



The benefits and the barriers to accessing employment:

Considerations for survivors of
modern slavery

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The Rights Lab, University of Nottingham, is the largest group of modern slavery scholars in the world and home to many leading modern slavery experts. The Independent Anti-Slavery Commissioner has a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences and the identification of victims. The research supports two of the Commissioner’s four priorities, as laid out in her Strategic Plan 2019-2021: improving victim care and support, and getting value from research and innovation.

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Foreword



As the Independent Anti-Slavery Commissioner, I have met victims and survivors of modern slavery who have been waiting more than two years for trafficking decisions in the National Referral Mechanism. I have heard examples of the harm caused by not working and the positive role employment and education can play in recovery in developing work and language skills, providing structure and opportunities for community links and integration.

Many survivors face unacceptably long delays for decisions about their trafficking status. Those claiming asylum then

face a further wait and for many, structured employment opportunities are dependent on immigration status. Organisations supporting survivors have expressed concerns about the impact this has on individuals and their ability to achieve sustainable independence. For those who have previously worked, there are concerns that they may become de-skilled and demotivated. For others who have no previous work experience, more needs to be done to build life skills and improve employability. An inability to access work may also become a barrier to seeking support and result in individuals remaining in or returning to exploitative situations.

I commissioned the Rights Lab to write this report to understand the evidence base on the benefits of work and the harm caused by not working. This report by Kate Garbers reviews the existing literature and provides examples of good practice where victims and survivors have been supported into training or work by organisations across the sector. Currently there is no standard approach to assess survivors' work history, ambitions and talents nor is there a curriculum to build skills and support survivors into employment when they are able to legally and emotionally. This report offers practical recommendations to address this significant barrier for survivors seeking to rebuild their agency and I encourage policymakers to carefully consider the evidence-based proposals set out.

Dame Sara Thornton DBE OPM

Executive summary

This rapid piece of research, commissioned by the Independent Anti-Slavery Commissioner (hereafter referred to as the Commissioner), sought to understand the current evidence base on the benefits of working and harms of unemployment, the barriers survivors face in accessing employment, and the existing pathways and programmes to support survivors of modern slavery to access and enter work. In addition to reviewing the literature and evidence base, surveys and interviews were conducted with support-providing organisations in the anti-slavery and refugee sector who are delivering employment-related support and pathways.

Work can play a vital role in all our lives, adding meaning and purpose, routine and stability, and offering financial independence. Conversely, unemployment can be detrimental to an individual's mental and physical health; leading to lower self-esteem and higher rates of anxiety, depression and even mortality.

Employment-related support is stated to be a type of support available to survivors of modern slavery in the National Referral Mechanism (NRM), the government-funded system of support in the UK, however it is currently unclear the extent to which sub-contractors provide this support due to gaps in data collection.

Pathways to employment for survivors of modern slavery are based on the individual's immigration status rather than their status as a recognised victim: being conclusively identified as a survivor of modern slavery confers no automatic grant of leave to remain, and therefore no right to work.

A minority of survivors, such as UK nationals, will be able to work whilst being supported in the NRM; however, the majority will be prevented from accessing the labour market due to their immigration status. This has been highlighted as a pressing issue due to the significant delays experienced in NRM decision-making, meaning that survivors can have a gap of many months or even years before they re-enter the labour market, and can therefore experience a significant loss of work-related skills and confidence.

Whilst no blanket right to work currently exists in legislation, support services should be in place to support *all* survivors to gain employment-related skills and experiences in order to reintegrate into society, as and when they are ready. Regardless of a survivor's status in the UK, the time in the NRM should be used more productively to develop skills, prepare for employment, financial independence and economic resilience and agency.

