

# Consultation on the Modern Slavery PEC's research priorities

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# Introduction

## About the Modern Slavery PEC

The Modern Slavery and Human Rights Policy and Evidence Centre (Modern Slavery PEC, or the PEC) was created by the investment of public funding to enhance the understanding of modern slavery and transform the effectiveness of laws and policies designed to overcome it.

It's designed to provide independent, impartial and authoritative insight and analysis on modern slavery based on high quality research it commissions and co-creates, aiming to have a transformational impact on the understanding of modern slavery and the responses to it.

The Centre brings together academics, policymakers, businesses, civil society, survivors and the public on a scale not seen before in the UK to collaborate on solving this global challenge. The Modern Slavery PEC's approach is rooted in human rights.

Led by the Bingham Centre for the Rule of Law (part of the British Institute of International and Comparative Law (BIICL)) the Centre is a consortium of universities and Independent Research Organisations consisting of the Rights Lab at the University of Nottingham, the Wilberforce Institute at the University of Hull, the Centre for the Study of International Slavery at the University of Liverpool, the Bonavero Institute on Human Rights at the University of Oxford and the Alan Turing Institute. The Modern Slavery PEC is funded and actively supported by the Art and Humanities Research Council on behalf of the UK Research and Innovation (UKRI), from the Strategic Priorities Fund.

Read more about the Modern Slavery PEC at [www.modernslaverypec.org](http://www.modernslaverypec.org).

## Modern Slavery PEC research areas

The Modern Slavery PEC was developed in collaboration with academic researchers at the forefront of modern slavery research and with input from the Home Office. This process included a series of roundtables and workshops hosted by the AHRC as part of the development of the proposal. These were held to engage stakeholders and the research community and to discuss key gaps and challenges around the relationship between research and policy. This process resulted in the identification of four research areas:

1. Preventing modern slavery
2. Understanding survivor needs and enhancing victim support
3. Modern slavery in business supply chains
4. The effectiveness of legal enforcement measures

A further flexible/responsive research area was added to the survey to reflect the urgent need for research on modern slavery to consider the effects of the Covid-19 pandemic.



## About this consultation

This report is a summary of a consultation into research priorities on modern slavery for the Policy and Evidence Centre on Modern Slavery and Human Rights.<sup>1</sup> The consultation was carried out between July and October 2020, overseen by a Working Group composed of members of the Modern Slavery PEC Senior Management Board and Advisory Group. The consultation will contribute to the Modern Slavery PEC’s research strategy and delivery plan.

## The challenge

The Modern Slavery Act (2015) and the ‘Call to Action’ at the United Nations General Assembly (in 2017)<sup>2</sup> raised expectations that the UK would be ‘world-leading’ in addressing modern slavery. However, independent scrutiny of progress in both the domestic<sup>3</sup> and international<sup>4</sup> arena has noted strategic weaknesses and a lack of a systematic use of research and evidence to inform interventions. Research has identified inconsistencies in the policy and legal framework, particularly in relation to labour market regulation and immigration controls, which may actually be creating the conditions for exploitation to flourish.<sup>5</sup>

As a relatively new field, we still know little about ‘what works’.<sup>6</sup> There have long been complaints from researchers about a lack of reliable data<sup>7,8</sup>, and about the disappointing results of campaigns

1. Information and progress on the consultation has been reported regularly on the Modern Slavery PEC website: <https://modernslaverypec.org/latest/research-priorities-consultation>

2. The Call to Action (‘Call to Action to End Forced Labour, Modern Slavery and Human Trafficking’) was launched at the 72nd Meeting of the UN General Assembly, 19<sup>th</sup> September 2017, following a roundtable convened by the UK Prime Minister, Theresa May.

3. NAO (2017) ‘Reducing Modern Slavery’, Report of the National Audit Office. <https://www.nao.org.uk/wp-content/uploads/2017/12/Reducing-Modern-Slavery.pdf>

4. ICAI (2020) ‘The UK’s approach to tackling modern slavery through the aid programme: A review’, The Independent Commission for Aid Impact. <https://icai.independent.gov.uk/report/the-uks-approach-to-tackling-modern-slavery-through-the-aid-programme/>

5. Craig, G., Balch, A., Lewis, H., & Waite, L. (Eds.) (2019). The Modern Slavery Agenda: Policy, Politics and Practice. Bristol: Policy Press.

6. Bryant, K., and Landman, T. (2020) ‘Combating Human Trafficking since Palermo: What Do We Know about What Works?’, Journal of Human Trafficking, Published online: 01 Mar 2020.

7. Laczko, F. (2002) ‘Human Trafficking: The Need for Better Data’ Migration Policy Institute, <https://www.migrationpolicy.org/article/human-trafficking-need-better-data>

8. De Witte, M. (2018) ‘The anti-trafficking movement needs better data to solve the problem, Stanford researchers say’, Stanford News Service, <https://news.stanford.edu/press-releases/2018/09/05/get-good-data-human-trafficking/>

to address the issue<sup>9,10</sup>. Central to improving the effectiveness of policy is a productive relationship between researchers, policymakers and practitioners which can maximise the impact of research. There has also been useful guidance for policymakers about good practice in relation to survivor involvement, which is also relevant for researchers<sup>11</sup>. Recent work has highlighted examples of good practice in this area, where evidence can translate into policy change, but there remain a number of barriers that need to be overcome.<sup>12</sup>

The creation of the Modern Slavery PEC underlines a commitment to improve the evidence base in order to inform policies. It provides an opportunity to facilitate collaboration between researchers, policymakers, practitioners and the wider community of stakeholders to enhance understanding of modern slavery and transform the effectiveness of law and policies designed to overcome it. This consultation represents an essential component of the Modern Slavery PEC's engagement with this wider community as part of the development of its research strategy.

## Working Group

The consultation on research priorities was overseen by a Working Group (WG) set up by the Modern Slavery PEC. The membership of the WG was drawn from the PEC's Senior Management Board and Advisory Group. It was chaired by Alex Balch (University of Liverpool), and included Anjali Mazumder (The Alan Turing Institute), Sarah Kerr and Vicky Brotherton (Rights Lab), Trevor Burnard (Wilberforce Institute), Jenna Teasdale and Katie Lawson (Independent Anti-Slavery Commissioner, IASC), Alastair Redfern (Advisory Group), Andrew Monyard (Home Office - Modern Slavery Unit).

Administrative support was provided by Kai Shakti-Akhenaten on behalf of the Modern Slavery PEC and additional support for the roundtables and survey analysis were provided by Helen Bryant and Oliver Kennedy from the University of Liverpool.

## Consultation aims and objectives

From the outset, the consultation aimed to gather input from a wide range of people working in the anti-slavery field, including academics, civil society, policymakers, lawmakers, businesses, frontline activists and – most importantly – survivors. The methods and process by which this consultation was conducted were intended to be in line with the principles and values of the Modern Slavery PEC, namely to be inclusive, collaborative, reflective and forward thinking.

The key objectives of the consultation were to:

1. Proactively engage with stakeholders
2. Identify research gaps, and
3. Set clear research priorities to guide the PEC's future work

9. McDonald, W. F. (2014). "Explaining the under-performance of the anti-human-trafficking campaign: Experience from the United States and Europe." *Crime Law and Social Change*, 61: p125-138.

10. Thibos, C. (2020) 'Twenty years of trafficking: taking stock of the world the Palermo Protocol built' openDemocracy (15 November 2020), <https://www.opendemocracy.net/en/beyond-trafficking-and-slavery/twenty-years-trafficking-taking-stock-world-palermo-protocol-built/>

11. Brotherton, V. (2020) 'Nothing about us, without us: Survivor involvement in anti-slavery policy making: Guidance for policy makers' <https://www.nottingham.ac.uk/research/beacons-of-excellence/rights-lab/mseu/mseu-resources/2020/april/briefing-nothing-about-us-without-us.pdf>

12. Semione, J. (2020) 'Preparing for Impact: How we can overcome barriers and cultivate a culture of collaboration, understanding, and respect to achieve impact on survivor support', IASC and PaCCS (Partnership for Conflict, Crime & Security Research) <https://www.antislaverycommissioner.co.uk/media/1433/iasc-review-preparing-for-impact-july-2020.pdf>

## Survey and roundtables

Central to the consultation exercise was the creation of a short survey to gather views from a range of perspectives including researchers and policymakers within the sector. Survey questions were designed to capture views on the Modern Slavery PEC's four research areas (with the additional area – research into modern slavery and Covid-19 making it 4+1). The Working Group were keen for the survey to be brief considering the need to maximise responses and to minimise the burden for respondents. However, the survey was also an opportunity to gather opinions about other research challenges (i.e. outside the PEC's research areas) and about preferred method of communication of research from the Modern Slavery PEC. The full set of survey questions are included in Appendix 1, along with the word frequencies frequencies and associated statements from the survey.

A draft of the survey was shared for feedback with the PEC Advisory Group, which includes a range of stakeholders, and was launched in July 2020. By the end of September 2020, 121 people had responded. Included within the survey was an opportunity for respondents to indicate whether they would be willing to take part in a further roundtable on research priorities in September and October 2020. In total, eight roundtables on research priorities were hosted by the Modern Slavery PEC with 75 participants. These were carried out with participants knowing in advance that we would be using a form of Chatham House Rules, where it was understood that notes would be taken, but that quotes would be unattributed. Five of these roundtables were focused on the PEC's 4+1 research areas, with the other three dedicated to cross-cutting themes that emerged from early results of the survey and from discussions within the Working Group. The roundtables were chaired by a mixture of individuals from within and outside of the PEC. For a full list of roundtables and chairs, see Appendix 2.

