



**A short guide
to performance
management
for local
anti-slavery
partnerships**

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Introduction

Modern slavery is a relatively new area of UK public policy, and we currently understand relatively little about successful policy interventions. As national policy has filtered through to the local level, there has been an increasing emphasis on local partnership working, as well as interest in monitoring and evaluating partnership outcomes. Evaluating the work of anti-slavery partnerships is vital to understand their effectiveness and to measure success. But to date this type of evaluation has been relatively under-developed.

For this reason, anti-slavery partnerships need to get smarter at collecting, sharing and communicating information, as part of a performance management process. Performance management in the partnership context can be defined as a strategic and integrated operational approach to delivering successful outcomes¹. It includes planning, monitoring and evaluation, making improvements, developing capabilities, and ongoing communication between partner agencies throughout the duration of a partnership.

But performance management is not an end in itself. As one participant remarked during an action-learning workshop, “You can collect data forever, but you need to collate it with a sense of purpose.” The purpose of performance management in an anti-slavery context is therefore to:

- ensure partnerships are on track to achieve their stated vision and goals
- identify strengths and areas of good practice which can be shared
- identify areas for improvement
- inform decision making, planning and resource allocation
- compare and benchmark performance and,
- ensure governance and accountability

As multi-agency anti-slavery partnerships are accountable to a variety of stakeholders including victims of modern slavery, funders, the government, and the public, partnerships need to have performance measures in place to assess how well they have performed against their goals. If partnerships do not have appropriate ‘measures of success’ in place, and do not seek to monitor progress, partner agencies will not know how well they have performed or where they can improve, and will not be able to justify resource needs.

The politics of performance

One key assumption of partnerships is that they offer advantages not available to organisations working alone. However, working in partnership can also sometimes be complicated.

In an ideal world, there would be no competition for resources, there would be adequate budgets, and everyone would make rational decisions. However, we live in a complex world and in modern slavery we are dealing with a complex issue. There is often uncertainty about which interventions are most effective in addressing modern slavery, and disagreement about which goals to prioritise.

For instance, there can be a tension in criminal justice processes between standard, time-limited interviewing practices and slower techniques that may be more effective in encouraging disclosure from potential victims of slavery. There are also multiple actors, from a wide range of agencies, with differing interests. Organisations – both governmental and non-governmental – are increasingly being called upon to ‘do more with less’, to justify resources and to work together. Within this context, we have the reality of a messy system in which performance management is of political importance².

Evidence of effectiveness in anti-slavery partnership working can exert influence on policy decisions and practices, but ‘what counts’ as good evidence depends to some extent on the social and political context. The dominant frame for anti-slavery work in the UK has – to date – mostly come from quantitative information relating to the National Referral Mechanism (NRM) or criminal justice system (such as number of prosecutions). However, anti-slavery partnerships can lead the way in progressing the collection of evidence beyond a reliance on numbers, helping to influence policy by incorporating a more holistic approach.

¹ This guide defines a partnership broadly as ‘an agreement between two or more entities to work collectively to achieve an objective’.

² There have been recent calls for more evidence on the effectiveness of the modern slavery strategy. More specifically, the dominant discourse of recent reviews has been around measuring success (NAO Report 2017, Public Accounts Committee 2018).

List of icons

Throughout the guide we have used these symbols to help you identify information that can help you



Key background information and facts



Further resources





Ideas and examples from our research with partner organisations

How will this guide help you?

This short guide provides some tools to assist your partnership:

- Articulate what success might look like and set clearly defined goals (sections 2 and 3)
- Monitor and evaluate performance (section 4)
- Communicate and improve performance (sections 5 and 6)

This guide also presents examples of practice marked with a . However, the tools and examples highlighted throughout this guide are not exhaustive.

You are encouraged to use the 'Further resources' section  for additional examples and tools. The 'Further resources' section also lists several very useful links to other relevant websites on performance management and partnerships.

This guide builds on contributions from practitioners in various statutory and non-statutory agencies through participation in action-learning workshops, fieldwork, case studies and through critical review.

The University of Nottingham is very grateful for the helpful contributions and suggestions provided by the numerous practitioners and colleagues who have helped shape the final product.

Section 1: Principles of performance management

The journey towards an integrated and holistic approach to performance management in anti-slavery partnerships begins with recognition that there are some core principles of performance management which promote and support effective partnership working. This starts with establishing a strong governance framework.

Governing partnerships

Governance is essential to performance management. Governance is how society or groups within it: organise to make decisions. Questions relating to governance arrangements might include: How are decisions made? How are they recorded? Who makes sure decisions are acted on?

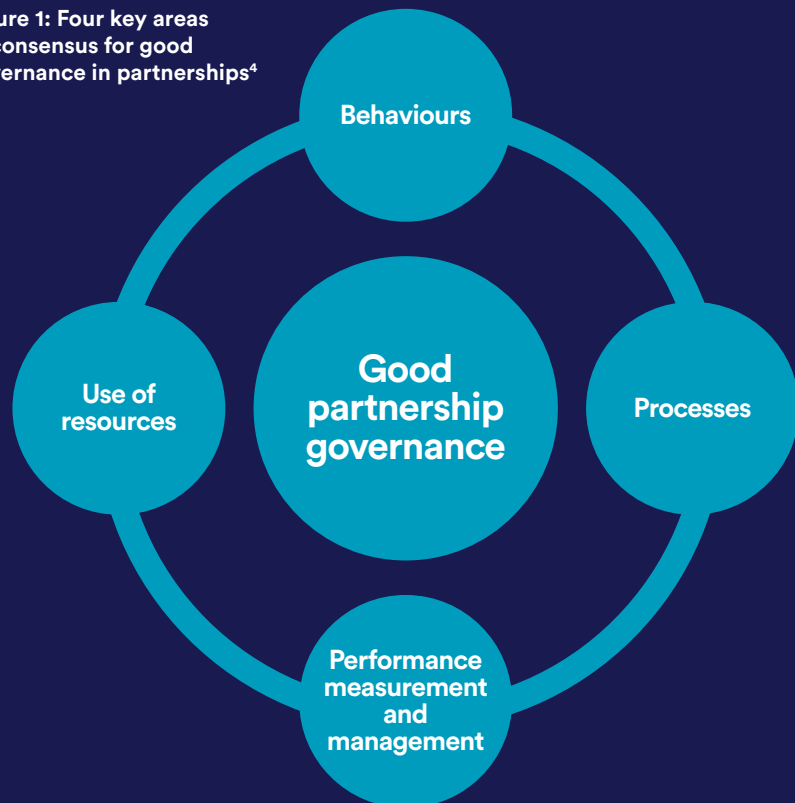
Strong governance is needed to support effective partnership working, and to create shared goals³.