This research highlights a number of existing employment programmes and pathways currently available to survivors, run by a range of Non-Governmental Organisations (NGOs), who have all recognised and taken steps to address this ongoing gap in service provision. These programmes and pathways do not currently follow a standardised approach, but learning can be taken from each. Whilst these organisations should be commended for

“Pathways to employment for survivors of modern slavery are based on the individual's immigration status rather than their status as a recognised victim.”

undertaking this work, this piecemeal approach to support is unsustainable if we agree that offering *all* survivors with employment-related skills and opportunities, as and when they are able to make use of them, is the goal we should be striving for. Achieving this goal would reap benefits for individual survivors as well as for the UK economy.

Employment is only a part of the equation in supporting survivors to successfully reintegrate into society and achieve sustainable independence; however, it is a vital part, and should form part of any effective and comprehensive reintegration strategy that is developed in the UK.

The overarching recommendations stemming from this research are as follows:

- 1. Through the Modern Slavery Victim Care Contract, the UK government should develop an evidence base to better understand the skills, qualifications, work interests, and work histories of survivors in the NRM.**
- 2. In collaboration with survivors and the wider UK anti-slavery sector, a standardised suite of modules should be developed to form an accredited work preparation curriculum. The curriculum would facilitate the development of life skills and employability skills, and be available to every survivor in the NRM.**
- 3. In conjunction with survivors and the wider anti-slavery sector, the UK government should draft an overarching reintegration strategy for survivors of modern slavery. The strategy should provide reintegration pathways and durable solutions for survivors who remain in the UK as well as those who return to their home country.**
- 4. The UK anti-slavery sector should undertake further research to address urgent data and evidence gaps related to the right to work.**



Project overview

Overview and objectives

This research project was initiated by the Commissioner. It sought to understand the benefits of working, the harms caused by not working, and the current approach to how survivors are assisted to access employment, reintegrate and work towards stability and independence. It builds on the existing research base, including previous research involving survivors, and on projects supporting survivors to access employment.

The objectives of this research were to:

- a) understand the current literature and evidence base in relation to the benefits of employment, and the harms and barriers caused by not working
- b) understand what barriers survivors of modern slavery encounter in relation to employment
- c) understand current routes into employment and work opportunities that are available to survivors of modern slavery
- d) provide a research base from which further participatory research involving survivors can be conducted, as required
- e) produce recommendations proposing suggested next steps for the anti-slavery sector, business, government and the Commissioner to consider in relation to access to work for survivors of slavery

Methodology

This was a rapid piece of research completed within three months and involved:

- a) desk-based evidence and literature reviews of academic and grey literature (searches were conducted using the online University of Nottingham library – NUSearch - and Google)
- b) surveying, via an online questionnaire, frontline agencies working within the Modern Slavery Victim Care Contract (MSVCC)¹
- c) informal interviews with support-providing organisations outside of the MSVCC known to be providing an element/aspect of employment for survivors, such as work placements and into-work training
- d) informal interviews with those outside of the sector involved in refugee rights

Permission was granted by the Salvation Army (Prime Contract holder for the MSVCC) to contact subcontractors with a questionnaire about how they supported survivors to access work and the barriers they had faced. The questionnaire was managed via an online portal (JISC²), a link to which was sent to sub-contractors³ within the MSVCC, via email, by the Salvation Army on behalf of the researcher. As per the agreed scope of the project, only those organisations working within the MSVCC were sent the questionnaire.

Survey questions asked about knowledge of available programmes and pathways for survivors to access employment, work placements and training; barriers those supported faced in accessing employment; and opinions as to what would need to happen to better facilitate access to work for survivors of slavery. The full list of survey questions can be found in Appendix 1.

Six of the 12 sub-contractor organisations completed the online survey. Of the organisations that responded all are involved in accommodating potential victims of modern slavery and four are involved in providing outreach services.⁴ In addition, three sub-contractors also provide regional reach-in support.⁵

Organisations, outside of the MSVCC, who were known to be involved in longer-term support, specifically in relation to employability training and employment opportunities for survivors of modern slavery were invited to participate in informal interviews with the author of this report. Organisations were identified from the research team's experience in the anti-slavery sector as well as in conjunction with the Commissioner and her 'Access to Work' working group.