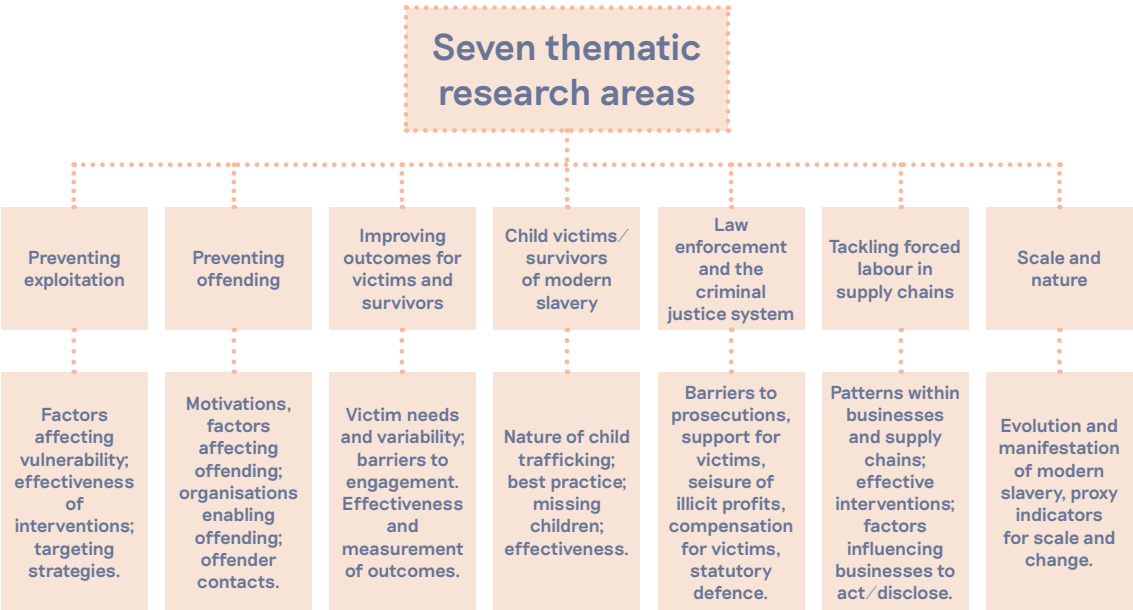
# Background and context

## Independent Anti-Slavery Commissioner and Rights Lab mapping of the research on modern slavery

A mapping exercise by the Independent Anti-slavery Commissioner and the Rights Lab was carried out in early 2017 to identify key research on modern slavery. The report focused on existing academic research, and was limited to those who responded to the survey (59). The report<sup>13</sup> identified a number of 'areas that require further research' including, in particular: a need for improved estimates of modern slavery (prevalence); increased knowledge about risks, experiences and differential impacts of modern slavery; a need to improve monitoring and evaluation of responses by governments and businesses; greater encouragement of international learning, and examination of mechanisms that facilitate modern slavery.

## Home Office Research Priorities on Modern Slavery

The Home Office, as part of its annual report in 2018, published a set of research priorities which provide a useful insight into the government’s perceived evidence needs. These priorities were broadly addressing: improving understanding of vulnerability and support needs of victims and survivors (particularly children), patterns of offending, rates of prosecution, patterns of business behaviour around supply chains, and the scale and changing manifestations of modern slavery. They were grouped into 7 themes with each containing a list of topics and areas where research is needed, as summarised in the diagram below:

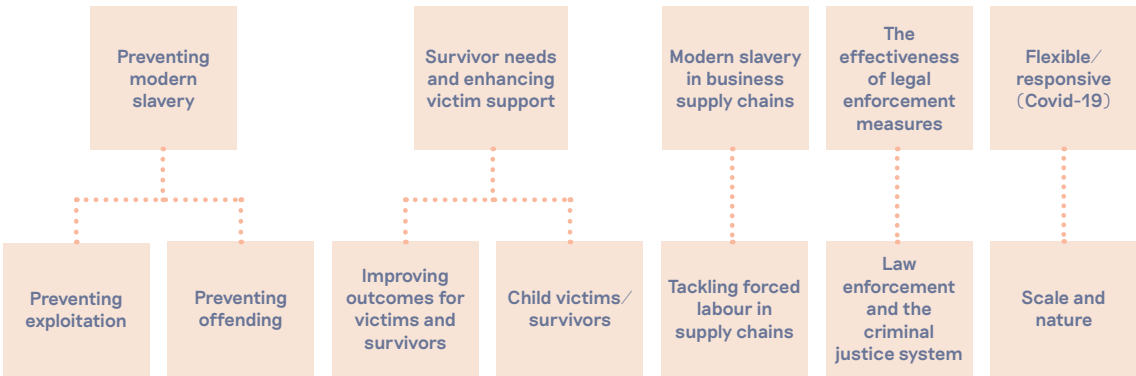


13. IASC/Rights Lab (2018) "Modern Slavery Research: the UK Picture" <http://iascresearch.nottingham.ac.uk/ResearchingModernSlaveryintheUK.pdf>

There are three main areas or overarching priorities for research into modern slavery that emerge from the seven themes:

- 1. research into the effectiveness of interventions and rules in practice, i.e. 'what works',
- 2. research into variance and patterns of modern slavery - by group, geography and typology, and
- 3. research on the roles and interactions played by different actors and organisations.

There is a fairly close overlap with the four research areas identified by the PEC, albeit with the emphasis on children and scale coming through more strongly in the Home Office priorities, and the language used in the supply chains priority having a potentially wider scope, beyond business.



The Home Office priorities published in 2018 naturally focus less on the needs of non-government evidence 'users' - i.e. the wider private, public and third sectors. As they were presented in a fairly general way, there was less detail about prioritisation within each area, or on how this research should be conducted, over what time-scales, and by whom. Not covered in the 2018 priorities was the question of survivor involvement in research, or research on impacts of other inter-connected policy areas, e.g. immigration, or other criminal justice matters.



## Survivor Alliance research: research priorities from six survivors of modern slavery in the UK July 2020

The Survivor Alliance is an organisation committed to unite and empower survivors of slavery and human trafficking around the world to become leaders of the anti-slavery movement. Launched in Nottingham in 2018, it forms a network of over 200 survivors of modern slavery across the world. Read more about the organisation at [www.survivoralliance.org](http://www.survivoralliance.org).

Six survivors of modern slavery living in the UK were asked: "What research would you like to pursue that addresses issues of sustainable freedom and wellbeing for survivors of slavery?"<sup>14</sup> Of the six survivors, five were exploited within the UK and one was exploited elsewhere, but seeking asylum in the UK. Respondents included two males and four females. The questions below remain as close as possible to the original phrasing from survivors. Edits were made only to ensure greater understanding by external readers.

The questions are organised into five categories: 1. Coping with trauma and recover; 2. Skills and capacity building; 3. National Referral Mechanism (NRM) experiences (during and after); 4. Experiences outside the NRM; 5. Gaps in policy implementation. The five categories are ordered from highest priority to lowest priority. All six participants voted on their top two priorities and votes were aggregated to determine the order of priority. Specific questions listed under each category are in no particular order.

### 1. Coping with trauma and recovery

- How do you manage to recover?
- How do you cope and deal with anything around you, including socialising?
- How do you develop skills while having trauma?
- How have you coped with witnessing people dying?
- How are you being positive and optimistic?
- What strings are attached from within and from back home?
- What triggers traumatic responses in you?
- How do you deal with triggers?
- How do you deal with the emotional trauma and memories?
- How do you view the current state of your own circumstances?
- And how long do you think these will continue?
- How are survivors getting help?
- What skills do they need help with?
- How are people coping after 2 or 3 years of exiting slavery?
- How are they coping with their social life, such as building up trust and being near people?

### 2. Skills and capacity building

- Is there any empowerment that can be given to survivors in regards to capacity - skills/training?
- Skills for self-reliance (e.g. tailoring clothing).

14. The question was asked by Survivor Alliance at a meeting of the Lived Experience Research Advisory Board for an NIHR-funded study entitled Modern Slavery, Mental Health & Survivors (Grant Reference Number PB-PG-1217-20036).