Robust governance arrangements have been linked to clear direction, risk management, good communication, transparency, accountability, inclusivity, equity, and openness to change.

Figure 1, opposite, illustrates four areas where partnerships need to find consensus to support effective governance:

- Behaviours: for example, ownership commitment from all partnership members for joint strategy, respecting differences in organisations' practices, information sharing, dispute resolution
- Processes: clear decision-making and accountability structures, roles and responsibilities
- Performance measurement and management, and
- Use of resources: achieving efficiencies through sharing resources, for example integrating service, financial and workforce planning

Figure 1: Four key areas of consensus for good governance in partnerships⁴



Each of these areas is linked to resources found in the governance section of the IASC Partnership toolkit (see table 1 on page 7). In addition, the toolkit includes a partnership checklist that addresses these areas.



You can also [learn more](#)⁴ about good governance principles for partnership working in this toolkit from Audit Scotland.

³ A review of partnerships conducted by the Audit Commission showed that there is often commitment to partnership working at a local level, and concluded that problems of working in partnership arise when governance and accountability arrangements are inadequate. Source: Audit Commission (2005), "Governing partnerships: bridging the accountability gap".

⁴ Source: communityplanningtoolkit.org/sites/default/files/WorkingTogetherR9.pdf

Key features of performance measurement and management

Key features of performance measurement and management in a partnership include:

- a shared picture of what success looks like for the partnership
- clearly defined outcomes, objectives, targets and milestones that partner agencies own collectively
- a system to prioritise activities, monitor, report to stakeholders and improve their performance
- the ability to demonstrate that the actions carried out by the partnership produce the intended outcomes and objectives

The next sections will discuss these features in more detail.

Table 1 – Partnership governance resources provided in IASC partnership toolkit



Area of governance for partnerships	Resources in IASC partnership toolkit
Behaviours	<ul style="list-style-type: none"> ■ Terms of reference examples ■ Modern slavery transparency statements ■ Involving communities
Processes	<ul style="list-style-type: none"> ■ Accountability structures ■ Information sharing examples ■ Supporting victims and survivors, for example, victim care pathways examples
Performance measurement and management	<ul style="list-style-type: none"> ■ Guide to performance management [this document] ■ Performance management examples ■ Strategies
Use of resources	<ul style="list-style-type: none"> ■ Maximising funds ■ Procurement ■ Database of multi-agency partnerships

iasctoolkit.nottingham.ac.uk/

Section 2: Performance management models

Managing partnership performance is increasingly important. There are a number of models that may help you to think through your anti-slavery partnership aspirations and to develop actions. This section highlights some useful performance management models and how to apply them in practice.

Anti-slavery partnerships can choose to utilise one or more of these models to identify key goals and to establish links between goal-setting, activities, and delivering successful outcomes. It is worth noting, some of the features within these models overlap. For example, the 'track' element in the traditional performance management model overlaps with the 'record-keeping' goals of the 'evidencing anti-slavery partnerships' approach.

A number of terms are frequently encountered in performance management models. Some of the key ones are described in the glossary on page 9.

Theories of change

A theory of change helps you to identify your key goals and map your assumptions on how you expect outcomes to be delivered as a result of your anti-slavery partnership work. It can be represented in a visual diagram, as a narrative, or both⁵.

The theory of change model is especially useful during the initial stages of partnership planning to manage partnership disagreements on structure and process⁶. It also helps describe existing work for evaluation purposes.

This model enables partnerships to consider:

- the outcomes which different stakeholders wish to achieve for service users
- the current context (including both barriers and enablers)
- possible ways forward and issues to be resolved


The model encourages partner agencies to ask the following questions:

- **Outcomes and impact:** where do we want to be/what do we want to achieve?
- **Context:** where are we now?
- **Process:** what do we need to do to achieve our desired outcomes?
- What assumptions have we made, for example, about the link between context and outcomes?

Recognising assumptions

It is important to identify assumptions made in your theory of change, because assumptions will help you identify some of the critical success factors for your anti-slavery partnership work. Some of the assumptions people make may not be accurate and could affect outcomes. Therefore, you may need to test assumptions as part of monitoring and evaluation.

For instance, let's take the assumption that training will increase prevention and improve identification. Simply asking people if they think they know more than before will not necessarily give you meaningful information about whether an initiative such as training was successful. If the assumption is that training will lead to action like identification of victims, then indicators of success might include monitoring new identifications from training participants, or testing whether they know how to take appropriate action.

 There are various examples of theories of change in the anti-slavery movement. The following websites provide theory of change examples:

stophetraffik.org/who-we-are/theory-of-change/

shivafoundation.org.uk/theory-of-change/

⁵ Source: knowhownonprofit.org/how-to/how-to-build-a-theory-of-change

⁶ Source: ncbi.nlm.nih.gov/pmc/articles/PMC3111890/

Glossary of performance management terms:

Inputs – the financial, human, and material resources used for an intervention activity (or activities) in anti-slavery partnership working.

Activities – the actions taken through which inputs are mobilised to produce specific outputs.

Outputs – the measurable products or services that directly result from intervention activities.

Outcomes – the short-term and medium-term effects of an intervention's outputs – in particular relating to change in modern slavery conditions; description of the difference a service (output) makes to service users.

Impact – the actual or intended changes in modern slavery as represented by survivor well-being and/or a particular community's welfare; improvements in survivor life and/or community situation. Impact represents the ultimate outcomes of an intervention.

Traditional performance management process models

A variety of traditional models exist. These models have similar main elements:

- **Plan** – set SMART (Specific, Measurable, Attainable, Relevant, Time-bound) objectives, agree action plan, update Terms of Reference (TORs) as necessary
- **Act** – achieve objectives, carry out roles/responsibilities, implement action plan
- **Track** – track progress, record-keeping, regular feedback (via meetings, management information system), mitigate risks/barriers
- **Review** – review achievements, identify learnings, review aspirations and linked objectives, agree actions going forward, develop solutions to problems encountered

Section 3 on planning performance discusses setting SMART objectives and action plans.

Evidencing anti-slavery partnerships

This model, developed by Dr Ruth Van Dyke, recognises the need for anti-slavery partnerships to ask questions around:

- **record-keeping** – what records are you keeping about the work you are doing or what records do you need to start collecting?
- **development goals** – what actions or developmental goals might help you establish an anti-slavery partnership, for example, establish Terms of Reference for Partnership?
- **process goals** – are you measuring and thus monitoring and evaluating your partnership's functioning, for example, improved data sharing?
- **output goals** – is your partnership measuring what happened or what they produce; for example, number of joint operations?
- **outcome goals** – is your partnership seeking to monitor and evaluate the impact of its actions? In other words has it established outcomes it hopes to achieve? For example, does your partnership (activities) help to improve victim support and reintegration?

