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Men working at illegal logging camp in Ucayali, Peru, 2015 (© ILO)

Peru's NAP on forced labour includes measures to address forced labour in illegal logging in the Amazon region.

▶ 6. Monitoring and evaluation of the NAP



Monitoring and Evaluation (M&E) is critical to the successful implementation of a NAP, from monitoring progress to learning from actions and experiences, which could contribute to the revision of the NAP or the development of the subsequent NAPs. Concrete efforts need to go into developing a comprehensive M&E framework, and it is recommended to dedicate a section of the NAP for this purpose. Partners can refer to **Tool No. 16** that presents each component of the M&E framework with more details.

A learning process

Monitoring is a permanent ongoing activity undertaken throughout the life of the NAP, providing implementing partners with a continuous flow of data about performance. It generally refers to the collection of data that measures progress (based on performance indicators or other metrics). Progress is tracked based on expectations (targets) set before activities are implemented (USDOS, 2016).

Monitoring is essential to:

- ▶ Track progress and whether the NAP achieves its objectives;
- ▶ Improve policies and programmes based on data collected, challenges and learnings;
- ▶ Provide accountability to the population and those providing the resources; and
- ▶ Strengthen action and commitment – as what is measured is more likely to be prioritized.

Evaluation is “the process of determining the worth or significance of a development activity, policy or program to determine the relevance of objectives, the efficacy of design and implementation, the efficiency of resource use, and the sustainability of results” (OECD, 2002, p. 22). It is recommended to plan and budget the final evaluation in the NAP itself so as to inform the following NAP with the learnings related to the relevance and fulfilment of the objectives, the efficiency, effectiveness, impact and sustainability of the actions.

Learning from previous NAPs

When its first NAP on child labour (2001–2005) came to an end, Honduras conducted a thorough evaluation of its implementation. The results permitted to draw lessons learned, to recognize practices and actions that were fruitful, to measure improvements, but also to identify the remaining gaps.

Honduras built on these findings to draft its second NAP on child labour (2008–2015). This NAP expressly refers to the conclusions and recommendations of the M&E report of the first NAP. For example, the evaluation showed a lack of communication between the national commission and the regional sub-councils, hence proposing to create a reporting system between all. This reporting obligation was integrated into the second NAP.

Before developing an M&E framework, stakeholders need to identify the forced labour challenges and the desired impact they expect from the NAP. This requires a good understanding of the forced labour situation in the country as well as its root causes. Once the overall goal is clear, a results framework¹⁵ can be developed, showing the activities, outputs and outcomes that will lead to the desired longer-term goal.

When developing an M&E framework, it is also important to identify the critical assumptions and risks, which may affect the interventions and outcomes. These can include for instance, the assumption that there is a stable security and health context in the country. A civil war or health pandemic could inhibit implementing partners from achieving the NAP's planned results. In addition, risks can also include a financial crisis, or an insecure political environment. These risks should be identified and mitigation strategies should be considered wherever possible. The assumptions and risks are often outlined alongside the theory of change and the results framework (see more about the theory of change in section 3).

In order to monitor progress towards achieving the NAP's goal, the next step is the development of appropriate indicators for the objectives, outcomes and outputs as well as the setting of targets. The M&E framework should also include the means of verification for the indicators, frequency of data collection, the responsible agency for data collection, the data sources as well as baseline values. As data will be collected regularly, it is also important to outline the responsibilities for data analysis and reporting timeframes in the narrative of the M&E section of the NAP to ensure that the data is used to support implementation.

The simplest way to develop and present the M&E framework is often in a table format. **Tool No. 16** includes a template that can be adapted to build the M&E framework for a NAP. It should include clear indicators and targets. These indicators should also have the relevant disaggregation where necessary (for instance by gender, region, district and age). It is recommended to involve all stakeholders in the development of the M&E framework, including social partners. It may be useful, especially for Alliance 8.7 **pathfinder countries**, to also engage with the key partners dealing with the SDG Targets so that the indicators developed can also serve for the monitoring of SDG Target 8.7 (see **Tool No. 6** to better grasp the links between SDGs and forced labour).



Setting up a monitoring and evaluation framework

Like most NAPs, the NAP on child labour (2015) from Papua New Guinea has a dedicated chapter on monitoring and evaluation. The NAP sets up a comprehensive framework by identifying the partners responsible for monitoring and evaluating its implementation; by presenting the preferred means and methodology to conduct these tasks; and by attributing monitoring indicators for every activity planned.

