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Woman working in the Qualified Industrial Zone Al Hassan, Jordan, 2017 (© ILO/A. Ancion)

The Workers' Centre in this QIZ provides support to migrant workers from the apparel industry, including to prevent forced labour.

5. NAP governance and implementation

Once a relevant and comprehensive NAP has been adopted, three elements are critical for successful implementation: effective oversight, good coordination, and regular communication and knowledge-sharing among partners.

Oversight mechanisms

Oversight aims at keeping a watchful eye on the implementation of the NAP. It should be led by the government, in collaboration with other partners, starting with employers' and workers' organizations. The purpose of oversight is to:

▶ Ensure that the NAP is implemented effectively and according to plan: Are the objectives and targets established under the NAP achieved by the government and responsible partners?

▶ Hold implementing partners accountable for what they committed to do.

▶ Ensure that the NAP strategy is in line with other, broader, national priorities and policies (e.g., national development plan, SDGs).

▶ Monitor the allocation and use of resources.

▶ Ensure that progress and achievements are recorded and reported.

▶ Evaluate the NAP and adjust strategies when needed.

▶ Identify possible implementation challenges and risks, and develop mitigation plans.

▶ Share the NAP results and priorities among policy makers, partners and the public.

Oversight of the NAP is usually the responsibility of a committee, consisting of representatives of key national institutions and led by the government. Committee members are often high level representatives who can provide a bird's eye perspective of the NAP and give guidance to those engaged in its direct implementation. The oversight body should include representatives of the most relevant entities: different ministries of the government (in particular Labour, Justice, Interior, but also Gender, Education, Economy, as appropriate), workers' and employers' organizations (national as well as sectoral), and law enforcement agencies (police, labour inspection, immigration services). It should also ensure representation of victims and affected or vulnerable communities, such as indigenous groups, as well as equal representation of men and women. Depending on the national context, the national human rights institution, the national rapporteur (on trafficking, forced labour or related issues), research institutes and media representatives can take part as well. International organizations such as the ILO, UNODC, IOM, or regional organizations such as the OSCE, the ASEAN, the African Union, can be invited to join as observers and be consulted as needed. Oversight should be discussed with all stakeholders involved: it will be more effective if it is welcomed by everyone, and seen as a way to improve the implementation of the NAP.[13] It works best when the oversight process is participatory and comprehensive.

13- For more information about oversight mechanisms, visit the Community Tool Box, Chapter 40, Section 4 "Establishing Oversight Mechanisms", from the Center for Community Health and Development at the University of Kansas. Available at: https://ctb.ku.edu/en/table-of-contents/maintain/maintain-quality-performance/establishing-oversight-mechanisms/main.

In order to ensure the participation of all relevant stakeholders, it is important to assess potential obstacles that could prevent some from participating and take the necessary measures to overcome these. For instance, interpretation may be needed to allow representatives of different groups to participate.

The decision on whether the oversight body should be a stand-alone committee or nested within an existing governance structure depends on national systems in place and the context. For example, it may be more effective to nest NAP oversight within an existing body in a country that has an elaborate governance structure, such as committees on human rights, labour and employment, human trafficking or other relevant mandates. Alternatively, partners may decide to establish a new oversight mechanism specifically for the NAP on forced labour. Partners then have to decide on a range of organizational issues, such as those listed below:

▶ At which level should the oversight committee operate? (i.e., should members be politically elected? Should they be high-level representatives?).

▶ Which partner agencies and other organizations should be represented in the committee?

▶ Should the committee be a permanent statutory body or an ad-hoc committee in place only for the duration of the NAP in question?

▶ How can the composition and mandate of the committee be changed when needed?

▶ How often should the committee meet?

Regardless of which structure is chosen, the oversight body must have a clear mandate and description of its role and duties. For the sake of transparency, its terms of reference can be published, for example on a government website, which in turn, is likely to increase understanding and buy-in among stakeholders.

Coordinating the NAP's implementation

It is important for the NAP to have a clear and detailed implementation plan. In some countries, the overall implementation plan can be included in the NAP (see section 4 on assigning clear roles and responsibilities). However, if partners have limited experience in NAP development and implementation, it may be easier and more effective to break down the process, adopting first the NAP and then developing the implementation plan at a later stage.

The implementation plan should provide details for the implementation of each activity under the NAP. It should provide timelines and identify the roles of each partner, including the lead partner if several partners are involved in one activity.

The implementation plan should also specify who is responsible for coordination. Most countries will set up a coordination group or committee that provides a forum for partners to meet and exchange information on a regular basis, plan joint activities, monitor implementation and report. The coordination group(s) can be set up at various levels (national, local). They may include sub-groups that focus on particular outcomes or activities that are either sizeable, critical to the successful implementation of the NAP, particularly complex or especially relevant in the country context. Sub-groups can also be set up, for a limited period of time, to see through particularly intense activities, such as advocacy campaigns.

Implementation guidelines

In the **Philippines**, partners have combined all of the oversight and coordination documentation for the NAP on child labour (2017 2022) into a full implementation guideline. This guideline contains the Terms of Reference for oversight and coordination bodies, detailed descriptions of the strategies employed under the NAP, of the overall goals and vision for the NAP and of other key issues that may have an impact on implementation (such as learning strategies for implementing partners). This includes information at both national and local levels, linking together the different implementation levels.

