



**MULTI-DONOR TRUST FUND FOR
UN ACTION AGAINST SEXUAL VIOLENCE IN CONFLICT¹**

INTERIM NARRATIVE REPORT COVER PAGE

Participating UN Organization(s): UNICEF, UNAMI	Project² Title: Coordinated Action to Respond to the Needs of Child Born of Rape, Children Born to ISIL Fighters, and Their Survivor Mothers
Focal Point of Participating UN Organization(s): Name: Vedasto Nsanzugwanko, Chief, Child Protection, UNICEF Iraq Address: Telephone: +964 (0)7827820216 Email: vnsanzugwanko@unicef.org Name: Idah Muema, UNAMI Telephone: +964 7901 931 296 Email: muemai@un.org	Report Number: 2018 Annual Report Project Location(s): Iraq
UN Action pillar of activity: <input checked="" type="checkbox"/> Advocacy <input checked="" type="checkbox"/> Knowledge building <input checked="" type="checkbox"/> Support to UN system at country level	Reporting Period: January 1 – December 31, 2018
Project Budget: \$ 200,000	

List Implementing Partners: <ul style="list-style-type: none"> UNICEF, UNAMI 	Project Coverage/Scope: Specify in which region and/or national coverage/scope of the project National coverage
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Project Duration/Closed Project: <ul style="list-style-type: none"> Provide the project duration. 21 months (12 months + 9 months extension)
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¹ Only relevant if project is more than one fiscal year (i.e. 1 January - 31 December)

² The term “project” is used for projects, programmes and joint programmes

- Report on budget revisions and extensions and provide the new dates.
No-cost extension approved from 1st October 2018 to 30th June 2019
- Indicate if the project has been operationally closed during the reporting period.
N/A

Report Formatting Instructions

- Do not put the narrative text into boxes and do not incorporate boxes into the narrative report.
- Attach charts, graphs, etc. as annexes to the report and clearly reference using footnotes
- Number all sections and paragraphs as indicated below
- Format the entire document using 12 point Times New Roman & do not use colours

INTERIM NARRATIVE REPORT FORMAT

I. Purpose

This UNICEF and UNAMI joint project funded by the UN Action Against Sexual Violence in Conflict addresses the needs and situation of children born of rape and to people perceived of affiliation with ISIL in Iraq. Specifically, this project aims to: (1) Assess the scope of the problem of children born of rape; (2) Review and provide analysis of the legal framework; (3) Map existing responses in different locations, including judicial and local authorities' handling of cases and support provided by NGOs/CSOs and treatment of children in similar situations in Iraq; (4) Engage relevant ministries, governmental authorities, tribal, religious leaders, community, and women leaders, and any task forces focused on implementation of the joint communique; (5) Identify gaps and areas of advocacy or intervention to follow up; (6) Develop coordinated response strategy to be taken forward by the established taskforce and relevant actors; and (7) Support coordination of UN agencies and national and international NGOs responding to survivors of Conflict-Related Sexual Violence (CRSV) and their children to jointly address this complex issue. This project directly supports one of the priority areas of the Joint Communiqué signed between the Government of Iraq and the United Nations.

UNICEF and UNAMI are the lead implementing partners for this project, in collaboration with other UN Agencies. The programme is managed jointly by UNICEF and UNAMI, with funding going to UNICEF. UNICEF's mandate for children and UNAMI's leadership and coordination role for work on conflict-related sexual violence makes both agencies uniquely positioned to take the lead on this project. The main outcomes and outputs of the project are:

Outcome: Government ministries, national actors, and INGO take a cross-sectoral approach to addressing CRSV and needs of children born of rape/to ISIL fighters, and survivors of CRSV.

- *Indicator:* Policies and legal frameworks that facilitate response programmes addressing the needs of children born of rape/ to ISIL fighters, and survivors of CRSV are formulated and work begun to operationalize through action framework and coordination mechanisms (working group or task force)

Output 1: Capacity of UN Agencies strengthened to address issues of children born of rape

- *Indicator:* # UNA-funded field level human resources supporting improved conflict-related sexual violence (CRSV) prevention and response.

Output 2: Capacity and engagement of government, other national actors, and international non-governmental organisations (INGO) to confront the challenges of addressing conflict-related sexual violence (CRSV) and protecting children born of rape strengthened.

- *Indicator:* Increased engagement, capacity and understanding of the gaps in knowledge, practices, advocacy and technical expertise among government, national actors, and INGOs regarding CRSV and children born of rape

Output 3: Capacity, technical expertise of UN agencies, INGO, and national actors leveraged to address identified gaps and strengthen positive response and access to services for children born of rape, children born to ISIL fighters, and survivors of conflict-related sexual violence.

