The Centre for the Study of Modern Slavery

Toolkit for Monitoring and Evaluating Initiatives to Tackle Modern Slavery

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There have been significant developments in terms of policy to tackle human trafficking and modern slavery as well as actions undertaken by a wide range of organisations to prevent modern slavery, to protect victims and to investigate and prosecute those involved in facilitating modern slavery. In addition, there have been an increasing number of organisations from across the statutory, civil society and private sectors working in partnerships to reduce modern slavery. While it is possible to point to a wide variety of initiatives taken by different groups, it is important to take stock of where we are in terms of actions and outcomes which suggests information needs to be collected in a more systematic and holistic fashion. In order to monitor and evaluate the work that has been undertaken around modern slavery, data needs to be collected, collated and assessed. This toolkit aims to aid organisations and partnerships who seek to make practical responses to the problem of modern slavery but also wish to record what they have done and to evaluate the outcomes of their practice.

1.1 Monitoring is about recording what takes place and what outcomes have been achieved, and needs to be formalised in the record keeping of organisations and partnerships involved in modern slavery initiatives. Organisations may have to consider how they amend their current records in order to document that a victim or possible victim has been identified, actions that were taken in response as well as subsequent outcomes. If there is no place to record such information then it will be difficult (and time-consuming) to review how many victims have come to the attention of an organisation, and to monitor and evaluate what has happened to them in relation to support and recovery and in terms of criminal justice. Record keeping is also important for organisations involved in prevention. An account of initiatives and their purpose, the number of people who participated or events that took place as well as their impact, aid understanding and may help to identify effective practices.

1.2 Evaluation has a number of utilities. It enables organisations to understand what works, under what conditions and why. Evaluation can be used as a tool to explore actual outcomes and impact arising from a programme or initiative. In addition, it allows us to identify unexpected consequences (see 4.5 for fuller discussion of unintended consequences). An evaluation can also be undertaken to assess whether processes are effective or need improvement, or if staff have the necessary competences to perform their roles. Furthermore, it enables organisations to understand what things were not achieved. Finally, it can provide evidence and learning which can be used by organisations to amend their strategies/programmes. On a practical level, organisations offering support to victims of modern slavery can evaluate their provision against The Slavery and Trafficking Survivor Care Standards produced by the Human Trafficking Foundation. Moreover, it encourages organisations supporting survivors to monitor and evaluate their practice. It states: ‘Comprehensive data collection and monitoring systems are required to BETTER understand the needs of survivors, how we can best support survivors to rebuild their lives and identify gaps in the provision and ways we can improve care’ (Roberts, 2018, p. 162).

1.3 Various methods can be used for monitoring and evaluating anti-slavery initiatives or partnerships. It can include quantitative and qualitative data based on in-house record systems, consultation with stakeholders (staff and clients) and feedback/evaluation forms, or from external actors undertaking appropriate information gathering.

1.3.1 A simple form of monitoring involving tic boxes may be appropriate in some situations for recording actions against organisational objectives. For example, a tic box monitoring system could be developed to record specific interventions to support victims of modern slavery, alongside more in-depth case file notes. This system might include boxes to record:

- Being registered with a GP;
- Obtaining legal advice
- Enrolling in English language classes.
1.3.2 In other cases an organisational objective may specify the maintenance or improvement in a victim’s condition which will require an assessment of condition at the beginning of support provision and another assessment at a specified time. For example, The Salvation Army states that agencies providing victim care should ensure that victims can access health services. This objective presumes that victims will need access to health care because of health problems arising during the period they were enslaved. Thus the actual intention is not just to access services but to achieve improved physical health. This may be captured by a before and after health needs assessment by agencies providing victim care, by victims rating their health over time, or by GPs.

1.3.3 In some cases organisations’/partnerships’ aims and objectives will have to be operationalised for monitoring and evaluation purposes because they are broad and vague. For example, services to support victims of modern slavery may intend to ‘empower’ victims. Empowerment may be operationalised with reference to enabling victims to make decisions; this might include decisions in relation to engagement with different service providers or police, or how victims spend their time. Evidence of empowerment or its proxy – decision-making – will then need to be recorded. A different approach to monitoring victim empowerment can be based on the views of stakeholders (staff or victims/survivors). An evaluation of the initiatives intended to empower victims can be based on the views of stakeholders or on other evidence collected.