The implementation plan can be updated at regular intervals (e.g. yearly), which allows for more flexibility (see section 4 for more information on defining the NAP timeframe).

Yearly implementation plan

Maldives' NAP on trafficking (2015 2019) has a five year lifespan but a yearly implementation plan, divided into quarters. All activities have been attributed a "time target": either one specific quarter or for periodic activities, the same quarter each year to ensure regularity.

The implementation plan can be adapted from the template provided in Tool No. 14.

NAP implementation should also seek to foster tripartite social dialogue on forced labour. Social partners constitute strong allies in implementing the NAP and the different elements of the NAP strategies should be rolled out in close coordination with them. Support can also be found in national and international workers' and employers' organizations who overwhelmingly supported the adoption of the Forced Labour Protocol in 2014. The strong support and commitment from social partners was a demonstration of the strength of tripartism when motivated by social justice and human rights.[14]

Communication and knowledge sharing

Knowledge and information sharing among partners is key to make informed choices for the NAP, to support a coordinated implementation of the NAP and a continuous learning process throughout the life of the NAP. However, these are often overlooked during the NAP development and implementation phases.

Moreover, organizations face loss of knowledge and lessons due to staff turn-over. This is a fact of organizational life and it is therefore important to think of ways to make sure that the acquired knowledge is maintained in the institutional memory. This can be achieved through proper recording and filing systems, hand-overs between leaving and in-coming staff members, and sharing information as widely as possible. Effective monitoring and evaluation is also important to ensure regular reporting against indicators, to track progress, and identify challenges and lessons learned.
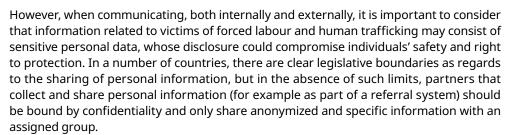
While most of the NAPs reviewed for this toolkit included information on coordination (timeframes, assigned roles for each partner, coordination groups in place or to be established), few of them appear to detail the use of knowledge-sharing and communication tools, such as electronic file-share systems, web-based communication platforms, or newsletters. Though they may indeed be used without being mentioned in

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14- See https://50forfreedom.org/blog/news/the-strength-of-tripartism-ratifying-the-forced-labour-protocol/.
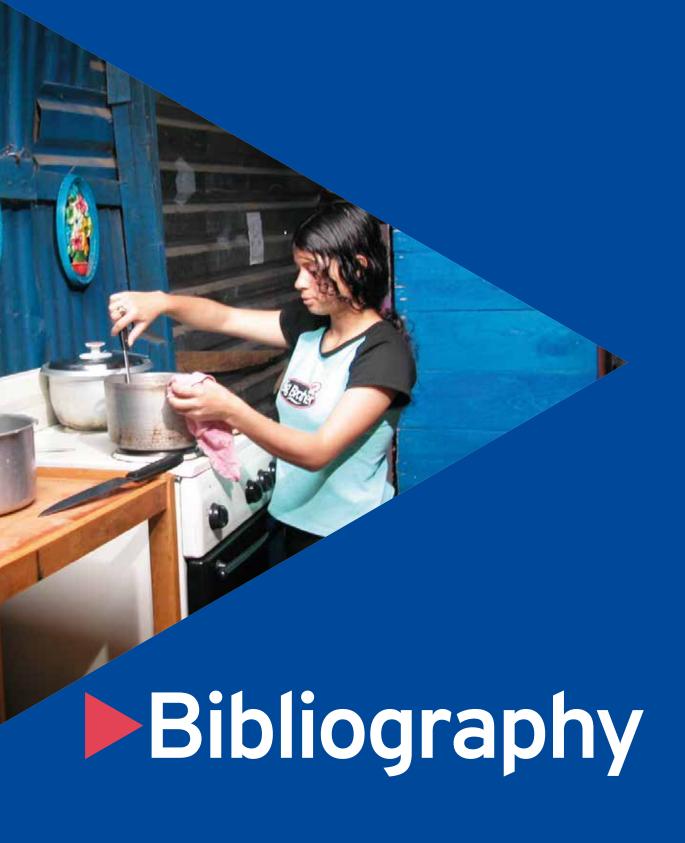
the NAP, partners should consider including information on how knowledge will be shared and managed in the implementation plan or guidelines for the NAP. If written and planned, it is more likely that partners contribute to it and integrate it in their own work plans.

Furthermore, sharing lessons and experiences on an ongoing basis as part of regular communication, represents an important learning opportunity for implementing partners, governments, social partners and other key stakeholders. Moreover, it can play an important role in ensuring the effectiveness of measures, in particular by reaching out to affected groups and promoting fair business practices. Therefore, partners may consider including specific mechanisms, such as annual reviews or self-assessments, in their oversight and coordination structure for the NAP.

External communication is also important to drive change, especially behavioural change, and to ensure buy-in to support the NAP implementation. A checklist can be found in Tool No. 15, for both external and internal communication.

However, when communicating, both internally and externally, it is important to consider that information related to victims of forced labour and human trafficking may consist of sensitive personal data, whose disclosure could compromise individuals' safety and right to protection. In a number of countries, there are clear legislative boundaries as regards to the sharing of personal information, but in the absence of such limits, partners that collect and share personal information (for example as part of a referral system) should be bound by confidentiality and only share anonymized and specific information with an assigned group.

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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.