- *Indicators:*
 - Action plan developed with joint commitment from taskforce and clear benchmarks for action
 - # events conducted to share findings of analytical review & action plan
 - % gaps or challenges identified in analysis addressed in the action framework

This project contributes to and supports all three pillars: support to UN system action at country level, advocacy, and knowledge-building. The proposed intervention first focuses on knowledge building, establishing clear understanding of the situation of children born from rape and their survivor mothers and barriers to accessing services, including documentation. Based on the information generated from this phase, a coordinated response plan will be developed for UN and NGOs partners to the project, including clear advocacy messaging.

Relevant UN agencies and NGO partners will be consulted throughout the process, including in the development of the terms of reference for the taskforce. As each agency and organisation is engaged in different pieces of work that contribute to this overall issue, it is vital to have a comprehensive body of actors engaged. The initial consultation conducted included UNICEF, UNFPA, UNHCR, UNAMI, and the International Rescue Committee (IRC). This group will be expanded to include other humanitarian actors who are implicated in work on these issues.

UNICEF leads the national Child Protection sub-cluster (CPSC) in Iraq to coordinate the CP response in the continuing emergency in the country. UNAMI and UNICEF actively engage in GBV coordination at national and sub-national levels across Iraq, including as members of the Strategic Advisory Group (SAG) of the GBV Sub Cluster (GBVSC). UNICEF and UNAMI will continue to engage other stakeholders including UN OCHA, UNFPA, UNHCR, UNDP, as well as local civil society, local organisations, and international NGOs. Consultations with field level working groups will be conducted as part of the foundational research phase of the project in order to better understand current practices, barriers, and challenges.

II. Resources

The project is solely funded through the contribution from UN Action. A total project budget of \$200,000 has been received by UNICEF. As of Annual Reporting in March 2019, UNICEF has expended approximately 35 per cent of the total project budget, with around 20 per cent in open commitments.

III. Implementation and Monitoring Arrangements

UNICEF has thorough monitoring and evaluation processes for all its programmes. There is a dedicated Planning, Monitoring and Evaluation Unit in the main UNICEF country office that supports programme monitoring.

UNICEF has comprehensive financial rules and regulations, applicable throughout the organisation, to ensure that appropriate internal control mechanisms are in place to establish cash-management and resource-transaction processes in the field. All elements of financial management and internal control are addressed, including management accountability, receipt, custody, and disposal of funds, risk management, and conformity to budget guidelines. All UNICEF offices are regularly audited to ensure compliance.

Strict policies and procedures are imposed relating to the monitoring of cash transfers to implementing partners. Among other things, the policy states that UNICEF staff must seek assurance on the financial management capacity of the partner and on the progress in implementation of the agreed work. UNICEF staff are obliged to carefully monitor the actual implementation of the agreed programmes.

The main implementation mechanism for this project is the engagement of external technical expertise (national consultants with legal background and professional experience) to carry out the needed review of documents, development of action plans, and other related project activities. Implementation is supported through the dedicated taskforce/coordination group of UN agencies, NGOs/CSOs, and others identified as relevant for support to affected children.

There will be validation with different stakeholders throughout the project to ensure that their views are effectively reflected in the reports, plans, and advocacy messages that come out of this process and that that are are validated by stakeholders.

IV. Results

In 2018, UNICEF and UNAMI made significant headway towards achieving project outcomes and outputs, in particular with the completion of a complex legal framework analysis and the availability of a draft report from the project's consultants, which is currently under review by UNICEF and UNAMI. All preliminary work for the mapping matrix and establishment of the taskforce has been completed, and the initial taskforce meeting was held in November 2018. A detailed summary of progress under each project output is provided below.

Output 1 Capacity of UN Agencies strengthened to address issues of children born of rape

Indicator: # UNA-funded field level human resources supporting improved conflict-related sexual violence (CRSV) prevention and response - *achieved*

Progress: Two dedicated human resource positions to analyze the problem and increase engagement have been hired and are working: 1) National Legal Consultant and 2) a National Coordination and Community Engagement Consultant.

UNICEF with the support of the National Legal Consultant carried out foundational research of the legal framework in Iraq related to the issue of children born of rape. This included desk review of national legal and regulatory framework to identify laws, regulations, policies and practices related to civil documentation and registration for children born of rape or in ISIL-controlled territory and their mothers, including marriage and birth registration. In addition, stakeholder analysis was conducted to identify the key stakeholders from among the Ministries, governmental authorities (MoDM, MoLSA, MoI, MoJ,

MoH³, registration authorities, High Judicial Council, etc.), and legal experts, and analyzed their level of interest and influence over the laws and policies and their application in practice to determine entry points for action. The legal analysis also looked at existing responses in different locations, including judicial and local authorities' handling of cases, and treatment of children and women facing legal registration issues.