1.4 Victim-centred monitoring and evaluation. The Slavery and Trafficking Survivor Care Standards indicate that survivors need to be able to fully engage with an assessment of risk/need, and it sets out the conditions that can facilitate engagement. Victims/survivor’s voices also have to be at the centre of an evaluation of initiatives or interactions whether these are aimed at recovery and reintegration, or criminal justice and compensation. Organisations will need to create opportunities to gather evidence that can be used to look at the processes of service delivery, or to explore the extent to which outcomes are achieved as well as the factors that aid or undermine their achievement.

2.0 Different ways to monitor initiatives to tackle modern slavery.

2.1 One method can be by measuring activities in terms of a monthly, quarterly or yearly time frame:

- Number of training days for front-line professionals (e.g. police officers, local authority staff, NHS staff, immigration enforcement officers, lawyers, judges, NGO staff or multi-agency)
- Number of community awareness programmes for adults or children
- Number of police operations or police-partner operations in relation to modern slavery
- Number of visits to locations where exploitation is suspected for welfare visits by NGO and police partners
- Number of visits to locations where exploitation is suspected for befriending purposes
- Number of visits to multi-occupancy housing for safety and safeguarding purposes
- Number of investigations conducted in relation to modern slavery
- Number of prosecutions undertaken in relation to modern slavery

2.2 Another method can be by measuring engagement with people:

- Number of people who engaged in training or community awareness
- Number of people identified as victims/possible victims of modern slavery
- Number of people, including children, referred to the police in order that the crime of modern slavery is recorded
- Number of victims referred to the NRM
- Number of victims’ details registered with the Home Office, under ‘duty to notify’ for intelligence purposes
- Number of vulnerable people identified
- Number of people arrested or charged with modern slavery offenses
- Number of survivors who applied for asylum/were granted asylum/received leave to remain
- Number of survivors returned to country of origin

2.3 Keeping the kinds of records outlined above will allow an organisation or a partnership to describe what they have done in quantitative terms. Moreover, it will enable organisations to establish a baseline which can be used for comparative purposes.

2.4 Another approach to monitoring initiatives to tackle modern slavery is to follow the journey of the people identified as vulnerable, exploited or considered to be victims of modern slavery within the terms of the 2015 Modern Slavery Act. In other words, it is to provide a joined up account of what happens to the person and the outcomes for them. It may chronicle partnership working. This process might entail recording:

- how a person was identified as a victim/vulnerable;
- the immediate support arrangements that were put in place (survivor care pathway) or improvements to their well-being (e.g. improved accommodation, enhanced wages, access to better jobs, awareness of and access to local services, obtained a national insurance number)
- the result of a referral to the police: crime recorded by police; police instigate an investigation and the result of an investigation (for example, case closed, case closed but intelligence recorded, or arrests made and people charged)
- outcomes of court case;
- compensation obtained by survivor;
- the survivor’s long term situation (e.g. in receipt of health care, benefits, education, employment, accommodation, resettlement in country of origin, unknown).

2.5 Many organisations have information on some parts of this journey but not all aspects. However, the development of partnership working has provided an opportunity to build more holistic pictures of individuals’ journeys. For example, of the thousands of victims entered into the NRM, what do we know about their journey before and after being entered into the NRM? In addition, if front-line professionals are encouraged to identify vulnerable people/possible victims, they may be incentivised to continue if they learn what happens to the individual they referred.

There are of course significant hurdles to this monitoring approach, including who or which organisation might take responsibility for collecting and collating all of this information. Moreover, confidentiality for safeguarding purposes may make it difficult for someone to keep in touch and find out what happens to a survivor. Nevertheless, some modern slavery partnerships may seek to monitor their activities from the perspective of the victim/survivor. Robust data gathering and sharing in order to obtain a holistic picture were issues raised by the All-Party Parliamentary Group on Human Trafficking and Modern Day Slavery (2014) Inquiry into the collection, exchange and use of data about human trafficking and modern slavery.

2.6 A criminal justice approach to monitoring might entail keeping records on the characteristics of victims of modern slavery as well as those who are involved in the crime, whether as recruiters,
facilitators, controllers or exploiters. This information can aid understanding of which groups of people are vulnerable or at risk of modern slavery, and can help to pin down modern slavery networks, in part by identifying hotspots.

