RP countries should **focus on the worst forms of child labour, especially hazardous child labour**. A phased approach should be adopted, which prioritizes the worst forms of child labour.

Moreover, the following recommendations emerged from this review:

### 8.1. Data

- There is a need for large-scale child labour surveys (Turkey, Iraq), with figures broken down for refugees and host communities.
- At the same time, make use of secondary data analysis, particularly in situations where figures on refugee child labour emerging from child labour surveys are clouded with uncertainty.
- Longitudinal studies that document the impact of certain policy reforms (e.g. waiving work permit requirements) on child labour would help to guide advocacy efforts, e.g. by NLG partners.

- More qualitative research on child labour and social norms is needed, to better understand causes of child labour (beyond the ones outlined in Section 4).
- More needs to be known on the “unconditional” WFCL such as trafficking, smuggling, sexual economic exploitation, child recruitment and use, given the much more “hidden” nature of these phenomena.
- Research on mechanisms of vulnerability and exploitation is required as a basis for addressing these issues.

## 8.2. The legal and policy framework

- There is a need to improve legislation on child labour in agriculture, where many refugee children work (Lebanon).
- Complicated work permit procedures may hamper the economic sustainability of refugee households, pushing children into work (Jordan, Lebanon). They should be made refugee-friendly and child-friendly.
- There is a lack of an effective coordinating mechanism on child labour (Turkey, Iraq, Egypt).
- A technical working group is needed, complementing the existing National Steering Committee (Lebanon).
- There is a need to secure funding, in order to implement the provisions in the revised National Action Plan on Child Labour, including those pertaining to refugees (Lebanon).
- The minimum age should be raised, to be in alignment with the age of compulsory schooling (Lebanon, Iraq).
- An expansion of infrastructure and human resources are required to implement the NFCL (Jordan) and the NAP (Lebanon).
- All countries except Jordan<sup>51</sup> should consider drafting a list of light work (as recommended in ILO Convention 138), as such a list may facilitate the work of children in non-hazardous activities that do not hamper their education.

## 8.3. Capacity-building and awareness-raising

- Capacity building of technical staff in international agencies and NGOs is needed, both in child protection and other sectors (e.g. education and livelihoods), especially on the worst forms of child labour.
- Likewise, capacity building on child labour is needed for front-line workers.
- Develop an ILO SCREAM (Supporting Children’s Rights through Education, Arts, and the Media) manual on the worst forms of child labour in emergencies, which adapts existing SCREAM modules to an emergency setting.
- The draft inter-agency toolkit on the worst forms of child labour in emergencies should be adapted to the 3RP context.
- Specific training manuals have been requested by interviewed stakeholders:
  - Manual for private sector (Turkey)
  - Manual for labour inspectors (Iraq)
- Awareness-raising on child labour among refugees needed (Turkey)

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<sup>51</sup> There is no provision for “light work” in Jordan (see Section 3).

## 8.4. Guidance for child protection case management

- Revised section on child labour in various SOPs is needed (all countries)
- A specific manual on child labour for case managers was requested by several stakeholders.

## 8.5. Linkages with cash/livelihoods

- In all countries, vulnerability assessment criteria should include an assessment of child labour.
- When the economic vulnerability of households is being assessed, income from child labour should be left out.
- Labour market analysis is needed, in order to better understand the demand for child labour (Iraq).
- The lack of livelihood opportunities for parents needs to be remedied, in order to protect children from being pushed into work.
- The common restriction of livelihood opportunities for adults only (above 18) should be reviewed, in order to address the situation of adolescents above the minimum age for work and their families.
- Targeting for livelihood programming should consider prioritising families of children at risk of the WFCL.

## 8.6. Linkages with education

- A better understanding of the reasons why children and youth are out of school is needed, including barriers that children and their households face.
- Better linkages to protection risks need to be articulated, as well as the importance of child labour in affecting the demand for education.
- Special attention should be given to secondary education, as the opportunity costs of education increase for children involved in or at risk of child labour.
- Likewise the role of TVET in providing skills for decent work (as opposed to hazardous child labour) should be strengthened.
- There is a lack of a remedial strategy for out-of-school children (e.g. in Jordan)
- Integrated service delivery models at the community level such as child and family centres that include child protection, education and adolescent programmes are needed, as well as learning from the experience of organizations which deliver services on a large scale in the sub-region, such as UNRWA.<sup>52</sup>