### 3. NRM experience (during and after)

- Track survivors' journey and process through NRM?
- What are survivors facing in their daily life, in terms of difficulties, obstacles, etc?
- Why would the NRM recommend someone is a victim (via the Reasonable Grounds decision) and then say you are not a survivor (by giving a Negative Conclusive Grounds Decision (NCG))?
- There needs to be an understanding about why people get a reasonable grounds decision and then a negative decision later. How is the service you are receiving during the NRM?
- What were your expectations and how does it compare?
- The NRM has promised survivors to help with coping and recovery, but it is not working. What type of support have you received, if any, with coping and recovery while in the NRM?
- How do you deal with long term needs and not just symptoms?
- What rules were imposed on you that negatively impacted your ability to cope?
- What approach from service providers helped or hurt?
- After the NRM, if you receive a decision, the NRM support ends. Would you have wanted support to continue? If so, what kind?
- How do survivors manage to rebuild their own lives?
- What is the impact of NCG decisions?
- What happens to people after they get a NCG decision?
- What is being done to protect families of survivors?
- How does the government deal with survivors who are out, and protecting their families back home or even here (in the UK)? (e.g. my kids/family back home might be the target of revenge)

### 4. Experiences outside of the NRM

- How is the government or NRM helping survivors who are not in the system but they were exploited in the UK?
- They are afraid of naming their exploiters and feel too vulnerable and threatened to tell police or government. Are there witness protection services?
- How do victims get help to not go back to their home country?
- How do survivors come out of exploitation and don't go back to being trafficked again? Especially if they are not in the NRM?
- How can survivors be helped outside of the NRM when there is no safety net?
- How do people avoid re-trafficking?
- What support do survivors outside of the NRM have and don't have?

### 5. Gaps in Policy Implementation

- What are the key gaps between policy and implementation of that policy, and how it affects survivors?
- How are survivors being included to give proper guidance and a plan to the government for reform of the NRM?

### Other:

- What would a sustainable society look like without slavery?

## The UN Special Rapporteur on Contemporary Forms of Slavery

The Modern Slavery PEC held a roundtable on 2<sup>nd</sup> June 2020 led by Tom Obokata, the newly appointed UN Special Rapporteur on contemporary forms of slavery, including its causes and consequences.<sup>15</sup> The meeting was an early opportunity for Professor Obokata to discuss the thematic areas he will focus on during his tenure as UN Special Rapporteur, which will be a) organised criminal groups; b) the informal economy; and c) the role of technology in both facilitating or preventing contemporary forms of slavery. In focusing on these three areas, he will be adopting a survivor-centred and age- and gender-sensitive approach with a particular interest in identifying how specific groups are affected by modern slavery, including indigenous peoples, minorities, people on the move, persons with disabilities, older persons in the world of work and persons living in homelessness, including street children. This agenda was subsequently presented to the 75th session of the UN General Assembly.<sup>16</sup>

## Priorities of the Independent Anti-Slavery Commissioner

The UK's Independent Anti-Slavery Commissioner, Dame Sara Thornton, has four priority areas as set out in her strategic plan (2019-2021)<sup>17</sup>: improving victim care and support; supporting law enforcement and prosecutions; focusing on prevention; and getting value from research and innovation. In her annual report (2019-2020)<sup>18</sup>, published during this consultation (17th September 2020), the PEC was highlighted as providing a 'unique opportunity to lead a research agenda' that can deliver address challenges faced by the sector (IASC 2020: 38). The Commissioner welcomed the work already initiated by the PEC, referencing a collaborative project on data flows, sharing and privacy. There was also a suggestion that the PEC would be well placed to address 'systemic and structural drivers' of exploitation and that such a focus should feature in future research calls.

15. UN News, 16 September 2020: 'Governments urged to protect poor against modern slavery, step up development financing' <https://news.un.org/en/story/2020/09/1072492>

16. Item 70 (a-d) 28 October 2020 New York: [https://statements.unmeetings.org/statements/11.0030/20201028/vztYaYfY2sFV/8Pn2xEsCDtMp\\_en.pdf](https://statements.unmeetings.org/statements/11.0030/20201028/vztYaYfY2sFV/8Pn2xEsCDtMp_en.pdf)

17. IASC (2019) 'Independent Anti-Slavery Commissioner Strategic Plan 2019-2021' Office of the UK's Independent Anti-Slavery Commissioner: London, <https://www.antislaverycommissioner.co.uk/media/1329/independent-anti-slavery-commissioners-strategic-plan-19-21-screen-readable.pdf>

18. IASC (2020) 'Independent Anti-Slavery Commissioner Annual Report 2019-2020' Office of the UK's Independent Anti-Slavery Commissioner: London, [https://www.antislaverycommissioner.co.uk/media/1461/ccs207\\_ccs0520602790-001\\_iasc\\_annual-report-2019-2020\\_e-laying.pdf](https://www.antislaverycommissioner.co.uk/media/1461/ccs207_ccs0520602790-001_iasc_annual-report-2019-2020_e-laying.pdf)

## 2020: Covid-19, Black Lives Matter

This consultation took place in 2020 during the Covid-19 pandemic and the global campaign against racism led by the Black Lives Matter movement. These events served to emphasise the international and inter-connected nature of contemporary societies, and the powerful impacts and challenges represented by historic injustices and structural inequality. The impacts of Covid-19 underlined the need for the Modern Slavery PEC to react quickly to urgent research needs, and for it to develop its ability to be flexible and responsive in assessing stakeholder needs and identifying research gaps. The Black Lives Matter movement influenced the consultation to consider the role of racism in modern slavery and the world of people working against slavery today; about the systems, structures and practices maintained by racism; about how racism can be embedded within concepts that connect to modern slavery. It also underlined the need for individuals and organisations working on modern slavery to be self-critical about how racism has an impact, whether on systems and patterns of behaviours, structures and hierarchies sustained by systems of governance, or on scholarship, activism and research.

A number of reports and guidance related to the impacts of Covid-19 on modern slavery have identified key priorities and areas for research. For example, articles published by Delta 8.7 (2020) describing the impacts of Covid-19 on modern slavery, highlighting how the pandemic is 'heightening risk and disrupting response',<sup>19</sup> proposing a role for Artificial Intelligence and computational science to assess the changing scale and nature of modern slavery because of Covid-19.<sup>20</sup> A report by the Rights Lab 'COVID-19 and Modern Slavery: Research Questions' listed 87 research questions for Covid-19 and modern slavery organised around the likely short, medium and longer-term effects of the pandemic.<sup>21</sup> A report by Minderoo/WalkFree 'Protecting People in a Pandemic'<sup>22</sup> highlighted the need for collaboration between government, business and civil society to respond to the threat that Covid-19, described as 'the perfect storm for exploitation, human trafficking and modern slavery to flourish'.

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19. Smith, A. and Cockayne, J. (2020) 'The Impact of COVID-19 on Modern Slavery' Delta 8.7 (27 March 2020), <https://delta87.org/2020/03/impact-covid-19-modern-slavery/>

20. Jackson, B. and Lucas, B. (2020) 'A COVID-19 Response to Modern Slavery using AI Research' Delta 8.7 (26 June 2020), <https://delta87.org/2020/06/covid-19-response-modern-slavery-using-ai-research/>

21. Rights Lab (2020) 'Covid-19 and Modern Slavery: Research Questions' (accessed December 1, 2020), <https://www.nottingham.ac.uk/research/beacons-of-excellence/rights-lab/covid-19/covid-19-and-modern-slavery-questions.aspx>

22. Walk Free (2020) 'Protecting People in a Pandemic' <https://www.walkfree.org/reports/protecting-people-in-a-pandemic/>

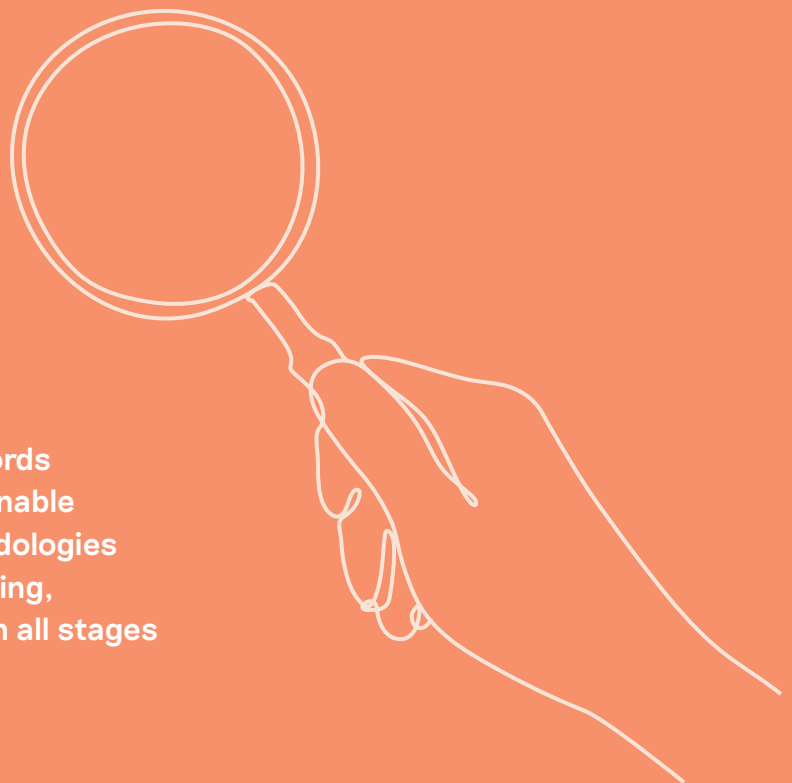
# Consultation Results

The following is an analysis of the results of the 121 survey responses received by end-September 2020, and analysis of the discussions held in eight roundtables in September and October 2020. Detailed notes taken at the roundtable discussions and the survey results were entered into an SPSS database to generate basic statistical analysis with chi-square tests to identify any significant differences between groups of respondents.