Currently, each Police Force in England and Wales submits information on modern slavery operations/investigations into the National Insight Team in Exmouth. This is updated on a monthly basis. It has now become the most up to date and comprehensive dataset of its type across law enforcement and government. It is used by Forces themselves to keep track of their own modern slavery risk. It is used by the Modern Slavery Police Transformation Programme to inform regional and national strategic analytical products which help inform force, regional and national policing, other law enforcement agencies, NGO’s and government bodies. These products provide a variety of information, giving statistical overviews of changes on a monthly basis, and also in-depth analysis of particular strands of modern slavery or focus on specific nationalities of victims or offenders and have been used to inform targeted approaches to intelligence development and investigations within law enforcement and inform government initiatives.

Information on the characteristics of victims. This might include:

- Gender
- Age
- Nationality
- Place of origin (City or region in country of origin)
- Language
- Form(s) of exploitation
- Source of referral
- Support arrangements for victim (NRM, statutory help, NGO assistance)

- Characteristics of people charged. This might include:
  - Gender
  - Age
  - Nationality
  - Place of origin (city or region in country of origin)
  - Language

2.7 Criminal justice agencies are also likely to record information on victim/survivor engagement with a criminal investigation. At the moment, police might log that a victim/survivor stops assisting an investigation but does not indicate why. More robust information on why victims stop engaging in a criminal investigation would enable law enforcement to review their practice and to consider strategies to improve victim engagement.

2.8 A criminal justice approach might also require enhanced qualitative data in order to expand understanding of:

2.8.1 Indicators of modern slavery or people at risk.

Those working in the field, including volunteers or staff in civil society organisations, health care professionals, police officers, labour inspectors, social workers, housing staff, Border Force staff, or prison officers, have valuable insight into what makes them suspicious that something is not right and that a person may be vulnerable, exploited or a victim of modern slavery. This information needs to be captured. For example, not willing to provide information about where
they live to an NGO that works with women affected by prostitution may be an indicator of trafficking for sexual exploitation.

2.8.2 Indicators of coercion and control as these are evolving. Those working in the field may add to our understanding of coercion and control based on their interaction with possible victims.

‘Listening to children and providing opportunities for them to tell their story over time and in an appropriate and safe way can enhance understanding of the methods used by traffickers.’ (APPG, 2014, p.14)

2.8.3 Developments in forms of exploitation.

It is evident that modern slavery is continuously evolving in terms of the ways people can be criminally exploited for gain. In particular, police are identifying new forms of exploitation that can be construed as modern slavery which can be noted and reported.

3.0 Monitoring outcomes and evaluating initiatives to tackle modern slavery

3.1 Measuring activities may be useful for an organisation to describe what it has been doing, and it may be an end in itself. However, many activities are undertaken as a means to an end, and thus it is the outcome that needs to be assessed. For example:

- If the aim of an NGO or a police operation is to identify a possible victim in order to ensure their protection and support then, the outcome measure(s) would be an indication of the support received: (i) in the short term (e.g. help provided by a local authority, the National Health Service or NGO, or entry into NRM) and (ii) in the long term (e.g. health care, accommodation, take up of a new job, or resettlement in country of origin).
- Another example relates to training, police operations or visits to locations of exploitation. If these activities are aimed at identifying victims, then the outcome measure is the number of victims or possible victims identified.
- A wider measure might be the identification of vulnerable people who need some level of protection/safeguarding.
- If the purpose of law enforcement actions (with or without partners) is to identify and investigate cases of modern slavery, then the key outcome measure might be that people were prosecuted under appropriate sections of the 2015 Modern Slavery Act or previous legislation depending on when the offenses took place. Convictions for other offenses might be deemed a criminal justice success, but would not be deemed as ‘successful’ if justice was being sought in relation to modern slavery.

You might find the ICAT Toolkit for guidance in designing and evaluating counter-trafficking programmes useful.