The analytical report of findings from the legal analysis of the legal framework, practices and challenges has been submitted by the Legal Consultant and is being reviewed to determine the application of the findings to inform future coordinated actions on this issue and give a way forward as well as identify specific constraints and areas of engagement needed. The recommendation to deploy mobile legal clinics to areas with high birth registration needs (i.e. areas previously held under ISIL control) came from the legal analysis; UNICEF used this recommendation to advocate for this with MoLSA who have indicated they would consider piloting this initiative.

Challenges:

- The legal consultancy was short (3 months) given complexity of the problem and the need to develop trust with various stakeholders. The issues covered by the legal report and discussed during key informant interviews were sensitive and not all stakeholders were willing to provide frank and open information. Security concerns raised by some of the key informants may have created barriers to sharing of information despite the fact that confidentiality was assured. Due to these factors, this report was initially delayed and is being held as confidential with only limited circulation. Presentation of findings and recommendations will be organised with relevant stakeholders following the review of findings and recommendations by UNICEF and UNAMI to determine which findings can be shared publicly.

Output 2 Capacity and engagement of government, other national actors, and international non-governmental organisations (INGO) to confront the challenges of addressing CRSV and protecting children born of rape strengthened.

Indicator: Increased engagement, capacity and understanding of the gaps in knowledge, practices, advocacy and technical expertise among government, national actors, and INGOs regarding CRSV and children born of rape – *in progress*

Progress: Mapping and analysis of current practices, capacity, and gaps in knowledge, and coordination meetings with relevant stakeholders are in progress. Work has started and data collection to develop the mapping matrix and situation analysis is ongoing. Coordination meetings with relevant stakeholders have also started and are ongoing.

During the reporting period, initial mapping of existing actors and responses identified 44 NGO/CSO organizations who are in some way working on the issue or have at least one type of relevant service available to children born as a result of conflict and their mothers. This list is being further vetted and narrowed down to develop a detailed focused mapping of services for affected children by geographic location. This will allow for identification of knowledge gaps and barriers to effective response and will guide the next stages of the project and highlight areas where further research and advocacy is required.

Coordination meetings with relevant stakeholders have also started and are ongoing. Meetings with governmental stakeholders, NGOs and CSOs as well as site visits to IDP camps with high number of

³ Ministry of Displacement and Migration; Ministry of Labour and Social Affairs; Ministry of Interior; Ministry of Justice; Ministry of Health

vulnerable families linked to ISIL were already conducted. To date, the project's National Coordination and Community Engagement consultant has met with and interviewed a range of stakeholders including:

- Representatives of UN agencies, including UNAMI, UNDP, UNFPA, UNHCR⁴
- Representatives of governmental institutions, including members of the National Reconciliation Committee, and Director General of the General Directorate of Combating Violence against Women
- 20 interviews with representatives from 18 local and international NGOs and CSOs.
- Three meetings with Dr. Ibtisam Aziz, Director General of the Women Empowerment Department of the Council of Ministers and the high-level focal point on Conflict-Related Sexual Violence.
- A meeting of the Technical Support Committee for implementation of the Joint Communique in Baghdad, October 2018.
- Site visits to six IDP camps (Jeda'ah 4, 5 and 6, Qayyara Airstrip in Ninewa; Daquq IDP camp in Kirkuk; Al Shahama IDP camp in Salah al Din, and Habbaniyah Tourist City camp in Anbar) with high numbers of families considered vulnerable (because of actual or perceived affiliation to ISIL) where she met with service providers and community members.

The consultant submitted draft inception report of situation analysis with preliminary findings and it is under review by UNICEF and UNAMI. Once all gathered data is compiled and analyzed, it will be first validated by stakeholders (i.e. with the taskforce members during one of the meetings), and a full situation analysis of findings will be available. This will be supplemented by mapping matrix of existing responses and support provided by NGOs/CSOs to develop the way forward on addressing the most critical gaps.

Challenges:

- In view of the changing context in Iraq, with large numbers of IDPs returning to re-taken areas and reduced funding levels for humanitarian response, including for Protection activities, there are frequent shifts and changes in types and levels of child protection, GBV and other services available to children born of rape in different locations, as some partners are scaling down or closing projects. This makes the mapping of responses and gaps by NGOs/CSOs challenging. In consultation with the taskforce members, UNICEF and UNAMI will reassess the feasibility of a mapping matrix, by location, in this constantly-changing environment in lieu of other more practical tool or approach.