## Summary of findings

A number of priority areas were identified through the survey and roundtables, that can be summarised as follows:

- A demand for more evidence on effectiveness, impacts - about 'what works' - this includes comparative approaches involving analysis of what works in other countries
- Research on supply chains that explores the power of worker voice and investigates business models
- Research on effectiveness of legal measures that is critical, robust, and focuses on impacts on people with lived experience of modern slavery and their families
- Research on prevention that draws on the potential of data-sharing and data science
- Research into the inter-connectedness of different policy areas (e.g. immigration policies, drugs policies) and the importance of structural factors
- Research that is more inclusive - putting into practice the warm words around equality and diversity to enable critical work that expands methodologies and the pool of recipients of funding, ensuring survivor involvement - in all stages of the research process.

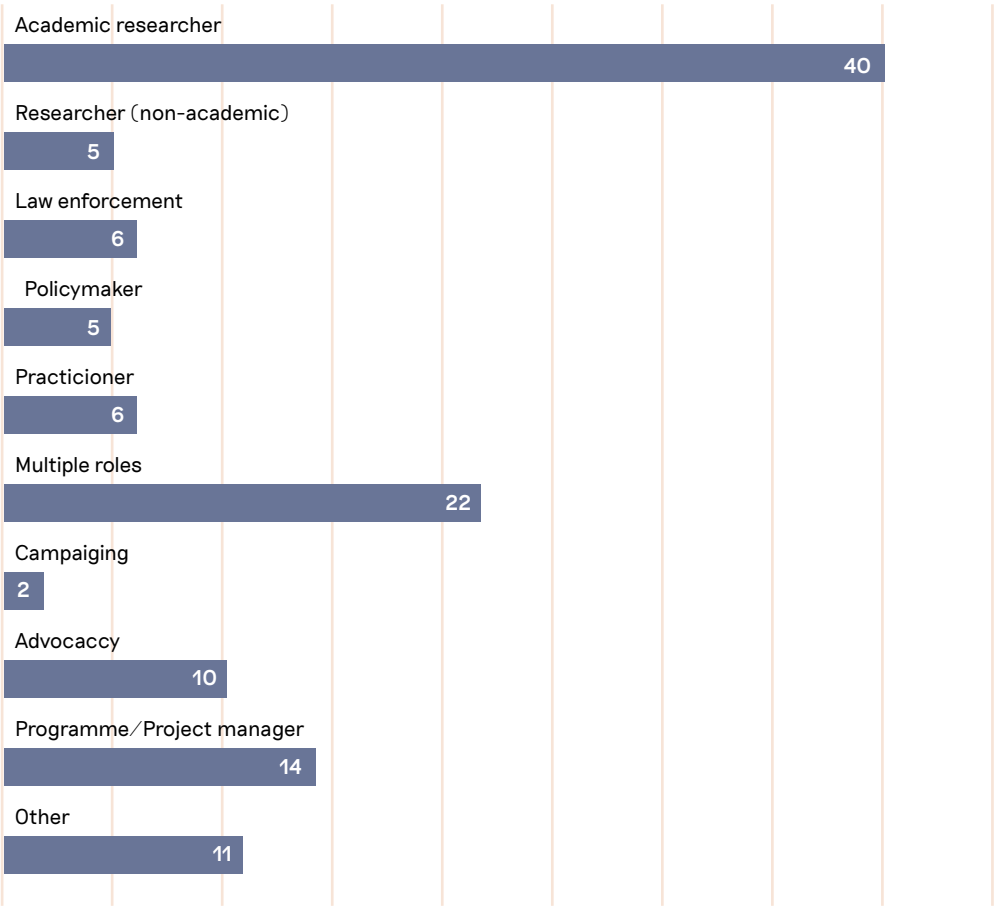


# Survey

## Profile of respondents

Respondents were mostly UK-based, but had quite an international outlook: 88.4% UK-based, 11.6% thinly spread across other countries, but over half said they had international focus for their work. There was a wide range of roles and occupational backgrounds. These were dominated by academic/higher education (40/121), but a significant number of people claimed multiple roles (22/121), and smaller groups identified as programme/project managers (14/121), advocacy, law enforcement, policymakers, practitioners and private sector.

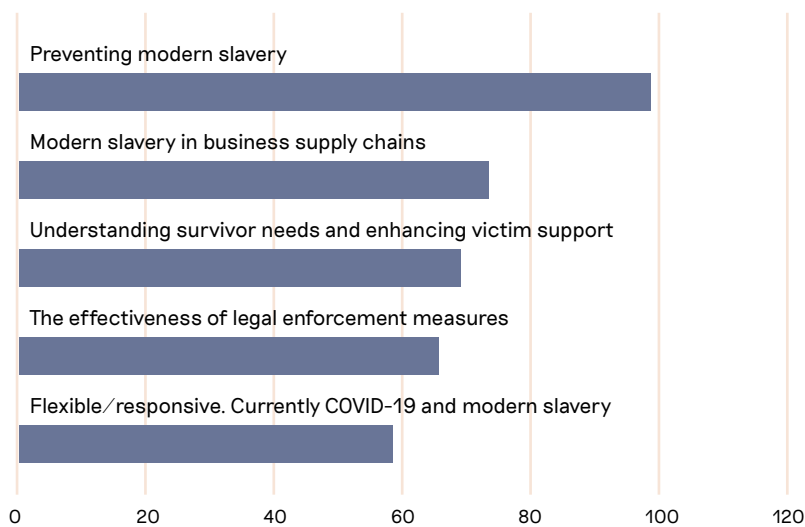
### Role



## Priorities - alignment

There was a strong alignment with the four Modern Slavery PEC research areas with a high percentage seeing their work as falling within 'Preventing modern slavery' (99/121), the second most common being 'Modern slavery in business supply chains' (72/121).

### Alignment with 4+1 PEC research areas



A number of respondents (30/121) told us about other research areas that did not fit within the Modern Slavery PEC's 4+1 research areas. These fell into the following categories:

- **'Children'** – research into protection and online abuse
- **'Conceptual/methods'** – improving the approach to research
- **'Identification'** – appreciating the nuance of differing forms of modern slavery and associated trauma
- **'Rights-based'** approaches - where, for example it was argued that the priority should be on 'improving labour and migrant rights generally',
- **'Other policies'** – where respondents argued that research should prioritise the intersection between modern slavery and other areas such as immigration policies and drugs policies
- **'Offending and police investigation'** – research into organised immigration crime, financial investigation
- **'Legal and enforcement measures'** – examining 'the failures of current law, policy and practice'
- **The scale and nature of modern slavery**
- **'Partnership'** – improving the the ecosystem of modern slavery approaches

## Group differences

We explored the extent to which there was variation between the answers of those who identified as having an academic background versus the answers of all the other respondents. There was considerable overlap for all the questions, but we did find statistically significant differences in certain areas, including around which priorities they were likely to align with, and what terminology and language they used.

- The academic group were more likely to say they prioritised research into 'modern slavery in supply chains' and less likely to say they prioritised 'preventing modern slavery' or 'understanding survivor needs and enhancing victim support' when compared with the rest of the respondents
- There were small but noticeable differences in the language and terminology used when identifying the top three priorities in each area. For example, a tendency towards the language of 'understanding' and 'responsibility' for academics compared with an emphasis on 'effectiveness' and 'workers' for the rest of the respondents.





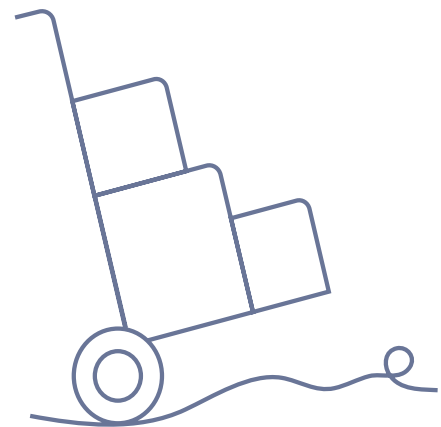
# Research areas: key topics and themes from survey and roundtables

The roundtables allowed us to explore in more detail the themes and topics that emerged from the survey on the PEC research areas and demand for other research priorities. Participants in all the roundtables were asked to respond to a set of questions that were developed with each respective chair. In addition to the discussion on priorities, the participants were invited to comment on what they felt would be the appropriate role for the Modern Slavery PEC in furthering knowledge and understanding around modern slavery.

## 1. Modern slavery and business supply chains<sup>23</sup>

### Key themes and topics

- **Statements: how they are developing and what they achieve**
- **Formal/informal: relationship between the formal and informal economies**
- **Transparency: assessment of its value and limits as a concept**
- **Legal requirements: assessment of impacts, evidence and innovation for reform**
- **Business models: relationship with patterns of exploitation**
- **Worker voice: exploring how it can play a role in addressing modern slavery**



The roundtable on modern slavery and business supply chains included a range of participants from business, academia along with policymakers and practitioners. There was consensus in the roundtable discussion around the importance of research that is 'bottom-up' in its approach, prioritising the experiences and the impacts of those who suffer exploitation, for example with research that explores how a greater role for worker voice could tackle modern slavery. Alongside this there was a demand for research that explores the relevance of different business models and their relationship with patterns of exploitation, with several comments from participants that a business model that is shown to be reliant on modern slavery should never be acceptable.