3.2 These outcome records can also be used for evaluative purposes, and could be used as ‘measures of success’ (This can be turned into a rate to see if some initiatives are more effective than others).
Evaluation of Modern Slavery Initiatives: Aims and Outcome Measures

Organisations seeking to evaluate their initiatives to tackle modern slavery, need to start by defining the aims of their initiatives. They then need to determine indicators which can be used to describe or measure outcomes. Some outcomes are more easy to measure because they can be counted and thus quantified, while others will require a fuller description.

Organisations might find the following discussion of aims and possible measures helpful. Modern slavery activities will:

1. **Lead to wider awareness of modern slavery as a key social issue and concern.**
   - Proxy* measure is the number of people who have participated in awareness raising activities in a particular time period.
   - Extent of change in knowledge, attitudes or intended actions can be identified by the use of before and after questionnaires.

2. **Prevent modern slavery by reducing the risk in countries of origin or within the United Kingdom.**
   - Proxy measure is the number of people who have been involved in an education programme or targeted awareness programme aimed at reducing their vulnerability to being recruited by trafficking.
   - Track the extent to which a livelihood programme has resulted in beneficiaries: number of people who have obtained new employment or set up a new business.

3. **Prevent modern slavery by making borders more secure or using border crossings to seek to prevent/reduce threat of modern slavery occurring by spotting possible victims at the border and providing positive responses.**
   - Proxy measure is the number of pieces of intelligence provided about activities/persons who might show indicators of being trafficked or being traffickers.
   - Number of people stopped at border and returned to country of origin because of suspicion or evidence of human trafficking.
   - Proxy measure is the number of people at the border who are given information about modern slavery and a telephone number to call if they need assistance.
   - Number of people at the border referred to the police or the NRM because of indicators of human trafficking.

4. **Prevent modern slavery by reducing demand.**
   - Proxy measure is the number of campaigns to encourage consumers to buy products that are slavery free.
   - Number of men arrested under Section 53A of the 2003 Sexual Offenses Act.
   - Proxy measure is the number of companies who publish a statement on how they have worked to ensure transparency in their supply chains, and they are deemed ‘slavery free’. 

*Proxy* measure refers to a method of assessing the success of an initiative by counting the number of people who have participated in a particular activity or program.
Evaluation of Modern Slavery Initiatives: Aims and Outcome Measures continued

Activities will:

5. Lead to the identification of victims of modern slavery.
   - Number of possible victims identified in a set time period.
   - Number of people referred to NRM who received a conclusive grounds decision.

6. Lead to prosecutions and convictions.
   - Number of cases taken to court in a set time period.
   - Number of people convicted for each offense.
   - Amount of money victims obtain in compensation.

7. Make the UK a more hostile environment for human trafficking/modern slavery.
   - Proxy measures are number of people convicted and length of sentences, and amount of assets recovered by the State under the Proceeds of Crime Act.

8. Enhance safety and/or well-being of vulnerable people.
   - Number of vulnerable people whose situation has improved by type of intervention (e.g. accommodation, education and training, or help with employment).

9. Lead to short term support to those who are/may be victims of modern slavery.
   a. Number of people referred to the NRM and receive support, and/or number of victims of modern slavery that receive support outside the NRM.
   b. Number of people who are equipped to resettle in countries of origin.

10. Improve support provided to victims of modern slavery
    - Victims report on their satisfaction with services they received, for example by completing satisfaction surveys or via group meetings.
    - Victims describe the kinds of services or initiatives they feel would benefit them.

11. Lead to recovery.
    - Changes in physical and psychological health, housing, life skills, language, security, etc. are identified, for example through assessments undertaken by trafficked persons or professionals supporting them.

12. Lead to empowerment or aid resilience of vulnerable people/victims of modern slavery who remain in Britain or return to their country of origin.
    - Number of people who receive longer term support for social and economic empowerment.
    - Interviews with survivors who evidence their journey and aid understanding of what empowerment or resilience means to them.

13. Reduce the re-trafficking of individuals.
    - Numbers of individuals identified as ‘re-trafficked.

*A proxy measure – is a way to measure a phenomenon that cannot be easily or directly measured.*
3.3 It is possible to evaluate modern slavery initiatives in terms of a criminal justice approach or a victim-centred approach.

3.4 The criminal justice approach to modern slavery is linked to key indicators related to law enforcement. These include the outcomes set out below, which would need to be quantified or described in order to measure the outcomes of a criminal justice approach arising from a multi-agency response:

3.4.1 Identify victims of modern slavery or situations that present indicators of modern slavery.

3.4.2 Build up intelligence that aids understanding and pro-active policing operations or which may aid a reactive response and subsequent investigation.