4Ps framework and results chain logic model

This performance management model is based on the Modern Slavery Strategy (Prepare, Pursue, Prevent, Protect) and is currently being used in most, if not all partnerships throughout the UK.

Table 2, on page 10, presents a small part of a potential plan based on the 4Ps framework. You will note that it sets out overarching high-level goals of pursue and prevent, linking these high level strategic goals to operational actions, outputs, outcomes and hopefully impact relating to hand car washes. This example illustrates that the 4Ps framework can be combined with other approaches such as Ruth Van Dyke's Evidencing Anti-Slavery Partnerships in order to develop a 'results chain'. The 'results chain' presents logical associations between the resources that are invested (ie inputs), the activities that take place, and the sequence of changes that result (ie outputs, outcomes, and impact).

 One great benefit of this model is that it is tailored for anti-slavery partnerships. The full paper is included in the [IASC Partnership Toolkit](#).

Table 2 – Pursue and prevent actions with results chain

Objective	Action/task/activity	Output	Outcome	Impact
Pursue (prosecuting and disrupting Modern Slavery and Human Trafficking)	Joint Operations involving Police, GLAA, HMRC and other agencies.	Number of victims of modern slavery identified. Number of harms or offences identified by partner agencies.	Justice for victims by criminal investigation and prosecution(s). Reduction in labour exploitation.	Disruption. More hostile environment.
Prevent (prevent people from engaging or re-engaging in Modern Slavery and Human Trafficking)	Target vulnerable communities in order to decrease the likelihood of exploitation by conducting vulnerable community awareness raising campaigns, for example, Hand Car Washes ⁷ .	Number of multi-agency campaigns involving hand car washes. Records of engagement (qualitative and quantitative) with hand car wash businesses and workers. Number of interactions with workers in hand car washes.	Reduction in the rate of hand car wash offences.	Deterrence. Resilience amongst at risk community (hand car wash workers).

Adapted from various Modern Slavery Partnership (MSP) Plans

Systemic perspectives

Many different agencies and sectors are involved in delivering a response to issues arising from Modern Slavery. For this reason, and because no single agency currently holds an overview of service provision or the progress of individual cases, it can be helpful to take a systemic perspective.

For instance, a systemic view of Victim Care Pathways was compiled during an action-learning workshop to describe the support and service offers currently available to help victims/survivors in the English Midlands. This model looked at survivor care on a continuum, from prevention, through to discovery of exploitation, respite and recovery, and sustainable freedom. When viewed from this perspective, it became easier to understand gaps and barriers to care, and to see where monitoring might be helpful to prevent system failures.

This continuum approach can easily be combined with other elements of performance management – for example table 3, on page 11, shows how the pathway could be seen in terms of objectives, targeted actions, KPIs, and outcomes.

A systemic approach also encourages the inclusion of all relevant perspectives, including that of survivors. In the West Midlands, for instance, a 2016 consultation on participant experiences in the NRM revealed that the majority of survivors consulted had come into contact with either a statutory or non-statutory agency prior to discovery, with no detection made at the point of contact⁸. Moreover, an overwhelming majority of clients consulted did not feel that professionals in the NRM understood their trauma. One suggested reason for this was that the majority of victims did not speak English.

Therefore, in order to be effective at discovery stage, agencies needed to consider language as a potential barrier, and address this in planning anti-slavery work. West Midlands Police have therefore worked with partner agencies to apply 'soft debriefs' (see the West Midlands' Liberate Plan for further details). Scotland's Human Trafficking and Exploitation Strategy also includes consultation with victims about what barriers they face, what they need and what will help them to move forward.

 The Liberate Plan and Scotland Strategy documents are included in the [IASC Partnership Toolkit](#) along with other examples.

⁷ Labour exportation is most prevalent amongst low paid, low skilled and often unregulated employment sectors including car washes, cleaning services, nail bars, care homes, construction, factories, agriculture, and hospitality.

⁸ Similar trends reported in other regions as well as in other countries, for example, USA.

Table 3 – Integration of performance management models for Victim Care Pathways



Victim Care Pathway	Prevention	Discovery	Respite	Recovery	Sustainable freedom
Objectives	Work collaboratively to prevent people from engaging or re-engaging in Modern Slavery and Human Trafficking crime/ prevent people from becoming victims.	Work collaboratively to identify victims of modern slavery.	Work collaboratively to safeguard and support victims of modern slavery.	Develop cross-agency capacity and capability to respond to survivor needs. Improve knowledge and understanding of victims’ needs.	Work in partnership for survivors to get sustainable jobs, finances, justice, and housing.
Targeted actions	Target vulnerable communities in order to decrease the likelihood of exploitation by conducting vulnerable community awareness raising campaigns (for example, Hand Car Washes). Actions should also place emphasis on social inclusion – both of victims and other groups of people who are at high risk of being victimised (vulnerable groups, for example, homeless).	Improve the targeting and coordination of multi-agency activity. Make enquiries and take action about suspected potential victims. Improve multi-agency information sharing. Implement procedures that are consistent and victim-focused, for example, local area victim care pathway guidance.	Improve knowledge and availability of support services, for example, medical care, mental health care. Ensure appropriate safe accommodation available for victims 24/7. Ensure there are plans with Local Authorities/ Housing to provide reception centres to temporarily accommodate potential victims both pre and post NRM.	Support improvements in recording victim journeys. Ensure victims have a relevant key worker/victim liaison officer throughout victim care journey.	Convictions and victims’ experiences are publicised in the UK and beyond, whilst ensuring safety of victims. Ensure partner agencies support survivor needs including ongoing trauma recovery, employment assistance, housing, financial and legal advice.
Key performance indicators	Number of multi-agency prevent campaigns. Quality of feedback from campaigns.	Number of victims identified and assisted. Number and coverage of victim identification activities.	Number and proportion of victims participating in decisions about services provided to them. Number and proportion of victims receiving voluntary care linked to the needs identified in an assessment.	Number and proportion of victims who have received legal counselling. Number of client-led programme improvements based on client (victim survivor) feedback in previous year.	Percentage of victims in long-term accommodation. Number and proportion of victims offered and receiving employment assistance.
Outcomes and impact	Building safer communities to prevent and protect people who are suspected of being potential victims/ reduce risk of re-victimisation. Reduction in MSHT in local area.	Improved identification and enhanced support for victims.	Improved support for victims. Improved trust, confidence and opportunities to report and refer between different agencies and victims.	Enhance recovery through improved provision of services/improved victim care.	Empower and support survivors to make their own decisions. Survivors become more work ready – increase their job-specific skills and experience.