## 8.7. Linkages with decent work

- Policies and programmes on child labour should be aligned with the ILO's decent work agenda. In particular, efforts should be undertaken to:
  - improve the regulation of the presence of Syrian workers in the labour market by introducing job placement mechanisms and promoting measures preventing unacceptable working conditions (in terms of wages, occupational safety and health, etc.), including through negotiated social monitoring among host and refugee

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<sup>52</sup> NLG: "The No Lost Generation Initiative: Next phase." October 2015.

communities and enhanced labour inspection capacity, and monitor the effects of such efforts on child labour.<sup>53</sup>

- integrate child labour concerns in social dialogue focusing on refugees' access to employment and labour markets, and collective representation, as well as in projects aimed at creating a win-win situation that yields social and economic dividends for the host economies.<sup>54</sup>
- pay close attention to the role of occupational safety and health (OSH) in reducing the risks and hazards for working children above the minimum age for work.

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<sup>53</sup> ILO: "The ILO response to the Syrian refugee crisis. February 2016 update."

<sup>54</sup> Ibid.

## **Annex 1: List of persons interviewed**

### **1. Regional level**

Laurent Raguin, Senior Regional Operations Manager, UNHCR

Tayyar Sukru Cansizoglu, Senior Regional Protection Coordinator, UNHCR

Amanda Melville, Senior Regional Protection Officer (Child), UNHCR

Vick Ikobwa, Education Officer, UNHCR

Isabella Castrogiovanni, Regional Adviser, Child Protection, UNICEF

Arthur Van Diesen, Social Policy Adviser, UNICEF

Francesco Calcagno, Education Specialist, UNICEF

Frank Hagemann, Deputy Director, ILO (Beirut)

Hans van de Glind, Migration Specialist, ILO (Beirut)

Annabella Skof, Programme Officer, ILO (Beirut)

Snezhi Bedalli, Desk Officer, Middle East and Central Asia, ILO (Geneva)

Hyewon Jung, Livelihoods and Economic Recovery Specialist, UNDP

Sandra Maignant, CP Technical Advisor, International Rescue Committee (London)

Jumanah Zabaneh, Middle East Eurasia Regional Representative, Child Protection Initiative, Save the Children

David Andrés Vinas, Advocacy Specialist, Save the Children

Audrey Bollier, Regional Child Protection (CP) Advisor – Middle East, International Medical Corps

### **2. Jordan**

Douglas di Salvo, Senior Protection Officer, UNHCR

Zaina Jadaan, Protection National Officer, UNHCR

Muhamed Rafiq Khan, Senior Protection Officer, UNICEF

Eliza Murtazaeva, Child Protection Specialist, UNICEF

Insaf Nizam, Chief Technical Adviser (Child Labour), ILO

Nihayat Dabdoub, National Project Coordinator, ILO

Sana al-Hyari, Child Protection Advisor, Save the Children

Sharmila Shrewprasad, Advocacy Specialist, Save the Children

Curtis Rhodes, Director, Questscope

### **3. Lebanon**

Amra Lee, Protection Officer, UNHCR

Marc Petzold, Vulnerability Specialist, UNHCR

Anthony Macdonald, Chief of Child Protection, UNICEF

Carlos Bohorquez, National Protection Officer, UNICEF

Hayat Osseiran, Consultant, ILO

### **4. Turkey**

Damla Taskin, Livelihoods Officer for Turkey and MENA Region, UNHCR

Iraz Öykü Soyalp, Child Labour Focal Point, UNICEF

Nejat Kocabay, Programme Officer, ILO

### **5. Iraq**

Rekha Menon, Child Protection Officer, UNHCR

Brigid Kennedy Pfister, Chief of Child Protection, UNICEF

Mariyampillai Mariyaselvam, Child Protection Specialist, UNICEF

### **6. Egypt**

Helen Hayford, Associate Child Protection Officer, UNHCR

Elisa Calpona, Child Protection Specialist, UNICEF

## Annex 2: Child labour assessments

### 1. Regional

<b>Assessments</b>	<b>Country</b>	<b>By</b>	<b>Comments</b>
Small hands, heavy burden: How the Syria crisis is driving children into the workforce, 2015	Regional	UNICEF / SC	
Child Labour Report 2016: Child labour among refugees of the Syrian conflict	Regional	Terre des Hommes	
The impact of cash assistance on reducing negative coping mechanisms among Syrian refugees in Egypt, Jordan and Lebanon (forthcoming)	Regional	Oxford Policy Management (for UNHCR)	Draft
Syria Crisis Education Strategic Paper, 2016	Regional	London Conference	Highlights the need to link with CP and SP for CL
Regional dialogue on labour market impact of the Syrian refugee crisis, 2015	Regional	ILO	Includes discussion of livelihoods