3.4.3 Engage in re-active and pro-active policing operations.

3.4.4 Arrest and charge people for modern slavery offenses.

3.4.5 Arrest and charge people for other criminal offense

3.4.6 Disrupt organised crime or modern slavery activities by utilising a wide array of powers.

3.4.7 Obtain convictions for each offense.

3.4.8 Assets recovered under the Proceeds of Crime Act.

Case Study: Modern Slavery and Kidnap Unit (MS&KU) of the Metropolitan Police Service

The Modern Slavery and Kidnap Unit (and its predecessor the Human Trafficking Unit) is a specialist unit in the Metropolitan Police Service. Set up in 2010, it has collected data for monitoring purposes largely related to the criminal justice process. It has also developed partnership working with a variety of organisations to enhance its victim identification. Thus the MS&KU records those persons referred to it as possible victims. The data it gathers includes:

- Number of (possible) victims of modern slavery. The figure also represents the number of investigations into the allegations.
- Police operations
- Numbers arrested
- Numbers charged
- Numbers of convictions by offense and sentence

This data collection has allowed the MS&KU to compare police actions and outcomes over time.

<table>
<thead>
<tr>
<th></th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arrested</td>
<td>69</td>
<td>62</td>
<td>70</td>
<td>114</td>
<td>375</td>
</tr>
<tr>
<td>Charged</td>
<td>34</td>
<td>33</td>
<td>35</td>
<td>201</td>
<td>303</td>
</tr>
<tr>
<td>Convictions</td>
<td>21</td>
<td>25</td>
<td>16</td>
<td>46</td>
<td>108</td>
</tr>
<tr>
<td>Operations</td>
<td>14</td>
<td>25</td>
<td>61</td>
<td>63</td>
<td>164</td>
</tr>
<tr>
<td>Victims</td>
<td>50</td>
<td>196</td>
<td>147</td>
<td>186</td>
<td>579</td>
</tr>
</tbody>
</table>

Source: Presentation by Trafficking and Kidnap Unit, MPS, 2014
3.5 The victim-centred approach to modern slavery focuses on those activities that seek to identify, support and empower victims turned survivors, whether they are British nationals or are individuals who integrate into Britain or re-settle in their countries of origin.

Approaching modern slavery from a victim-centred approach means undertaking to protect victims from harm\(^1\) (Referred to as ‘prepare’ under the Home Office’s 4 P strategy) and thus police forces would need to record what support has been provided to victims, through referral to the NRM or that is being provided by other agencies. It also means seeking to assure victims that their trust in the criminal justice system has been warranted which might be indicated by ensuring victims are told of the outcomes of investigations and the reasons for decisions with respect to their case. Moreover, it might entail recording outcomes of prosecutions including sentences and compensation, since the government has argued for the use of appropriate legislation to see that victims are compensated for some of the exploitation they experienced.

The following outcomes are those that are easiest to measure but are unlikely to fully capture the journey the victim/survivor has taken, and their feelings at different stages:

3.5.1 Identify victims.

3.5.2 Support packages (survivor pathways) is put in place for survivor. Safety of survivor is assured.

3.5.3 Survivor seeks justice which is pursued through a criminal investigation and where feasible a prosecution, and is supported in this endeavour. Survivor is kept informed about the criminal case and decisions made with respect to their case.

3.5.4 Justice is obtained through a conviction and possibly through compensation.

3.5.5 Survivor is socially and economically empowered.

3.5.6 Survivor is helped to re-integrate into society and/or resettled in their country of origin with reduced chances of being re-trafficked/re-enslaved.
Case Study of Rahab

Rahab is ‘a charity founded by Sisters Adoratrices in 2009 to care for women affected by prostitution and human trafficking for sexual exploitation’. It provides sanctuary, pastoral care and practical support for women in the Royal Borough of Kensington and Chelsea. As part of the European Commission Against Trafficking Project (ECAT) it partnered with the Human Trafficking Unit (subsequently the Trafficking & Kidnap Unit) to develop a welfare visit approach to women selling sex. This enabled the police and Rahab to undertake a risk assessment of the women working in brothels/flats, to take action if necessary, to build trust between the women, the police and Rahab, and for Rahab to offer ongoing support or befriending. Rahab collected a range of data so it could monitor and report on its activities. These included:

- the number of brothels or flats visited (attempted visits, found brothel closed, visits conducted)
- number of women seen
- number of possible victims identified
- number of welfare visits with police (specialist or local)
- number of actual victims it works with based on NRM referral/decision.