Section 3: Planning performance

Planning is a pivotal step in performance management. Due to the complexity of modern slavery and the range of services that must be delivered in order to support victims, it is important that anti-slavery partnerships plan what they are to achieve and how they are going to do it. However, a research snapshot in 2017 showed that the majority of anti-slavery partnerships did not have detailed operational action plans⁹.

Developing an action plan involves several steps:

1. Establish success measures and priorities for the partnership
2. Set objectives based on priorities
3. Determine actions to take and who will be responsible for leading each action

Agreeing a shared definition of success

In order to articulate what success looks like and set clearly defined goals, anti-slavery partnerships need to have conversations around:

- What does success look like for us as an anti-slavery partnership?
- What outcomes do we want to achieve as a partnership?
- What is the purpose or added value of the partnership?
- What actions does this partnership need to take in order to achieve its purpose?
- What are the priorities?

A joint planning framework can help to articulate what success looks like and what actions to take in order to achieve success.

A joint planning framework can sit anywhere on a spectrum from a mission/vision statement of the partners' aspirations to detailed operational plans – including clearly defined goals, targeted actions, key performance indicators, and expected outcomes that partner agencies own collectively.

One way to ensure partnerships achieve more collaboratively than they do as separate agencies is to define their purpose or added value from the outset. Action plans then help to link purpose to actions as well as expected outcomes. Your anti-slavery partnership may also have to prioritise objectives and actions due to time and resource constraints.

Goal setting and action planning

The models outlined in the previous section (section 2) provide blueprints for developing detailed operational action plans.

After partnerships have established the mission of the partnership, the next step is to set specific, measurable performance goals that align with the purpose of the partnership. Setting goals and action planning should involve all partner agencies.

Developing SMART objectives

When setting goals, anti-slavery partnerships should consider developing SMART objectives. SMART is an acronym for:

- **Specific** – Goals must be clear and not vague; easy to understand
- **Measurable** – Goals must be able to be measured in some way in order to determine success. Goals should usually be linked to one or more performance indicators. For example, a goal to 'reintegrate survivors into society' might be measured by 'percent of survivors in long-term employment' – amongst other measures. Section 4 discusses measurement in further detail
- **Attainable** – Goals must be realistic ie achievable and actionable by the partnership
- **Relevant** – Goals must relate to your partnership's vision/mission
- **Time-bound** – Goals must have a set timescale for achieving the objective, including starting and ending points or a fixed duration. For example, 'raise awareness of Modern Slavery through x number of training sessions that will take place between June to October 2018' (or 'for 5 months in 2018' if specific start and end dates are not given)





Objective setting provides the link between agreeing what is to be achieved (prioritisation of potential outputs and outcomes) and determining how it is to be achieved (for example, inputs, activities). Some examples of this process in practice are given on page 13.

⁹ A recent report, "Collaborating for Freedom: Mapping Anti-Slavery Partnerships in the UK Report (2017)", uncovered that less than half of anti-slavery partnerships had action plans.

Examples of SMART action plans

Example 1: Hampshire Modern Slavery Partnership

Vision: To make Hampshire, The Isle of Wight, Portsmouth and Southampton a supportive place for victims and a hostile place for perpetrators of modern slavery.

Strategic Objectives >	Actions >	Outputs and Outcomes
<p>Strategic Objective 1: To raise awareness of modern slavery</p> <p></p> <p>Impact = Protect by increasing awareness of and resilience against modern slavery.</p>	<ul style="list-style-type: none"> ■ Implement a partnership engagement plan incorporating a quarterly media campaign ■ Provide access to awareness raising materials and annual training for frontline professionals  ■ Utilise Hampshire’s modern slavery website to ensure information and advice is available ■ Encourage all private and public sector organisations within Hampshire with a turnover above £36 million to publish an annual statement 	<ul style="list-style-type: none"> ■ Increased reporting of modern slavery from professionals and the public ■ Increased understanding amongst professionals of their responsibilities <p>Outputs can include number of frontline professionals that attend training annually.</p>
<p>Strategic Objective 2: To combat modern slavery by working in partnership</p> <p></p> <p>Impact = Prevent by ensuring a coordinated approach to preventing people from engaging in slavery.</p>	<ul style="list-style-type: none"> ■ Ensure the partnership is reflective of Hampshire’s diverse community by establishing strong links between governmental and non-governmental organisations, faith groups and businesses ■ Develop a clear information reporting and sharing protocol between partners  ■ Ensure modern slavery is firmly on the agenda for Community Safety Partnerships, Adults and Children Safeguarding Boards and Health & Wellbeing Partnerships ■ To work with the Business Crime Partnership to ensure modern slavery and specifically tackling transparency in supply chains is on the agenda ■ Engage with partners in the Homeless sector to progress the recommendations in the report ‘Understanding and Responding to Modern Slavery within the Homeless Sector’ 	<ul style="list-style-type: none"> ■ Increased information sharing and resource co-ordination <p>Outputs can include number of bilateral MoUs between agencies; standard operating procedures available for referrals, specifying which organisation is responsible for providing particular services to a victim.</p>

Adapted from: Hampshire Modern Slavery Partnership (MSP) Strategy document

Example 2: Derbyshire Modern Slavery Partnership

Action 2016-17	Owner	Timescale	RAG Status
Liaison with Derby University to deliver a Business supply chain conference.	[owner/MSP member responsible for delivery omitted for confidentiality reasons]	June 2016	Green
Develop and publish a county/city wide MSP Newsletter – highlighting key activities, awareness raising, Derbyshire facts, etc.	[owner/MSP member responsible for delivery omitted for confidentiality reasons]	Sept 2016	Green

Source: Derbyshire MSP Communication Strategy and Action Plan

Example 1 links Hampshire’s MSP vision to strategic objectives. It also illustrates how each strategic objective (goal) links to specific actions and to outcomes. Example 2 provides part of Derbyshire’s MSP communication strategy linking two actionable priorities with partners responsible for those actions, timeframes, and progress of actions based on RAG (Red Amber Green) status¹⁰.


Some anti-slavery partnerships may have several operational ‘work plans’ – especially if they have sub-groups. For instance, Derbyshire Modern Slavery Partnership has three sub-groups: Pursue and Prevent, Protect and Prepare, and Awareness raising, each with a work plan that outlines objectives, actions, owner, timescale and RAG status.