Output 3. Capacity and technical expertise of UN agencies, INGO, and national actors leveraged to address identified gaps and strengthen positive response and access to services for children born of rape, children born to ISIL fighters, and survivors of conflict-related sexual violence.

Indicators:

- Action plan developed with joint commitment from taskforce and clear benchmarks for action – *not started*
- # events conducted to share findings of analytical review & action plan – *in progress*
- % gaps or challenges identified in analysis addressed in the action framework – *not started*

Progress: In 2018, UNICEF and UNAMI held the first taskforce meeting with a smaller group of partners

⁴ United Nations Assistance Mission in Iraq; United Nations Development Programme; United Nations Populations Fund; United Nations High Commission for Refugees

who have been identified, through the consultant's mapping, as working intensively on addressing the needs of children born to ISIL members and their families. The meeting was held on 29 November 2018 with representatives from UNICEF, UNAMI, the CPSC and GBVSC, UNFPA, UN Women, UNAMI /Human Rights Office, and eight I/NGO partners participating. The main agenda items were to introduce the UN Action project and the purpose of the taskforce to the members, and to review the group's Terms of Reference (ToR).

The participating agencies have suggested to keep the focus of the taskforce/coordination group (a term preferred by the members) open to include distinct categories of children. Members felt that the work of the coordination group should focus on children born to ISIL members and those born in locations formerly under ISIL control, in addition to children born of rape. The members also suggested that the coordination group meetings should be held every two months to make it feasible for the same person (management/decision-making level staff) from the participating UN agencies and NGOs to participate in all the meetings so there is an overall continuity and ownership of the work by participating members.

Work on an action plan was not initiated in 2018; this is planned to take place in the first half of 2019. The findings of the consultants' mapping of responses and services to date were shared with the coordination group in the February 2019 meeting, therefore some progress was made against this indicator. Since the action framework will be developed in 2019, UNICEF will provide updates in the following reports to UN Action.

Challenges:

- The analysis reports, mapping matrix, and all other deliverables for which the National Coordination and Community Engagement Consultant is responsible are prepared in Arabic and need to be translated into English for review and further analysis by UNICEF and UNAMI. The translation of the reports requires engagement of professional services and additional time, which is affecting the timeliness for developing action plan with the coordination group as the reports' findings are supposed to form the basis for this.
- Due to the sensitivity of the issues addressed by this project, it is also foreseen that more time will be needed for the validation of findings and the coordinated action plan given the validation will need to be carried out separately with diverse groups of stakeholders (i.e. affected women and children, tribal and religious leaders, UN agencies and NGOs/CSOs, government stakeholders, etc.).

Outcome: Government ministries, national actors, and INGO take a cross-sector approach to addressing CRSV and needs of children born of rape/ to ISIL fighters, and survivors of CRSV.

Indicator: Policies and legal frameworks that facilitate response programmes addressing the needs of children born of rape/to ISIL fighters, and survivors of CRSV are formulated and work begun to operationalize through action framework and coordination mechanisms (working group or task force) – *in progress*

Progress: The complex legal framework analysis and draft report (currently under review by UNICEF and UNAMI) and the preliminary work for the mapping of current responses and establishment of the taskforce have been completed. The work is underway and ongoing with the initial taskforce meeting held in November 2018. Sustained progress is expected during the next project period as the data gathering and analysis to finalize the mapping matrix is completed, and the findings from both streams of research are validated and applied towards development of coordinated action framework to be undertaken forward by the taskforce.

Challenges:

- Other categories of vulnerable children without birth registration or civil/national documentation closely linked to the aims of this project have been identified through community level consultations and focus group discussions (FGD). As these other cases bear the same underlying legal and social barriers and levels of complexity as those linked to CRSV, it might prove to be difficult to fully separate them from the stream of work under the UN Action project. UNICEF will analyze this further to determine the best and most effective way of moving forward to avoid narrow, issue-based solutions to a shared problem.

V. Future Work Plan

Priority actions for the project for the next reporting period include:

- Finalizing of the coordination group ToR and plan the next meeting. The next coordination group meeting is scheduled for February 2019, with subsequent meetings to be held in two-month intervals as recommended by the group.
- Finalize the legal report on the analysis of legal framework
- Continue work on the mapping and to analyze the findings from the mapping exercise of existing responses (and gaps) and present the initial findings at the coordination group meeting for members' inputs and validation, prior to developing a full situation analysis of findings.
- Draft mapping matrix of existing responses and support provided by NGOs/CSOs and the most critical gaps.