Less easy to measure are the emotional, psychological and practical outcomes of Rahab’s work. It is not possible to capture in numerical form the value women may attach to their engagement with Rahab or to the transforming possibilities it provides for them. This would require qualitative evidence, to hear from women about how their engagement with Rahab has affected them, or a full account of the journey they take whether short or long.

3.6 Monitoring and Evaluating Outcomes rather than Actions and Outputs

It may be beneficial for organisations and partnerships to use a results chain to help them identify the objective of their actions, and to identify the outputs (the goods or services delivered as a result of these actions) as well as to try and measure the effects of these actions in the short or medium term (outcomes) or long term (impacts). A results chain can be used for monitoring and evaluation purposes. The following examples were included in a presentation at the Modern Slavery Police Transformation Unit Conference in July 2018.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Action</th>
<th>Output</th>
<th>Outcome</th>
<th>Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prevent</td>
<td>Child Sexual Exploitation Co-ordinators work with young people at risk of CSE</td>
<td>Number of interactions with young people. Records of engagement.</td>
<td>Young people who were at high risk of CSE do not report incidences. The rate of CSE offences is low.</td>
<td>Prevention work creates resilience amongst at risk young people, particularly between the ages of 13-16.</td>
</tr>
<tr>
<td>Pursue</td>
<td>Operations involving police, GLAA, HMRC, DWP</td>
<td>Number of victims of modern slavery or workers not paid the minimum wage who are identified. Police, DWP, GLAA and HMRC identify different harms or offences.</td>
<td>Criminal investigation. HMRC ensures workers paid minimum wage.</td>
<td>More hostile environment. Different means of holding those involved in modern slavery to account.</td>
</tr>
</tbody>
</table>

3.7 Examples of Different Kinds of Evaluations:

3.7.1. Evaluation of Training on Modern Slavery and the Survivor Care Pathway

‘The Welsh Government commissioned Cordis Bright to conduct an evaluation of two key anti-slavery work streams in Wales: anti-slavery training and the survivor care pathway (SCP). The objectives of the evaluation were to:

- Assess the implementation of the anti-slavery training and the survivor care pathway.
- Evaluate to what extent their implementation contributes to the Welsh Government aim to make Wales hostile to slavery and provide the best possible support to survivors.
- Identify how they might be strengthened or changed in the future to maximise their effectiveness’.

With the support of the Welsh Government, Cordis Bright employed a number of research methodologies to collect evidence for evaluation purposes. These included:

- Rapid evidence assessment of publically available literature in relation to modern slavery.
- Desktop review of strategic and operation documentation provided by the Welsh Government and key partner agencies.
- Telephone interviews with key stakeholders about the design and implementation of training and the intended outcomes for different types of training, and the design and implementation of the Survivor Care Pathway and its intended outcomes.
- Analysis of training materials.
- Analysis of monitoring data on training which included quantitative data on the trainers and training attendees and qualitative data in the form of feedback received from attendees.
- On-line survey of trainers
- On-line survey of training attendees who were asked about the quality of the course and sustained impact.
- Analysis of data in relation to the survivor care pathway, which drew on qualitative and quantitative monitoring data from the SCP MARACs.
- Case studies on pathways through the SCP.

Cordis Bright also set out some of the limitations of the study, which included low response rates, particularly from training attendees. The evaluation points to developing initiatives and a range of outputs but has limited evidence in relation to outcomes.

3.7.2 Evaluation of Service Provision in order to Improve Services and Monitoring of Survivors Progress

The Snowdrop Project provides long term support for survivors of human trafficking and works with clients on an individual basis to ensure their needs are met. In order to obtain feedback from its clients about the work it does, and to help identify how its services should develop, it organises a listening forum. Snowdrop’s intention of putting survivors’ voices at the centre of a service evaluation is seen as essential to meeting the needs of those it seeks to help. However, Snowdrop recognises that there are barriers to survivor participation in identifying ‘what works’, which it has had to tackle. These include language barriers, desire to please, and trauma.