Other examples of action plans are included in the [IASC Partnership Toolkit](#) (see ‘Strategies’ in the ‘Governance’ section). Your anti-slavery partnership can draw inspiration from these plans when creating a SMART action plan and/or revising the plan as appropriate.

Collaborative action plans identify the critical role of partnership working to tackle modern slavery, advocating individual agency priorities to incorporate modern slavery. SMART action plans can help anti-slavery partnerships to communicate goals effectively, plan sharing of resources and measure progress against defined actions. The next section discusses how to measure progress, specifically focusing on monitoring and evaluating performance in anti-slavery partnership working.

¹⁰ RAG status is a popular method for rating how well an activity or milestone is being delivered based on Red, Amber (yellow), and Green colours. Green indicates that the activity has been done or is on schedule, whilst Red means the activity has not been done or is behind schedule. RAG status can also form part of the information systems that helps to monitor and evaluate performance.

Section 4: Monitoring, evaluating and acting on performance

Monitoring and evaluation (M&E) can establish what interventions are successful, for whom and under what circumstances. This information can be shared to build evidence on effective practices. 

A comprehensive approach to monitoring and evaluation will help you to answer the following questions:

- How do you know if your actions have produced intended outcomes?
- Which partnership targets you are meeting and which you are failing to meet?
- Which partnership activities are most effective in meeting your objectives?

Table 4, opposite, provides a helpful comparison of the differences between monitoring and evaluation.

Monitoring information also provides a key source of evidence to inform political dialogue and accountability within partnerships. In many anti-slavery partnerships, monitoring currently occurs through minutes, reports of meetings, and action points¹¹. However, other types of measurement can also be useful in understanding progress.

Table 4: Comparison of monitoring and evaluation

	Monitoring	Evaluation
Timing	Continuous process that takes place throughout the implementation and delivery of a project.	Evaluation can be interim for example part of a mid-term review, and/or at project completion. You can also evaluate processes – for instance, how partnership is functioning – which is different from an evaluation of effectiveness.
Depth and purpose	Regular part of project management. It focuses on the implementation of the project, comparing what is delivered with what is planned.	Reviews the achievements of the project and considers whether the plan was the best one to achieve the outcomes. Measures achievements, as well as positive/negative and intended/ unintended effects. Looks for lessons to be learned from both success and lack of success, and also looks for best practices, which can be applied elsewhere.
Who conducts it	Usually done by people directly involved in implementing the project.	Best conducted by an independent outsider who can be impartial in consulting with project staff/relevant partners.

Sources: Adapted from UNODC 2008 and Roche 1999.

¹¹ Collaborating for Freedom: Mapping Anti-Slavery Partnerships in the UK Report (2017).

A systematic and iterative process

Monitoring and evaluation can be a systematic and iterative process continued throughout the life of a partnership, as Figure 2 opposite illustrates.

Step 1. Define (or re-define) success:

Action plans help anti-slavery partnerships articulate what success looks like and set clearly defined goals that link to planned actions. As stated in section 3, this discussion should happen early and form the basis of planning for monitoring and evaluation.

Step 2. Develop (or re-develop) indicators:

After your partnership defines success, you need to develop indicators for the different elements of your partnership working so that you can track and measure progress towards your goals. Your partnership can include a combination of process/input, output, and outcome indicators (see below). For instance, staff hired or information sharing agreements signed (process/input indicators); referrals increased by a percentage and number of survivors tracked post-referral (output and outcome indicators). The bottom line is that it is important to have clearly defined indicators for measuring progress towards meeting objectives. The indicators that you use will depend on your goals. This section includes some sample indicators you might consider using within your partnership.

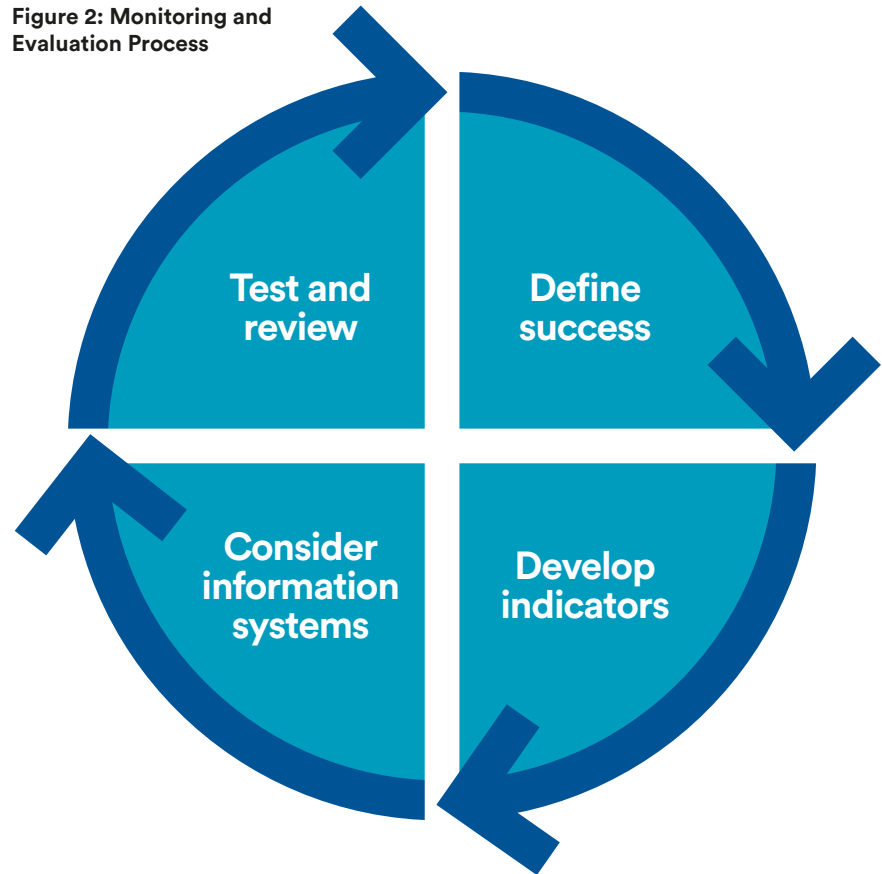
Step 3. Consider (or re-consider) information systems:

Your partnership should also consider what information will be needed in order to monitor and evaluate performance, how it will collect and analyse information. You should consider what information will be needed for those indicators, planning how that information will be collected ie information sources, means of verification. You should also consider record-keeping (see also further resources for a link to Ruth Van Dyke's Evidencing Anti-Slavery Partnerships).