### 2. Jordan

<b>Assessments</b>	<b>By</b>	<b>Comments</b>
Evaluation of UNICEF's PSS Response for Syrian children, 2015	UNICEF	
"A window of hope": Child cash grant programme – post-distribution monitoring report, 2015	UNICEF	
Stocktaking of Good Practice on child labour	CL Task Force	Forthcoming (July)
National CL survey (forthcoming)	ILO	Forthcoming (July)
Report of the rapid assessment on child labour in the urban informal sector, 2014	ILO	
Rapid assessment of CL in agriculture and informal sector, 2014	ILO	
Impact Assessment of the National Framework for Combating Child Labour in Jordan during its Pilot Phase 2011-2015	ILO	Not for circulation!
Baseline assessment of child labour among Syrian refugees in Za'atari Camp, 2014	UNICEF / SC	
CL in the urban informal sector, 2014	ILO	
CL among Syrian refugees in Jordan, 2016	SN4HR	

### 3. Lebanon

<b>Assessments</b>	<b>By</b>	<b>Comments</b>
Protection monitoring – Child labour report – Syrian refugees in Lebanon	DRC	
Struggling to survive: Slavery and exploitation of Syrian refugees in Lebanon, 2016	Freedom Fund	One chapter on CL

Impact of multipurpose cash assistance on outcomes for children in Lebanon, 2015	UNHCR / SC	Small section on CL
Rapid assessment on child labour in North Lebanon (Tripoli and Akkar) and Bekaa Governorates, 2012	ILO	
Children living and working on the streets, 2015	ILO / UNICEF / SCI	

#### 4. Turkey

<b>Assessments</b>	<b>By</b>	<b>Comments</b>
Children working on the streets in Ankara, 2016	ILO	
Outlook of employers and workers in Sanliurfa to the employment of Syrians	ILO	
Basic training programme on child labour with a child rights perspective assessment report, 2013	UNICEF	
FO Istanbul CP report, June 2016	UNHCR	
FO Istanbul CL report, June 2016	UNHCR	

#### 5. Iraq

<b>Assessments</b>	<b>By</b>	<b>Comments</b>
Rapid assessment on the WFCL, 2016	UNICEF	
Assessment of the Situation of Child Labour among Syrian Refugee Children in the KRI, 2014	N. Grisewood for UNICEF	Draft (unpublished?)

## Annex 3: Other documents and publications

“3RP 2016-2017: Mid-year report 2016”. June 2016.

Alsharabati, Carole, and Carine Lahoud: “Analysis of a child labour survey.” 2016.

Child Protection Cluster: “Responding to the worst forms of child labour in emergencies.” 2015.

ILO: “Potatoes and leafy green vegetables: value chain analysis (Akkar, Lebanon)”. Regional Office for the Arab States, 2015.

ILO: “The ILO response to the Syrian refugee crisis. February 2016 update.”

ILO/FAFO: “Impact of Syrian refugees on the Jordanian labour market.” 2015

IRC: “Street and Working Children Newsletter - March 2016.” Lebanon, 2016.

London 2016 Conference: “Syria Crisis Education Strategic Paper”. 2016.

NLG: “The No Lost Generation Initiative: Next phase.” October 2015.

Oxford Policy Management: “The impact of cash assistance on reducing negative coping mechanisms among Syrian refugees in Egypt, Jordan and Lebanon.” Unpublished draft, August 2015.

Understanding Children’s Work (UCW): “Cash transfers and child labor”. Working Paper. Jacobus de Hoop, and Furio C. Rosati, 2014.

UNHCR: “MENA Regional Workshop on out-of-school children and youth.” Workshop report, July 2015.

UNHCR: “The impact of multi-purpose case assistance on outcomes for children in Lebanon.” December 2015.

UNICEF: “A window of hope: UNICEF Child Cash Grant Programme in Jordan – post-distribution monitoring report, 2015.” Jordan, December 2015.

UNICEF: “Feasibility study: Education-focused cash transfer for Syrian refugee children.” Lebanon, February 2016.

UNICEF/UNHCR: “Child Protection Syria Crisis Regional Interagency Workshop Report.” May, 2015.