The ‘have your say’ group meets four times a year, and communication is via a simple leaflet which is distributed and discussed with the caseworkers and/or counsellors. In addition, a text is sent out near the time to remind people that it is happening. The feedback meeting is quite informal and varies each quarter. It’s structured more as a conversation. This format along with offering pizza has been found to be a useful incentive for participation.

Not all survivors feel comfortable in this group setting so there is an opportunity to provide feedback on a one to one basis with staff. Staff indicate more meaningful feedback tends to be obtained through one to ones.

The feedback has impacted on Snowdrop services. As a result of feedback, it increased the capacity for English lessons and put on more group therapy sessions. Survivors also asked for longer Mum & Toddlers groups and Snowdrop is exploring the feasibility of extending hours. In addition, survivors asked for more support for those with a negative conclusive grounds (CG) decision. Such a request poses difficulties for Snowdrop due to its charitable aims and objectives. It communicates its responses during the next ‘have your say’ group meeting. This enables participants to see the changes they helped institute as well as hearing why Snowdrop was not able to respond to their suggestions, for example in relation to extending support to those with a negative CG.

Snowdrop has also devised an exit feedback form when the person is leaving the service. The information is collated by the local coordinator to look at service development and it is also sent to the trustee board so that there is accountability for how clients feel about the service.

Snowdrop has developed monitoring forms which incorporate 6 areas that are key for survivors. They are: legal matters, independent living, physical and mental wellbeing, community/social isolation, safety, and hope in the future. Each of these areas have 5 questions which use Likert scales to capture clients’ responses. Monitoring is undertaken for each client every 3 - 6 months in order to see what progress has been made.

For more information about the Snowdrop Project see: https://snowdropproject.co.uk/

3.7.2 Interim Review of The Co-op’s Bright Future Programme

The Co-op developed its Bright Future Programme to fulfil a gap in long term support to survivors of modern slavery. It seeks to ‘help victims of modern slavery become survivors by providing them with paid work placements and where appropriate, permanent employment.’ Bright Futures was launched in March 2017 and hopes that it can establish ‘a replicable model
based on an efficient process which delivers the best possible outcomes for survivors’. The Co-
op sought an independent review which was ‘to assess the relevance, efficiency and
effectiveness of the Bright Future programme and to consider its outcomes and sustainability’.

The researchers assessed the Co-op’s internal policy documents, and conducted 35 interviews in
September and October 2017 which concerned:

- The processes of Bright Futures,
- The experiences of those participating in the programme,
- The operation of relationships between the Co-op and its external partners and how these could
be improved.

The interim report was intended to improve and enhance the programme. It also aimed to help
push forward national efforts to address the integration of survivors of modern slavery.

In addition, the Co-op set targets in terms of the number of individuals who it hoped will
participate in Bright Futures. These targets can be used to monitor performance, and to measure
success or failure. However, interview respondents felt more holistic measures should be
introduced which would measure the impact of Bright Future’s on participants’ lives. This would
require assessing personal development, for example by collecting evidence in relation to
enhanced skills and self-awareness. One method for providing a more detailed indication of
impact was through pre- and post-placement surveys. This method was not utilised during the
research for this interim report. The report’s authors recommended pre- and post- interviews be
conducted in the future as well as tracking the progress of participants over time, in order to
assess long term stability of employment and reintegration.

For further details see: Balch A, Craig G, Roberts K, and Williams-Wood (2017) The Co-op’s Bright
Future programme: An independent Interim Review
https://assets.contentful.com/5ywmg66472jr/LZjcr3eQCscSOQgiUKiue/bba0597251a796fd3883f
4f0e13b54b7/Bright_Future_Report.pdf

4.0 Issues to consider in monitoring and evaluating initiatives to tackle modern slavery.

4.1 Firstly evaluating the success of activities needs to be treated with care. For example, there is no
explicit causal link between raising professional awareness of modern slavery and seeing an increase in
the numbers of possible victims. It is assumed that with knowledge, professionals may begin to spot
indicators of trafficking/modern slavery and take appropriate action. This may be the case but the
possibility that they might encounter a victim as a health care professional or an environmental health
officer is small. If we consider awareness raising amongst the general public or school children it is much
less likely that it will have immediate effects. In the long term it may help create an environment
whereby the public is able to see victims or situations of modern slavery and know how to report them.
Moreover, their future actions may prevent some instances of modern slavery. The short term nature of
much evaluation can thus distort understanding of the outcomes of some initiatives, which can only be
measured in the long term.