Consideration of information systems for monitoring and evaluating anti-slavery partnership work also includes having a system in place to report to stakeholders and improve performance. For instance, in terms of evaluation, you might jointly decide to have an independent annual review.

Step 4. Test and review: As you begin to collect information, regularly review whether systems are adequate for ongoing monitoring, and whether the data you are collecting actually provides the information that you need.

Figure 2: Monitoring and Evaluation Process



Performance indicators

Performance indicators are measures of inputs, processes/activities, outputs, outcomes, and impacts for anti-slavery partnership initiatives or strategies. The selection of indicators depends on the questions that need to be addressed:

- **Input indicators:** What resources are used/needed to deliver the service or initiative (for example, employees, equipment, buildings, funding)?
- **Process indicators:** Is the partnership or relevant partner agencies doing what is required to achieve the desired output? Is your partnership on track to meet targeted activities?
- **Output indicators:** What level of service is being provided? How many units of service are being delivered?
- **Outcome indicators:** These show progress towards specific objectives. For example, if the objective was to increase the proportion of victims identified on first contact, the detection rate on first contact for victims of modern slavery would be an outcome indicator

Examples 1 and 2 in this section include a combination of input, process, and output indicators. In example 2 for instance, 'At least 5 volunteers' and 'At least 2 secure accommodations identified' are input indicators; 'Total of 6 service users' and 'At least 1 form of feedback from each service user/potential victim' are output indicators.

Remember to consider 'What are the priority objectives/desired outcomes?' and 'What do the objectives rely on?' when determining which performance indicators your anti-slavery partnership should use.

If one priority objective is investigative performance (under the 'pursue' remit), then an outcome indicator could be proportion of offenders brought to justice. Another indicator could be quality of evidence/intelligence used, which is a process indicator.

You can also ask ‘What might affect these objectives?’ What are the risks? You can build these risks into your planning and actions (see the Logframe subsection on page 19 for further ideas). For example quality of evidence provided by partner agencies might be affected by lack of information sharing, speed of evidence collection, speed of analysis, and quality of witness statement capture.


A review of indicators along with a review of overall performance should be undertaken at least annually to ensure that selected indicators are still relevant.

The Scottish Government has published its first annual progress report on its Trafficking and Exploitation strategy. The report incorporates a tabular update on measuring progress of the priority objectives identified in the Strategy. The illustration below captures a part of the update.

The information presented in the table provides the objective, which is “to identify victims and support them to safety and recovery” (this is step 1 – define success), as well as details on how this objective is measured. The objective is measured by number of potential victims identified along with three other indicators (this is step 2 – develop indicators).

The report also highlights the scope of measurement, means of verification and includes the actual data for 2017/18 (this is step 3 – consider information systems). In some instances, the actual data for a timeframe can be compared with a baseline (data from a previous timeframe) or a standard.

You can find a link to the full progress report included in the [IASC Partnership Toolkit](#).

 The further resources section of this guide includes reference to more performance indicators that can be used in monitoring and evaluating anti-slavery initiatives.

Example 1 – Measuring progress on the Scottish Government Strategy

Measure	Definition	2017/18 data																								
Identify victims and support them to safety and recovery																										
Number of potential victims identified	All victims (adults and children) who enter the NRM and (in due course) those identified through the 'duty to notify' process	<p>Full 2017 annual report is published by the National Crime Agency, with a breakdown of referrals from Scotland (published March 2018); nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2017-nrm-statistics/884-nrm-annual-report-2017</p> <p>Key figures for Scotland 2017: Total referrals: 207 (38% increase on 2016)</p> <table border="1"> <thead> <tr> <th>Type</th> <th>Male adult</th> <th>Female adult</th> <th>Male minor</th> <th>Female minor</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Domestic servitude</td> <td>1</td> <td>4</td> <td>1</td> <td>3</td> <td>9</td> </tr> <tr> <td>Labour exploitation</td> <td>77</td> <td>13</td> <td>28</td> <td>9</td> <td>127</td> </tr> <tr> <td>Sexual exploitation</td> <td>2</td> <td>43</td> <td>2</td> <td>8</td> <td>55</td> </tr> </tbody> </table>	Type	Male adult	Female adult	Male minor	Female minor	Total	Domestic servitude	1	4	1	3	9	Labour exploitation	77	13	28	9	127	Sexual exploitation	2	43	2	8	55
Type	Male adult	Female adult	Male minor	Female minor	Total																					
Domestic servitude	1	4	1	3	9																					
Labour exploitation	77	13	28	9	127																					
Sexual exploitation	2	43	2	8	55																					

Source: Scotland Trafficking and Exploitation Strategy First Annual Progress Report (section 6 – Measures of progress; see also: beta.gov.scot/publications/trafficking-exploitation-strategy/pages/6/)

Example 2 – monitoring funding provision for Pre-NRM support

Funding arrangements usually include elements of monitoring and evaluating performance. This example provides an overview of monitoring within a funding agreement between Derby City Council, British Red Cross, and Jacobs Well for the provision of pre-NRM support for victims.

The agreement sets frequency of monitoring and method of communication: completion of a monitoring report on a monthly basis (this addresses step 3 – the information system). It also states that a summary of grant income and expenditure for the period should also be included in the monthly monitoring report.

The funding agreement also lists desired outcomes and planned outputs linked to key performance indicators (this addresses steps 1 and 2). Table 5 presents a results chain based on the output goals, outcome goals and indicators stated in the funding agreement.

The funding agreement also includes a requirement for an annual review submission, including the following:

- An analysis of any surveys, questionnaires or consultation undertaken
- Details of staff, volunteer or management committee training
- Evidence of how services have benefited users (and carers if applicable), the outcomes of the service
- Any new user groups during the year
- Details of main achievements and successes during the year
- Details of any problems faced including actions taken and lessons learned
- Action plan with details of new developments during the year or planned developments – for example, any new user groups or projects

The above examples show that measuring progress and success of anti-slavery initiatives requires definitions of success, development of indicators, and consideration of information systems. It is also important that survivors are involved in defining success and providing performance feedback.

There are numerous tools, methods, and approaches for monitoring and evaluating anti-slavery partnership working. These include: logical framework (logframe) approach; theory-based evaluation – mapping processes and activities; surveys; ‘rapid appraisal’ methods including use of focus groups and steering groups; participatory methods such as stakeholder analysis, cost-benefit analysis; and impact assessments.



The Further Resources section includes a link to monitoring and evaluation methods suggested by the World Bank.

Some of these approaches could be helpful for anti-slavery partnership monitoring and evaluating – below we provide some examples and further description.