However, the implementation of the NAP can differ from what was expected when drafting it. Thus, the framework of the Papua New Guinea NAP charges the relevant stakeholders with determining more concrete and timely monitoring actions, throughout the implementation period.

15- For more information on developing a results framework, see for example: World Bank, 2012.

A continuous process

Regular reviews should be carried out during the implementation of the NAP. It is important to monitor performance in reaching targets established in the NAP in order for partners to take stock and assess progress. Regular M&E will enable one to determine whether or not targets for delivery have been fulfilled, if they are behind schedule or ahead, if there is a need to adjust strategies or change activities and timeframes. This is an essential element in ensuring that the NAP is on track to produce its results and to generate important learnings that may be used in the future. If an M&E framework is formulated and then left “on the shelf” for years, until the end of the NAP, it may no longer be useful. Chances are that many lessons will be forgotten, that data collection systems have changed and some indicators can no longer be verified, or that activities may have been changed but no one remembers why. This would make evaluating the results of a NAP more difficult and less likely to result in lessons that can inform the current NAP or subsequent NAPs.

Hence, partners are encouraged to include activities in the NAP that will facilitate ongoing M&E as well as the recording and sharing of lessons learned. Such activities can also be viewed as an important input to capacity development through peer learning and support among partners. Activities that stimulate ongoing learning could include, for example, annual reviews or self-assessments against the indicators and targets in the NAP M&E framework; peer review of organizational work plans and proposals, such as budget proposals; joint monitoring visits; holding regular seminars and/or webinars on a key issue, new trends, experiences generated from implementation or new insights from research. These need not be extensive, multi-day events, but could simply be a short informal meeting. The use of webinars has the obvious advantage of allowing people in different locations (in decentralized government offices or social partner and NGO field offices) to participate.

Drawing on evaluation results

Monitoring and evaluating NAPs can support the development of subsequent improved NAPs. In **Argentina**, the third NAP on child labour (2018–2022) has been designed to integrate the lessons learned and recommendations from the independent evaluation of the two previous NAPs – undertaken with the support of the ILO.

Before drafting its second NAP on combating forced labour, **Brazil** monitored how the targets of the first NAP had (or had not) been met. The result was that 68.4 per cent of the 76 actions had been achieved. Building on this, the country was able to tailor the second NAP by setting up more realistic and priority goals, which were more likely to be reached. Brazil is moving forward with the M&E of its second NAP: the national commission responsible for its implementation created an online platform, in collaboration with the ILO and the NGO Reportér Brasil, to ensure the regular monitoring of the NAP.*

*www.monitoramentopnete.org.br.

If partners intend to formulate and implement a subsequent NAP, it is important that the final evaluation of the current NAP is designed to derive as many lessons learned as possible. Evaluations are, essentially, meant to facilitate learning (as opposed to “fault finding”) and it is important that the Terms of Reference for the evaluation stresses the need to gather and analyse both positive lessons/good practices and lessons learned from challenges. This will allow partners to replicate and scale up good practices and address challenges explicitly in the next NAP. Often challenges are unforeseen at the time of development and will only materialize during implementation. By analysing past challenges, partners may be able to pre-empt future challenges for subsequent NAPs. (See section 7 for more information on sharing lessons learned).



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Domestic worker, Costa Rica, 2010 (© ILO/G. Bolanos and F. Vindas).

With ILO support, Costa Rica adopted a Roadmap to free the country from child labour and its worst forms (including forced labour).

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Useful links

50forfreedom: <http://50forfreedom.org/>

The 50 for Freedom campaign is led by the International Labour Organization (ILO) and its partners, the International Trade Union Confederation (ITUC) and the International Organization of Employers (IOE), and is supported by more than 35 organizations, artists and human rights activists. Its aim is to reach 50 ratifications of the 2014 ILO Forced Labour Protocol and promote its implementation. It also aims to raise awareness, share innovative practices and enhance action to combat all forms of forced labour.

Alliance 8.7: www.alliance87.org/

Launched in 2016, the Alliance 8.7 is a global partnership that is bringing together all interested parties to join forces in achieving SDG Target 8.7 aiming at a world without forced labour, modern slavery, human trafficking and child labour. In 2020, the Alliance has so far gathered 17 pathfinder countries and 225 partner organizations.

Global Business Network on Forced Labour: <https://flbusiness.network/>

The ILO's Global Business Network on Forced Labour brings together businesses of all sizes and sectors, and their networks, from around the globe to eradicate forced labour. Its members and partners work to engage smaller enterprises, develop resources and tools, and devise local solutions that help shape national frameworks to create lasting change.