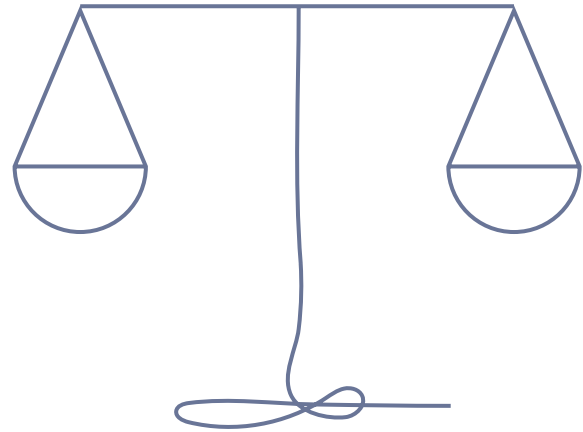
There was great interest in improving the utility of research from the perspective of policymakers and businesses, such that research should be prioritised that delivers usable evidence to help decision-makers. A common suggestion here was that research should seek to demonstrate 'what works' and aim to influence the adoption of different legislative and policy options (e.g. on compliance or enforcement) or in terms of guidance for businesses about which practices will reduce exploitation in a measurable way.

23. Roundtable held 21st September 2020, Chaired by Dame Sara Thornton, the UK's Independent Antislavery Commissioner.

## 2. The effectiveness of legal enforcement measures<sup>24</sup>

### Key themes and topics

- **Gaps: in protections, identification and assistance for victims, criminalisation**
- **Comparative research: best practice, robust measurement of effectiveness**
- **Enforcement agencies: assessment of approaches, training, identification**
- **Statutory duties, key instruments, businesses responsibilities**
- **Safeguarding and relationship with other policy areas (immigration, drugs)**
- **Data-sharing between stakeholders**



The roundtable discussion included a debate about what constitutes 'effectiveness'. This is often taken simply to mean 'what works', but that begs the question: for whom?

Several participants argued that impacts on survivors and their families should be the basis upon which effectiveness is researched and measured. Others pointed out the relevance of other related legal orders (immigration, drug policy etc.) for research into modern slavery, and also safeguarding concerns (for adults and children) which are essential to take into account when designing research to identify how measures are effective.

There was discussion about the importance of research to challenge the appropriateness and reliability of different measures of effectiveness, for example number of prosecutions, or data regarding NRM referrals, where the numbers that are available may conceal a more complex picture. This linked to a number of participants who made a demand for more data-sharing – this request came from all kinds of stakeholders – government (national and local), enforcement and criminal justice agencies, charities, service-providers and researchers

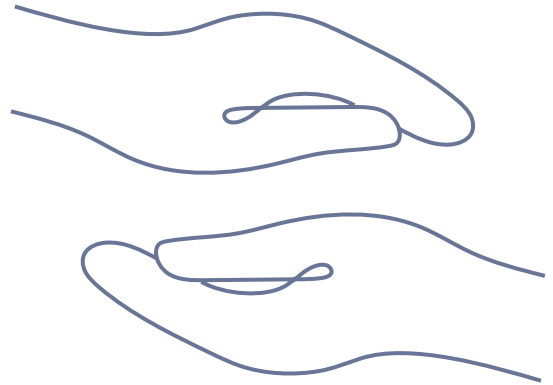
Specific sections of the Modern Slavery Act were mentioned – e.g. Sections 54 and 45 – as areas where robust research could be designed to measure impact/effectiveness, but there was broad agreement about the need to prioritise a mixture of UK-focused and comparative research. The importance of comparative research was underlined by many participants who pointed out that other countries have, or are developing, similar legal measures to the UK and could provide useful information about best practice.

<sup>24</sup> Roundtable held 22<sup>nd</sup> September 2020, Chaired by Professor Gary Craig.

### 3. Survivor needs and enhancing victim support<sup>25</sup>

#### Key themes and topics

- **Justice: research that can improve decision-making and processes, access to justice and redress**
- **Equitable engagement: research that is survivor-centred and survivor-led, ethical and not extractive**
- **Support: longer-term, tailored to needs (children/adults), effective, inside and beyond the NRM, recognising mental health**
- **Effectiveness and impacts of legal and policy framework on rights of victims and survivors**
- **Data-sharing to support better research**



The roundtable discussion generated a number of comments from participants underlining the importance of research that establishes the effectiveness and impacts of policies relating to protection and support of victims and survivors. This research should prioritise outcomes for survivors in both the shorter and longer-term, and focus on evidence about 'what works'.

The roundtable included participation from survivors and there were several priorities similar to those highlighted through the exercise carried out by the Survivor Alliance. These were around the effects of laws and policies on survivors, the importance of understanding experiences both inside and outside the NRM and of mental health issues. There was, however, a much less sustained discussion about the lived experience of survivors, trauma and its effects, or on research that could help understand this. This perhaps reflects the diversity of the participants, and the difficulty of discussing such sensitive topics in depth, and was one of the limitations of this consultation: by seeking the widest possible participation, inviting all stakeholders (including government, practitioner and others), we may have inhibited some contributions.

Many participants referred to the need to improve data-sharing in order to support better research and evidence and this included the value of data that comes from a range of different sources (central government, local government, NGOs). Another theme was the recognition that there is an imbalance with too much research focused on the global north leading to the suggestion that a priority should be for research to include a greater international or comparative dimension

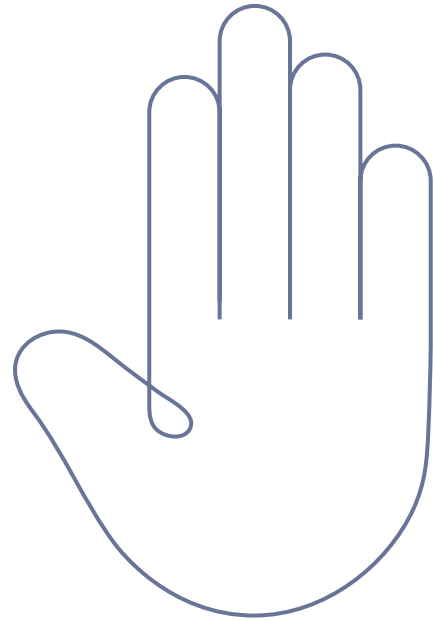
The value of survivor involvement in research – not just as participants – was underlined. It was noted that a growing number of actors in the anti-slavery space are either currently working on, or are generating new ideas about, enabling involvement and input from survivors. However, while there was broad agreement about the principle of survivor involvement, there was a discussion about the challenges – in terms of ethics and the potential for individuals to be placed at risk if choosing to speak out about issues they face, particularly if this involves criticisms regarding the support they receive.

<sup>25</sup>. Roundtable held 23<sup>rd</sup> September 2020, Chaired by Bishop Alastair Redfern.

## 4. Prevention of modern slavery<sup>26</sup>

Key themes and topics from survey responses

- **Children: education as prevention, the role of guardians**
- **Root causes: understanding context, the relationship between vulnerability, rights and protections**
- **Awareness-raising: assessing training and its effectiveness**
- **Strategic solutions through innovation, comparative research, and collaboration**
- **Differentiation: by sector, type of exploitation**
- **Effectiveness of prevention efforts**
- **Data-sharing and collaboration**



The roundtable discussion noted a growing number of initiatives on preventing modern slavery and increasing interest from stakeholders from inside and outside government on the topic. However, while this enlargement of the community of people and organisations involved in prevention efforts was welcomed, some concerns were raised relating to research. It was felt that new initiatives were not always backed by robust governance or transparency, there was often little role for survivors in these efforts, and there was not enough high-quality research that has been able to prove the effectiveness of prevention efforts.

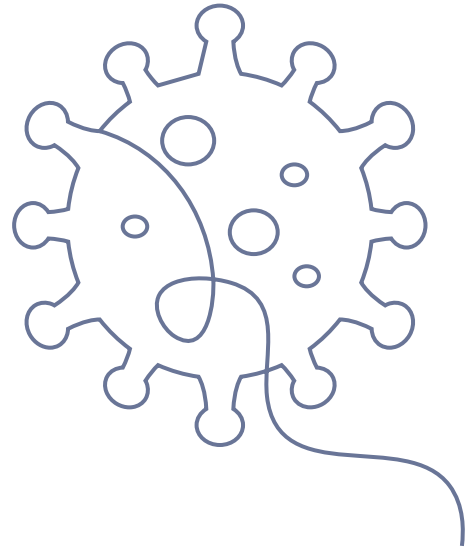
Participants sent a clear message about the need for more data-sharing and more collaboration between different kinds of stakeholders over research into prevention of modern slavery. Several participants also mentioned other, related, policy areas that are relevant to prevention, e.g. drugs policies, immigration policies. There was a consensus that research into prevention should include analysis of the inter-connectedness of different policy areas.

<sup>26</sup>. Roundtable held 24<sup>th</sup> September 2020, Chaired by Ruth Dearnley (Chief Executive Officer of Stop the Traffik).

## 5. Covid-19: responsive/flexible research priority area<sup>27</sup>

### Key themes and topics

- **Impacts: scale of modern slavery, relationship with other inequalities, comparison with other crises**
- **Victim care: lockdown and vulnerability, patterns for different communities, e.g. homeless**
- **Responses: governments, communities, charities, businesses**
- **Partnership in research and communication with policymakers**
- **Longer-term understanding of vulnerability**



The roundtable discussion on research priorities relating to Covid-19 raised several themes and challenges that could apply more broadly to research on modern slavery. These included the differential risks, where Covid-19 highlighted increased risk for certain age groups (the young and the elderly), uneven impacts on economic sectors (construction, agriculture, transport), and on the factors relating to vulnerability (economic hardship, homelessness, shifting patterns of perpetrators, reduced capacity for support).