4.2 Secondly, monitoring and evaluations may focus on those things that are easiest to measure and
report. As a result, the more complex information that may relate to police investigations, or work with
vulnerable people/survivors of modern slavery may not be collated and made publically available despite
its importance.

4.3 Thirdly monitoring data may be partial. For organisations who support victims as part of the NRM
there may be significant difficulties in being able to maintain communication with survivors once they
have left NRM funded safe houses. The limited nature of NRM provision means that NGO contact varies depending on when a decision is reached. As a result, some survivors, including those with serious physical, and mental conditions, may lack continuity of care and support. Moreover, the ability to build up a case picture, of the journey the survivor takes from identification to some meaningful outcome for them may be incomplete.

4.4 Fourthly additional monitoring data has to be collected and analysed, as prevention or better management of risk may be tied to the location of victims of trafficking in particular geographical locations e.g. towns or rural communities, or, for example, soup kitchens and orphanages.

4.5 Fifthly those devising and/or implementing anti-slavery initiatives need to be aware of the possibility of collateral damage. Anti-slavery initiatives can produce their intended consequences however they can also lead to unintended consequences. It is essential for organisations to record both outcomes as the collateral damage resulting from unintended consequences might undermine or outweigh the benefits of intended outcomes. For example, an operation by law enforcement may identify and safeguard victims in the short term and disrupt trafficking, but may lead to the destitution and homelessness of survivors if adequate support is not provided to victims.

4.6 Sixthly partnerships working should be evaluated if it is seen as more efficient and effective in terms of delivering initiatives to tackle modern slavery, and also in terms of outcomes – levels of success. However, it is more feasible for individual organisations to collect and collate data for monitoring and evaluation purposes. Thus it would be necessary for a partnership network to put together all the data to try and monitor partnership activities, to measure outcomes, and possibly based on findings determine future partnership objectives and actions.

In times of reduced resource, police, for example might want to know which partner organisations are mostly likely to come across and refer victims, and thus which partnerships should be maintained. Without information about the source of a referral, police forces will not be able to make this assessment.

5.0 Monitoring and evaluating initiatives to tackle modern slavery, to assess partnership working and to measure outcomes are necessary actions and can help statutory and civil society organisations make decisions about how to engage in the future.
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**Bibliography**


Appendix One – Records of Law Enforcement Activity and Outcomes in relation to Modern Slavery

1. Number of victims

2. Information on the characteristics of victims. This might include:
   a. Gender
   b. Age
   c. Nationality
   d. Place of origin (City or region in country of origin)
   e. Language
   f. Form(s) of exploitation
   g. Source of referral
   h. Support arrangements for victim (NRM, statutory help, NGO assistance)

3. Information on action taken with respect to victim
   a. Case closed (why)
   b. Case kept open (why)
   c. Case sent to CPS

4. Number of re-active operations in relation to different forms of exploitation

5. Number of pro-active operations in relation to different forms of exploitation.

6. Number of people charged against each offense.
   a. By case
   b. In total

7. Characteristics of people charged. This might include:
   a. Gender
   b. Age
   c. Nationality
   d. Place of origin (city or region in country of origin)
   e. Language

8. Number of prosecutions
   a. Total number
   b. By forms of exploitation

9. Outcomes of prosecutions
   a. By charges
   b. By sentences
   c. By forms of exploitation

10. Asset Recovery
    a. Total amount
    b. By case

11. Compensation for victims
    a. Total amount
    b. By forms of exploitation
    c. By source of compensation

12. What happens to victim (where case is closed, remains open, is prosecuted)?
    a. Supported in community as has right to public services
    b. Supported in community by NGOs or individuals as has no recourse to public funds.
    c. Seeks asylum or indefinite leave to remain
    d. Returns to country of origin (Supported and safe return, or return)