Table 5 – Results chain for pre-NRM support

Desired outcomes	Key performance indicators	Output goals
Potential victims who feel supported while engaging with NRM (deciding whether they will go into NRM).*	Referrals/new service users/number of active service users Secure accommodation identified. Number of volunteers.*	Total of 6 service users At least 2 secure accommodations identified. At least 5 volunteers.
Improved engagement with First responders.	Virtual hub developed for First responders to improve engagement. Details of partnership working.	1 virtual hub developed. Number of staff left/appointed by pre-NRM support provider whose posts are funded by the Council.
Increased understanding of barriers for potential victims to enter NRM.* Potential victims have a better understanding of their rights.*	Number of complaints received and how they were resolved. Number of compliments received (and nature of compliments) Equal opportunities breakdown of service users.	At least 1 form of feedback from each service user/potential victim. Annual equalities review that considers the accessibility of the services provided to the target population and how the organisation/partnership can improve the accessibility and appropriateness of services.

Note: * Increased understanding of barriers can also be linked to volunteers recruited to support service users, engage with and get feedback about their experiences.



Logical framework (LogFrame)

The logical framework (LogFrame) helps to clarify objectives of any project or initiative. It aids in the identification of the expected causal links—the “program logic”—between inputs, processes, outputs, outcomes, and impact. It leads to the identification of performance indicators at each stage in this chain, as well as assumptions and risks which might impede the attainment of the objectives. Similar to Theory of Change presented in section 2 of this guide, the LogFrame is also a vehicle for engaging partners in clarifying objectives and designing activities. During implementation the LogFrame serves as a useful tool to review progress and take corrective action¹².

Example of a LogFrame for better integration

Table 6, on page 20, presents a LogFrame for better integration of central/local anti-slavery action which was created by frontline representatives during an anti-slavery partnership action-learning workshop in the Midlands.



LogFrames can also be used for planning as well as M&E. A LogFrame template has been provided as supplementary material to this guide (see Further Resources section).

Some other M&E tools and approaches

Self-assessments, audit and inspections.

These methods judge services on how well they are currently performing, their impact and on their potential for improvement, often based around national priorities. There are audit and inspection reports on multiple agencies’ responses to modern slavery. The HMICFRS report ‘**Stolen freedom**’ [justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/stolen-freedom-the-policing-response-to-modern-slavery-and-human-trafficking.pdf](https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/stolen-freedom-the-policing-response-to-modern-slavery-and-human-trafficking.pdf) on the Policing response is an example.

Self-assessments enable all partner agencies to identify their strengths and areas for improvement, as well as gaps in services and partnership working.

Benchmarking and peer review.

Benchmarking is a way of comparing processes and procedures to ensure efficiency and effectiveness. Through looking at the processes and procedures of other partnerships, and comparing those with your anti-slavery partnership, you may be able to identify how better partnership working and other outcomes can be achieved. For statutory organisations, national comparisons of some services are available. However, a note of caution on benchmarking: it involves assumptions, which do not necessarily hold between different partnerships that are in different contexts (‘one size or one approach does not fit all’). For instance, NRM referral metrics are frequently used as a benchmark for performance in enforcement. Whilst these numbers can be helpful, they should not be solely relied upon as we do not understand levels of prevalence of slavery in different contexts, or distribution¹⁵. A mix of quantitative and qualitative measures may be more useful.

Peer reviews – a formal or informal assessment by colleagues in the sector – may also prove helpful to evaluate partnership working.

Service user feedback. Many public and privately provided services seek customer feedback through surveys, complaints, comments, consultations, meetings with service users and staff. This information provides valuable feedback on satisfaction with services.

This is just as much the case with anti-slavery work, where survivor perspectives are essential. However, care must be taken in the construction of the feedback process, to ensure that survivors do not find it onerous or intimidating. Options may include regular qualitative data gathered via drop-in services, or inviting feedback via a neutral third-party organisation. Survivors can also lead evaluations: see for instance the review of **San Francisco anti-trafficking partnership**. rti.org/impact/evaluation-san-francisco-mayors-task-force-anti-human-trafficking

Risk management (for example, use of MoRiLE – Management of Risk in Law Enforcement): Anti-slavery partner agencies can use this process to determine risks to performance. Risk management is also vital to planning and resourcing. Statutory services normally have risk registers that should be updated regularly. The identification of risks can also happen through a logframe – see table 6, on page 20.

This section has shown that monitoring and evaluating helps with measuring progress and understanding whether anti-slavery partnerships have been successful at achieving goals. Monitoring and evaluating is part of implementation along with communication. The next section deals with communicating performance.

¹² Source: World Bank Monitoring and Evaluation: Some Tools, Methods, and Approaches, page 8.

¹⁵ NRM numbers also do not include the many individuals who choose not to access the NRM system, for a variety of reasons. For this reason any performance metric based on NRM referral statistics will only show a very incomplete picture of enforcement activity.

Table 6 – A LogFrame for integration

	Project structures (Objectives)	Indicators of achievement (Success Measures)	Means of verification (Data Sources)	Risks and assumptions
Goal	<ul style="list-style-type: none"> ■ To create a multi-agency regional Modern Slavery Hub ■ Co-location and multi-agency work ■ MARAC for all investigations and intelligence jobs 	<ul style="list-style-type: none"> ■ Successful judicial outcomes ■ Dismantle organised crime groups ■ Effective engagement with victims ■ All key stakeholders represented/co-located together in one place within the next 12 months 	<ul style="list-style-type: none"> ■ Remote access to partner databases ■ Inviting ‘third party’ understanding ■ Agencies present cases dealt with ■ Victims rescued ■ Prosecutions or positive outcomes 	<ul style="list-style-type: none"> ■ Breakdown of partnership through non-engagement ■ Cost/benefit analysis – resources, expertise at the expense of other work in an organisation
Purpose	<ul style="list-style-type: none"> ■ Improve the investigative and safeguarding response for potential victims of Modern Slavery and Human Trafficking ■ Effectively manage victim pathway ■ Effectively manage intel sharing ■ Effectively manage evidence gathering ■ Manage risk 	<ul style="list-style-type: none"> ■ Reduction in victimisation ■ Increased intelligence (reports/referrals) from July 2018 to December 2018 ■ Changes to operational tasking, for example, increased involvement of partners 	<ul style="list-style-type: none"> ■ Crown prosecution service statistics ■ National referral mechanism stats ■ Court results ■ Intelligence 	<ul style="list-style-type: none"> ■ Displacement of victims
Outputs	<ul style="list-style-type: none"> ■ Single location for members to ensure close working relations ■ Law enforcement operations improve 	<ul style="list-style-type: none"> ■ Victims willing/wanting to engage with authorities ■ Successful outcomes – number of victims rescued; prosecutions ■ Increased intel ■ Increase in operational activity within a certain period of time, for example, 6 months 	<ul style="list-style-type: none"> ■ NRM stats ■ CPS stats ■ Partner’s data ■ Victim debriefs 	<ul style="list-style-type: none"> ■ Too much work for available resources ■ Success may mean victim displacement ■ Attitudes to risk differ ■ Lack of ownership
Activities	<ul style="list-style-type: none"> ■ Regular multi-agency meetings – agreeing/ tailoring requirements ■ Create multi-agency intel pack for judicial enquiry ■ Education Programme set up with regional partners for international source country ■ Information sharing ■ Prioritisation of resources ■ Prioritisation of risk ■ Safeguarding ■ Investigation ■ Disruption ■ Intervention ■ Prevention ■ Education ■ Training 	<ul style="list-style-type: none"> ■ Regional Hub meetings at least once a month ■ At least 1 visit to partners in an international ‘source’ country ■ Single data system/intel established within 1 year as agreed with regional partners ■ Multi-agency intel pack developed within 6 months ■ Funding (for example, secured additional funding within 9 months) ■ Recruitment (for example, recruit two additional members from business sector by December 2018) ■ Create information sharing agreement between all hub members that upholds agencies’ data protection standards 	<ul style="list-style-type: none"> ■ Change in structure/ governance to incorporate joint working practices (for example, Terms of Reference) 	<ul style="list-style-type: none"> ■ Failure to engage may leave victims ‘in limbo’ ■ Insufficient resources could make output meaningless ■ Partner agencies politics/power may come to fruition – power differentials