There was discussion about the new challenges Covid-19 represented for researchers and research projects. Participants noted that while it is more difficult to get an accurate picture of modern slavery during Covid-19, there are ways to access information and evidence, anecdotal and otherwise, through existing networks of NGOs and those working on the ground. A key issue for research is therefore about delegation and trust within research networks, e.g. to do research, raise red flags, and then communicate with policymakers for them to react.

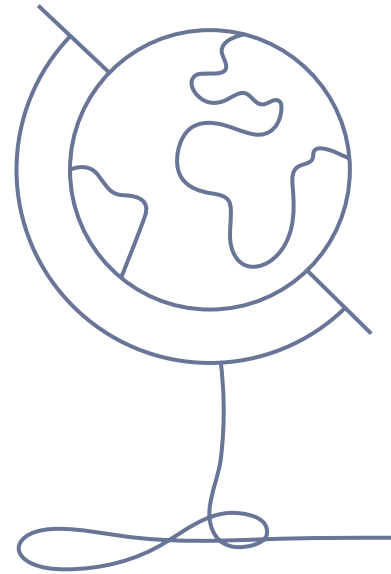
Some concerns raised about the adequacy of how 'vulnerability' is being defined or understood in the context of Covid-19. It was felt that the public debate has mainly been about temporary effects of Covid-19 which are perhaps the most obvious, but there should be research conducted on the impacts on vulnerability to modern slavery across a longer time-frame.

<sup>27</sup> Roundtable held 30<sup>th</sup> September 2020, Chaired by Miriam Minty (Head of the Modern Slavery Unit).

## Cross-cutting issues

### Key themes and topics

- Cultural shift to meet expectations of survivor involvement, obstacles and limitations of this consultation
- Data-sharing
- 'What works' and the value of international comparative research
- Diversity in representation and methods
- Structural inequalities and research on modern slavery



The remaining roundtables tackled cross-cutting issues around the involvement of survivors in research<sup>28</sup>, the importance of equality and diversity in research<sup>29</sup>, and the international dimension to research on modern slavery.<sup>30</sup>

As mentioned in the summaries of the other roundtable discussions, the role of survivors was a strong theme across the board. In the roundtable dedicated to this issue there was again a consensus on the need and desirability of enhancing survivor involvement in research. While there was some overlap from this consultation with the results of the exercise carried out by the Survivor Alliance, there were also areas we were not able to cover in depth, perhaps reflecting on limitations to the consultation. While the roundtables were carried out under Chatham House rules, this was not necessarily conducive to discussion of certain issues, particularly those that may be very sensitive or personal.

In terms of the research process, there were a number of obstacles and challenges to greater survivor involvement identified. It was suggested that a cultural shift is needed to change and meet expectations around research with survivors, alongside more innovative approaches to disseminating research and measuring its impact. The considerable diversity amongst survivors and stakeholders more generally means that research has to be connected with appropriately diverse methods of dissemination of the research findings.

A message for research funders is the need for clarity about expectations when requiring or encouraging survivor involvement in research. This means in relation to both funding and time available to avoid involvement being tokenistic, and to factor in, for example, capacity building activities for survivors to enable them to be able to take part in research e.g. training on what research entails, research methods, timescales etc.

In the roundtable on international research many of the same themes were raised about the value of data-sharing, a 'what works' approach, the importance of comparative research. There was greater interest in this session on research into countries of origin, trafficking hubs and organised crime, which were not topics that were raised very frequently across the other roundtables.

28. Roundtable held 1<sup>st</sup> October, 2020, Chaired by Vicky Brotherton, (University of Nottingham, Rights Lab).

29. Roundtable held 24<sup>th</sup> September 2020, Chaired by Dr Leona Vaughn, (University of Liverpool, Derby Fellow for Slavery and Unfree Labour).

30. Roundtable held 22<sup>nd</sup> September 2020, Chaired by Jon Davies (Commonwealth Parliamentary Association UK).

There was also reference to the need for research into emerging online threats, and research that takes into account structural factors that have an international resonance, e.g. around inequalities in the global economy, broader issues around immigration, the environment.

The discussion on equality and diversity raised challenges about representation where there are overlapping problems when it comes to survivors and their input into the research but also the diversity of the researchers who are 'leading' in the field. This issue is demonstrated by simply observing the profile of those who tend to get most of the research funding, and should be something that should be addressed in the PEC's research strategy.

Problems of representation go deeper than access to funding, they connect with the way the topic is discussed and definitions that are used which may exclude or pigeonhole particular groups, closing down spaces for other interpretations by diverse groups. The consensus was that research needs to include room for critique and wider engagement and partnerships, and that this should include methodologies. If the research field is monopolised by one type of researchers, that means there may likewise be a domination of one type of methodology.

The 'warm words' about improving equality and diversity and addressing problems since the recent campaigns led by Black Lives Matter, including in the modern slavery research field, and from funders such as UKRI, do not appear to have led to concrete change or resolved key issues – instead they have led to a demand for action with demonstrable effects. Research could be a key tool for addressing this – by including a priority of research about the field itself, investigating how current structures, institutions, rules maintain an unequal and non-diverse research community, which could help to identify and isolate those things that need to change. Research should be prioritised that generates usable evidence about the effects of these systems/structures on equality and diversity, plus evidence on the positive benefits of making changes. It was argued that improving access, fairness, representation in research would improve the quality of research and its ability to challenge established ways of thinking, which could be one of the keys to achieving transformative change in this area.



## What role for the Modern Slavery PEC?

In each of the roundtables, alongside the questions about research priorities, participants were asked to reflect on, and make suggestions about, the potential role for the Modern Slavery PEC in driving forward the research agenda and helping meet the many demands for further research that were raised:

### Key themes and topics

- Providing researchers with access to data and help to work with survivors for the purposes of research.
- Helping to establish evidence gaps are so that new research is focused in the most useful areas.
- Developing common standards of evidence for researchers to use.
- Acting as a 'community of practice' knowledge centre.
- Acting as a platform for consolidating and bringing together existing work.
- Playing a brokerage role – to help in making connections between the multiple actors in this space or to facilitate knowledge exchange between organisations and individuals with different backgrounds, skills and experiences.

Alongside these practical ideas about the role for the PEC there were a connected set of suggestions about the way the PEC should operate and the principles that should underpin its work. These included:

- Supporting key principles of equality and diversity in research on modern slavery.
- Ensuring inclusion through structures such as a 'council of voices' so that there is better input in how research, ideas and themes are developed.
- Stating very clearly in the PEC's policies and processes (i.e. for funding research) that research should be survivor centred, give workers agency and address anti-racism.
- These principles should be more than just stated aims and directly influence how the funding process and research is conducted.
- The PEC should seek learning from other areas of research (e.g. public health) about good practice in equality, diversity, inclusion and safeguarding.
- It was suggested that the PEC should openly encourage research that links slavery and exploitation to wider issues of social justice and political economy.
- The PEC should offer appropriate support so that PEC-funded projects are genuinely co-developed with survivors, e.g. through provision of capacity or extra resources, guidance, lead in time.
- The PEC could generate guidance and case studies for what ethical survivor involvement in research looks like, including conditions and criteria around survivor involvement be a part of the PEC's calls for new projects.

## Conclusions

This consultation process demonstrated a strong appetite within the sector for a renewed and re-invigorated research agenda on modern slavery that can help deliver better policies and services. We did find some divisions between those with different backgrounds but there was agreement on the value of prioritising research that is needed by policymakers and helps facilitate step-change.

While there was agreement about the value and urgency of research in this area, there was a frustration regarding the level of impact on policy. For many of the people that engaged with the consultation research had not been able to challenge established thinking or 'orthodoxies' and had often not considered longer-term outcomes. If research is to help deliver the kinds of changes in policy thinking that would be required to be considered 'transformative', future research would need to respond in a strategic way to the gaps and weaknesses identified here. This strategic response can be summarised as driven by key guiding principles to develop a research agenda that is more effective, equitable and survivor-involved.

### Three guiding principles for the Modern Slavery PEC's research agenda

#### Effective

There was recognition throughout the consultation that more innovative and impactful research is necessary to shift established ways of doing things – in business, government, and wider society – to address modern slavery. There was also widespread interest in the ways in which data, and data analysis, can help meet these ambitions.

Perhaps the most prominent message was a desire from stakeholders and researchers for better evidence on the effectiveness of efforts to address modern slavery. How 'effectiveness' is defined can be quite broad. It generally means prioritising research that tells us about 'what works', but it can also be understood supporting production of research that is more effective because it is high-quality, addresses gaps in knowledge, is survivor-driven, inclusive and challenges wider law and policy. There were hopes expressed that the Modern Slavery PEC can help move the research agenda forward, but that can also provide practical help by improving the availability and sharing of data, opening up new spaces and opportunities for research, and by fostering and brokering collaborations between researchers and stakeholders to build bridges and overcome differences.

Although the discussions were positive about the potential for research in this area, there were frequent criticisms about the approaches adopted in previous research, about the quality and access and usage of data, about the involvement of survivors, and also about a lack of evidence demonstrating what is effective to guide policymakers.

## Equitable

The results of the consultation point to the need for research on modern slavery to address weaknesses in the research field and the evidence base. We were told by respondents that part of the answer to overcoming these should be a more equitable approach to allocation of research funding, and a more robust focus on issues of social justice. There were a number of suggestions about how we could prioritise research in this way:

- Encouraging a focus on root causes, incorporating perspectives and voices that have tended to be absent in research design and implementation, and addressing politically sensitive issues that may have an important role to play in explaining levels and patterns of modern slavery.
- Learning lessons from the Covid-19 pandemic and Black Lives Matter movement and supporting research that explores the significance of structural inequalities that are institutionalised (e.g. those based on racism) and how these differ within the UK, drawing together comparative evidence from other countries.
- Research should explore and ask questions of wider economic policy and labour market governance, to provide much-needed evidence on the potential impacts of enforcement regimes, de-regulation and criminalisation (e.g. in the sex industry) on patterns of exploitation and modern slavery.
- The inter-connectedness of modern slavery as a phenomenon requires attention to other relevant policy areas. The ones most frequently mentioned were immigration and asylum. There have long been concerns about the negative externalities of the immigration and asylum regime and connection with modern slavery, but research needs to deliver convincing evidence to demonstrate the linkages between modern slavery and the different components of immigration and asylum such as detention, housing, the right to work, and the so-called 'hostile environment'.

## Survivor-involved

The consultation underlined enthusiasm from all stakeholders for research on modern slavery that incorporates a greater involvement of survivors. This is at all stages, and in all aspects of the research process: from the drafting of calls for projects, through to design, methods, analysis and dissemination of research findings. The contrast between the research priorities of survivors and the wider research community is highlighted by the results of the consultation with a small group of survivors carried out by the Survivor Alliance.

The prospect of greater survivor involvement links with the goal of supporting the development of a research community that is more inclusive and diverse, it helps address the need for research that is more equitable, and focused on the effects, and the effectiveness, of laws and policies. Key to the PEC's success will be the ability for research and researchers to challenge and re-think established concepts and definitions, draw from a range of disciplines and methods. A more survivor-involved approach to research can help deliver evidence that is more relevant, practical usable, but that is also able to disrupt vested interests, structures and established ways of doing things. At a practical level, research that is more actively co-designed will be more likely to produce evidence that makes a real difference to those experiencing modern slavery. Mixed methods combined with a participatory approach can create evidence that addresses the way the system 'really' works and help policymakers deliver more sustainable solutions where beneficiaries are part of the process of reform and can see improvements in long-term outcomes.

## Next steps: Consultation, Research and Policy Impact Strategy, Delivery Plan

The Working Group was keen for the Modern Slavery PEC to continue the work of stakeholder engagement beyond the formal end of this consultation exercise, which was completed in October 2020. This will enable it to maintain a sustained dialogue with key stakeholders, audiences and beneficiaries. It is essential that the PEC continues to listen to those involved in research and policy to maximise the potential of the Modern Slavery PEC, and to deliver on the goals to enhance understanding of modern slavery and transform the effectiveness of law and policies designed to overcome it.

The main findings from this consultation are being used to develop, in consultation with the PEC's Senior Management Board, and Advisory Board, a comprehensive Research and Policy Impact Strategy, and Delivery Plan.

For further information please visit: [www.modernslaverypec.org](http://www.modernslaverypec.org).

# Appendix 1.

## Questions from the online survey on research priorities for the Modern Slavery PEC.

### Consent

1. Please tick the box to confirm your consent to participate and for the responses you give to be used to inform the Centre's research strategy. No personal details will be stored.

2. **Section A:** About you, your work and background.

In this section we want to find out about you and your work (sector and role).

- Where are you currently based?
- (Insert drop down countries)

3. Where you work.

If you work, please indicate you or your employer's sector or other background:

- Government
- Civil Society (Charity/NGO – Non-Governmental Organisation)
- Higher Education or other Research Institution
- Think Tank
- Donor body (Philanthropist)
- Independent
- Survivor
- Other (please specify)

4. Which of the following best describes your current role(s) in relation to modern slavery research, policy, or practice? Please tick all boxes that apply.

- Academic researcher
- Law enforcement
- Researcher in a non-academic institution
- Policy-maker
- Practitioner
- Administrator
- Communications or campaigning professional
- Funding professional
- Human Resources professional
- Advocacy professional
- Programmes/Project Manager
- Non-professional (please specify)
- Other (please specify)

5. What is the primary geographical scope/scale of your work or research in relation to modern slavery? Please tick all boxes that apply

- UK
- England
- Scotland
- Wales
- Northern Ireland
- International (please specify)

**6. Section B: Research Priorities**

The Modern Slavery PEC's work is currently based around four priority areas with one flexible/responsive area which is currently COVID-19. Which ones are relevant to you?

Please tick all that apply and specify any other areas that have not been mentioned.

1. Preventing modern slavery
2. Understanding survivor needs and enhancing victim support
3. Modern slavery in business supply chains
4. The effectiveness of legal enforcement measures
5. Flexible/responsive. Currently COVID-19 and modern slavery
6. Other (please specify)
7. We want to know what you believe are the biggest challenges for each of the Modern Slavery PEC's key priority areas.

Please add up to three areas where you think that further research and a stronger evidence base would be most useful for: **Preventing modern slavery**

- 1st area/challenge
- 2nd area/challenge
- 3rd area/challenge

8. Please add up to three areas where you think that further research and a stronger evidence base would be most useful for: **Understanding survivor needs and enhancing victim support**

- 1st area/challenge
- 2nd area/challenge
- 3rd area/challenge

9. Please add up to three areas where you think that further research and a stronger evidence base would be most useful for: **Modern slavery in business supply chains**

- 1st area/challenge
- 2nd area/challenge
- 3rd area/challenge

10. Please add up to three areas where you think that further research and a stronger evidence base would be most useful for: **The effectiveness of legal enforcement measures**

- 1st area/challenge
- 2nd area/challenge
- 3rd area/challenge

11. Please add up to three areas where you think that further research and a stronger evidence base would be most useful for: **COVID-19 and modern slavery (currently a 'flexible/responsive priority for the PEC)**

- 1st area/challenge
- 2nd area/challenge
- 3rd area/challenge

12. Thinking about one (or more) of the challenges and priorities you have highlighted, what type of research do you think would be the most appropriate or powerful in impacting upon and improving policy?

13. We are interested in the longer-term research agenda for modern slavery research. What areas do you think we should focus in the longer term (more than 5 years from now)? Please use the box below.

**14. Section C: Policy engagement with research.**

The Modern Slavery PEC seeks to support policymakers, businesses and NGOs to connect with researchers, and to improve the evidence base for better policy and practice. In order to do this, the centre will encourage the building of partnerships, co-design and co-production, and also invest in specialist research communications to make sure that research is communicated and shared in ways that are accessible and relevant.

What models or examples of good practice in research communications would you like to see the Modern Slavery PEC learn from?

15. What other ways do you think the Modern Slavery PEC could work with policymakers, businesses and NGOs to connect with researchers, and to improve the evidence base to support better policy and practice?

16. How would you like to receive information about new research from the Modern Slavery PEC? Please tick all relevant boxes.

- A verbal briefing
- Full length research report
- A short, written briefing
- Via the MS-PEC website (currently under construction)
- Blog
- Social media
- A podcast
- Emergent (interim) findings briefings
- An e-mail distribution list
- 'How to' policy guides
- Other (please specify)

**17. Section D**

Would you be willing to participate in a facilitated online roundtable as part of the Modern Slavery PEC's consultation into research priorities? We expect these to take place in the first 2 weeks of September, 2020.

- No
- Yes

Please provide an email address or preferred form of contact if you wish to participate:

18. As part of the MS-PEC's approach we will continue to seek engagement and dialogue with a range of actors. Would you be willing to act as an advisor for the MS-PEC, where you may be asked to provide comments or feedback on priorities and developments in your area of expertise?

- No
- Yes

Please provide an email address or preferred form of contact if you wish to participate:

19. Please add any other comments or suggestions you wish to add about research or policy on modern slavery

**20. Section E: About your ethnic background.**

Your response to this question will be used to monitor representation of different groups. We will use this information to seek follow-up or additional input from under-represented groups.