Section 5: Communicating performance

Communicating performance helps to demonstrate that your partnership’s actions have produced the intended outcomes and objectives. Evidence of effectiveness in anti-slavery partnership working can exert influence on future policy decisions and practices.

As modern slavery is a multi-dimensional issue, it involves multiple agencies that will probably have some conflicting priorities. It is therefore important to collect, communicate and share information purposefully. Communication channels between partner organisations can help in developing and delivering consistent messages. Communications also enable partners to hold each other to account for mutually agreed targets and outcomes.

Anti-slavery partnerships communicate performance and progress in various ways. Communication can occur through:

- regular meetings
- briefing notes or newsletters distributed to partner agencies
- updated action plans with RAG status, as well as,
- progress reports and reviews

You should also ensure that you share information in a timely manner. Issues such as not knowing which person to share information with or obtain information from, restrict consistency and timeliness in partner communications.

Developing trust

Improved communication also involves building trusting relationships between agencies. For most partnerships, building trust between partners is the most important ingredient for achieving successful outcomes in partnership. However, building trust requires time for dialogue and learning.

It may be particularly difficult to build trust if partner agencies have a legacy of suspicion about motives, power differentials, or unresolved or unmanaged conflicting priorities between different agencies.

Two ways to resolve communication issues and help develop trust are to regularly share information and have a Specific Point of Contact (SPOC) in each partner agency.

In addition, regular opportunities for partners to have frank discussions on the partnership’s progress can also help develop mutual trust and manage conflicts. One method to encourage partners to understand their policy and practice differences is to use a scenario-based case study around a particular issue. This method was used effectively during action-learning workshops with anti-slavery practitioners resulting in a better appreciation for different partner agencies’ approaches¹⁴.

Partnerships can also use an annual partnership assessment questionnaire to evaluate trust and communication in addition to the IASC Partnership Checklist.

 A Partnership Communication and Trust Assessment Questionnaire has been provided as supplementary material to this guide (see Further Resources section).

Reporting templates

Performance management does not have to be difficult to report.

In Salford, the Adult Safeguarding Board utilised an annual report template for individual partner agencies to account for their practice including key achievements, key challenges and future priorities.

In Gloucestershire, the Police introduced a simple performance reporting format as a means of providing a focus for its performance management framework. It adopted a 4Ps reporting format: Progress, Problems, Priorities, Points for Action. This simple format provided a common language for identifying success and building upon areas for improvement.

 Annual report templates that individual agencies or task groups within your anti-slavery partnership can use to communicate progress have been provided as supplementary material to this guide.

¹⁴ One workshop in particular explored the different viewpoints of front-line practitioners in various partner agencies (ie NGOs, Police, Offices of the Police and Crime Commissioner (OPCC), and Local Authorities) to victim-survivor care from discovery to recovery.

Section 6: Conclusions – improving performance through partnership

Integration of performance management can help to facilitate knowledge exchange and information sharing. It needs to occur vertically, between national, regional and local levels of response, and horizontally, between agencies at each level of operation. However, the degree to which partnerships themselves integrate will vary according to the nature of local relationships and politics. This final section discusses integration in further detail – how it improves performance and might be attainable within anti-slavery partnerships.

Holistic integration



Many partnerships initially involve little (if any) joint decision making or joint service delivery, but may evolve closer working over-time, to gain the full benefits of partnership synergy. We have seen how processes such as action plans, terms of reference or memoranda of understanding (see section 3) help to allocate responsibilities for operational delivery of shared objectives, aims and planned outcomes. Some partnerships may also opt for physical co-location to promote integration (though co-location in itself will not automatically encourage joint working).

Actions that can foster integration include:

- improved communications, trust and dialogue (see section 5)
- the adoption of standard terminology and commonly agreed methodology to plan actions, assess performance, and collect and record data on cases
- use of tested tools and processes, such as multi-agency safeguarding hubs (MASH) and multi-agency risk assessment conferences (MARAC)
- technological solutions that can help to share information. The [IASC Partnership Toolkit](#) includes a case briefing on the use of ECINS (an integrated information system)

Importantly, a holistic and integrated approach means looking beyond policing and the criminal justice response. Performance management needs to also incorporate tools and measures that promote prevention of slavery, recovery of victims and survivors, and building sustainable resilience against slavery through the engagement of local businesses and communities.



You can find information on MARAC, ECINS and examples of different approaches to engaging communities in the resources section of the [multi-agency partnership toolkit](#).



Further resources

- [IASC Partnership Toolkit](#)
- The following resources can be found in the [Performance Management Guide](#) section of the [IASC Partnership Toolkit Resources](#)
 - Ruth Van Dyke’s Evidencing Anti-Slavery Partnerships model
 - Performance Indicators for Anti-Slavery Partnership Working
 - LogFrame Template
 - Annual Report Templates for Partner Agencies
 - Partnership Communication and Trust Assessment Questionnaire
- [World Bank Monitoring and Evaluation: Some Tools, Methods, and Approaches guidance](#)



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