- White
- English / Welsh / Scottish / Northern Irish / British
- Irish
- Gypsy or Irish Traveller
- Any other White background
- Mixed / Multiple ethnic groups
- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed / Multiple ethnic background
- Asian / Asian British
- Indian
- Pakistan
- Bangladeshi
- Chinese
- Any other Asian background
- Black / African / Caribbean / Black British
- African
- Caribbean
- Any other Black / African / Caribbean background
- Other ethnic group
- Arab
- Any other ethnic group
- Other (please specify)



## Research areas: word frequencies and associated statements

### Preventing Modern Slavery

- **Prevent:** raising awareness by increased reporting; difficulties preventing child labour; educating youth; special education session for children; monitoring long term outcomes; ineffectiveness of awareness raising; ineffectiveness of international development investments; new legislation needed; working with foreign countries; working with other UK based groups; holistic approach to prevention and early intervention strategies
- **Trafficking:** social protections as addressing root causes; data of trafficking-specific measures; educating youth of trafficking recruitment; effective action against traffickers; durable solutions for the trafficked; cannabis cultivation; financing and profits of trafficking; indicators of those vulnerable to trafficking; gang-related trafficking; safe spaces for potential perpetrators; legal guardianship for trafficked children; migrant status; durable solutions for children who have been trafficked
- **Understanding:** better understanding of causes; push and pull factors; why is exploitation so easy; drivers for offender behaviour; understanding of public attitudes and consumer behaviour; basic understanding of law; drivers from the system side; contextual factors; how survivors failed to understand the risk; barriers to cross-sector collaboration; nuance of driver – type, sector, region; prevalence in UK; links between offenders in the UK and overseas; international referral systems
- **Different:** avoid calling everyone 'victim of modern slavery' – different prevention strategies are needed; effectiveness of different legislative designs; fragmented approaches; offender methods of exploitation; awareness of how victims may present; discrimination between the different pathways of abuse in different kinds of labour exploitation.

## Understanding survivor needs and enhancing victim support

- **Victims:** accessing support in home country; different needs of victims; educating businesses in how they can support; missing victims data; greater collaboration with justice system; access to government funding; supporting victims in detention; common needs of victims; impact of process on officials; long term benefits of victim support; legal frameworks for victims; better support; reluctance to engage in research; quicker immigration decisions; mental health provision; long term treatment; victim taskforces for investigations
- **Survivors:** access to survivors; the survivor voice; community attitudes towards survivors; policy impact on outcomes for survivors; engaging with survivors outside the NRM; data privacy of survivors; 'runaway' survivors; contact post-NRM; survivor-centred approaches; survivor input in anti-trafficking policy; survivors experience and interaction with healthcare settings; unpacking needs beyond the 'Western' normative model; survivor leadership, stories, and case studies; survivor involvement in prevention; away from this rescue rhetoric; research with survivors not as resources; models of good practice in different national survivor consultation and involvement mechanisms
- **Support:** awareness of support; feedback from survivors on support mechanisms; business support for victims; financial support for victims; support in remote and rural areas; limitation of current support system; post-NRM support; specialist support for sex worker victims; tailored support; psychosocial support when returning home; training and qualification support for staff; support should not be temporally bound; understanding effectiveness of support mechanisms long term; gender based differences
- **Needs:** social needs of victims beyond money, e.g. skills and education; mental health, including substance misuse; deeper understanding of survivor/victim needs; short- and long-term needs; different needs at different stages of recovery, e.g. first 24 hours after identification; specific adult vs child needs; the children of victims; needs outside the NRM framework; survivor needs and linkages with immigration and legal status
- **NRM:** medium and long term outcomes for victims after leaving the NRM; understanding why workers do not want to be referred to the NRM; assistance for those who don't want to go into NRM; mentoring or practical assistance especially for non-NRM victims; needs post exit from the NRM.

## Legal enforcement measures

- **Victims:** safeguarding orders for victims at risk; dangers of criminalising victims; demonstrates gaps in legislation that are failing to protect victims; effective identification and assistance of victims; statutory body for victim identification; exploiters receive more help in prison than victims; how to engage victims to engage in justice system; legal protection of underage victims; police prioritisation of interviewing victims; statutory support and advocacy for victims; learning disabilities of victims; the transition from modern slavery victim to offender
- **Trafficking:** stricter measures to prevent trafficking; slavery and trafficking risk orders; examining failed prosecutions for trafficking to observe weaknesses in law; recovery of illicit profits; holding government accountable; best practice in Europe and beyond; more protection for the trafficked; quick judicial action and response; engagement with survivors of trafficking
- **Legal:** comparison with different legal models; study overall legal enforcement measures; clearer measures; importance of legal enforcement with other public services; legal enforcement link with responsible business; legal enforcement of traveler communities; case studies of legal process; why would a survivor go through a legal route - what is in it for them?; more robust measures; evaluate current enforcement measures; strengthening legal and policing framework; enforcement of tier 1 (supply chains) pushes it along the chain; the different outcomes for offenders and victims in the different UK jurisdictions
- **Police:** enable police to be on the front foot with OCGs; better discern between victims and offenders in county lines; use of trafficking risk orders; training on modern slavery law; proactive investigations; effectiveness of different policing approaches; NRM training for police; training of police and other actors;
- **Measures:** measures of success; relation to CSR; what enforcement measures are available.

## Modern slavery in business supply chains

- **Statements:** comparison between statements; development of statements; changing statements so no longer tick box exercise; AI analysis of statements; do organisations follow through; checking follow up on statements; how do we get companies to care about the statements; what do statements actually achieve; tech enhancements to statements; enforcement of statements; action vs rhetoric
- **Transparency:** more transparency; clearer transparency; central directory of transparency; go beyond transparency; mapping & transparency; limits of transparency
- **Legislation:** public sector adoption of legislation; improved legislation to cover nail bars etc; development in EU and beyond; frameworks to regulate business conduct; legislative and labour inspection; use legislation to prosecute; new legislation to cover link between human and environmental abuses; what (doesn't) works; links between legislation, e.g. minimum wage, health and safety
- **Regulation:** smarter regulation and enforcement; illegal supply chains that are not regulated; dedicated regulator in specific industries; lap-dancing and sex work regulations; deeper understanding of self-regulation
- **Informality:** informal economy/sector not monitored; understand informal sectors that support industry; informal organising; informal supply chains
- **Government:** role of government with investors; government to understand their responsibility; effectiveness of lobbying; align incentives so good doers are rewarded; start to prosecute companies; action on non-compliance of TISC.

## Responsive/flexible - Covid-19

- **Impact:** financial/economic impact of CV19; how audits of supply chains have been impacted; impact on publishing of TISC statements; impact of lockdown on different types of modern slavery; responsibility to honour payments/contracts; health inequalities on victims; comparisons, e.g. to Indian ocean tsunami and financial crisis 2008; intergenerational impact; local targeting; mass media; pressure to enter the sex trade; modern slavery in a recession; what is the impact of holding businesses accountable; increase in child labour; changes to migration
- **Victims:** NHS charges of victims; identifying victims and barriers; good practice for budgets for victim protection and support; policy development and legal hurdles for victims considering CV19; communication with victims, e.g. policing and healthcare; social distancing police interview; what happened to victims during lockdown; dealing with victims in court; outreach to victims during lockdown
- **Vulnerabilities:** how CV19 increased vulnerability; information of these vulnerable groups; impact of CV19 on vulnerable communities; additional/patterns of vulnerabilities; what extra vulnerabilities from limitation of travel; link between homelessness and CV19
- **Responses:** impact on faith based organisational responses; community responses to precarity; how have statutory responses flexed and been made more appropriate in response to CV19; tracking of response patterns; Government responses; policy recommendations following an emergency; private sector response to CV19 and effect on vulnerabilities; response from charities and NGO through a crisis.

## Appendix 2.

### Roundtables on the Modern Slavery PEC's research priorities

Following the online survey, eight roundtables on research priorities were hosted by the Modern Slavery PEC in September and October 2020. In total, 75 participants took part in these virtual events.

Below is the full list of the roundtables and their chairs.

#### 1. Modern Slavery in Business Supply Chains

Chair: Dame Sara Thornton, Independent Anti-Slavery Commissioner

#### 2. The Effectiveness of Legal Enforcement Measures

Chair: Prof Gary Craig, Professor of Social Justice, Visiting Professor at the University of Newcastle, Honorary Professor at the University of York and at York St John University

#### 3. International Research on Modern Slavery

Chair: Jon Davies, Chief Executive of the Commonwealth Parliamentary Association UK (CPA UK)

#### 4. Survivor Needs and Enhancing Victim Support

Chair: Bishop Alastair Redfern, chair of the Clewer Initiative, co-founder of the Global Sustainability Network, chair of the Advisory Panel for the Independent Anti-Slavery Commissioner, and vice-chair of the Anglican Alliance.

#### 5. Preventing Modern Slavery

Chair: Ruth Dearnley, Chief Executive Officer of STOP THE TRAFFIK (STT)

#### 6. Equality and Diversity in Modern Slavery Research

Chair: Dr Leona Vaughn, Derby Research Fellow at University of Liverpool

#### 7. Responsive/Flexible Research into Modern Slavery (Covid-19)

Chair: Miriam Minty, head of Modern Slavery Unit at the Home Office (now former).

#### 8. Survivor Involvement in Research

Chair: Vicky Brotherton, Head of Policy Engagement and Impact at the Rights Lab, University of Nottingham

# MODERN SLAVERY & HUMAN RIGHTS

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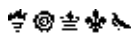
The Modern Slavery and Human Rights Policy and Evidence Centre was created by the investment of public funding to enhance understanding of modern slavery and transform the effectiveness of law and policies designed to overcome it. With high quality research at its heart, the Centre brings together academics, policymakers, businesses, civil society, survivors and the public on a scale not seen before in the UK to collaborate on solving this global challenge.

The Centre is a consortium of six academic organisations led by the Bingham Centre for the Rule of Law and is funded by the Arts and Humanities Research Council on behalf of UK Research and Innovation (UKRI).

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We would like to thank the Survivor Alliance for providing us with the results of their consultation on research priorities with survivors.