These informal interviews were arranged via email and conducted via video or phone call.

Conversations focused on the following:

- What the organisation offered to survivors in relation to employability support
- Barriers faced by survivors when trying to access employment
- Necessary considerations when supporting survivors to access work/employment

In total, eleven organisations directly involved in supporting survivors to access work were contacted and 10 were spoken to. These included:

City Hearts, Jericho, Manumit, Sophie Hayes Foundation, Adavu, Just Ice, Staffline, International Organization for Migration (IOM), Business in the Community (BITC) and The Cooperative (involvement in Bright Future programme).

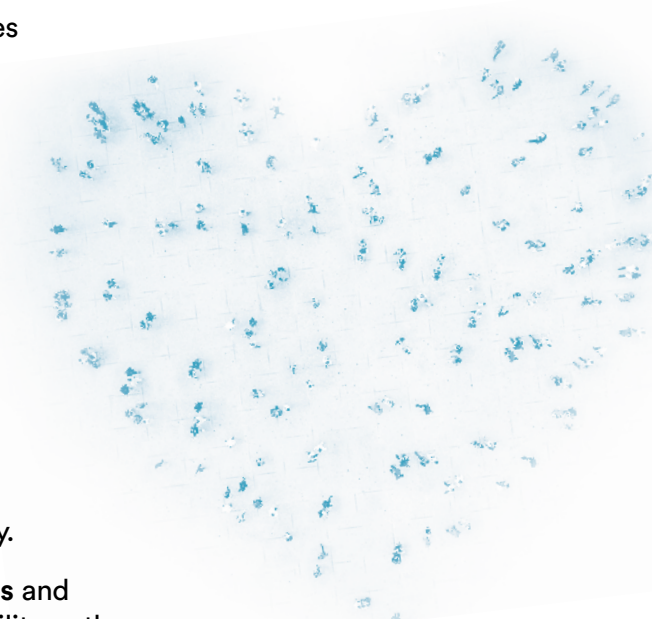
Four of the organisations had been established specifically to provide direct employment opportunities and programmes for survivors. **Manumit** and **Just Ice** are businesses established solely with the aim of employing survivors of slavery. **Jericho** runs a diverse range of social enterprises for survivors and other vulnerable groups and offers survivors access to a range of employment support, volunteer and work opportunities. **City Hearts** partnered with **The Cooperative** and offers work placements with a guaranteed job at the end of the placement, via the Bright Future Programme.⁶ Bright Future now offers an employment route into a wide range of sectors and has many business partners willing to offer employment opportunities.

The **Sophie Hayes Foundation** offer female survivors a range of employability related support; assisting those they support to build confidence, independence, valuable employability skills and to seek employment. One project, **Adavu**, did not offer into work support but described themselves as '*working around the edges to ensure employment was possible*'.⁷ By offering longer-term support to assist survivors to manage their other needs (mental health, benefits, housing), Adavu found they were able to refer into Sophie Hayes and Jericho to focus on employability preparation, life skills and provide employment opportunities.

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Staffline, a recruitment agency, are using their resources and contacts to match survivors with appropriate employers, taking into consideration the needs of survivors and navigating this to secure successful employment. **IOM** and **BITC** were trialling pilot programmes to support survivors gain skills to assist survivors in being ready to seek employability opportunities. Both are due to produce evaluation reports later in 2021. **BITC** wanted to see if the employment programmes they already offer to other population groups could be tailored to survivors of slavery and **IOM** developed a specific curriculum (in conjunction with education professionals) to offer digital skills, life support and employability skills-based training to survivors of slavery.

A meeting was also had with **Talent Beyond Boundaries** and **Refugee Talent**; organisations working to develop mobility pathways and skilled migration routes for refugees and providing the technological support behind processing employment matching processes (see Appendix 2 for an overview of each organisation).



Parameters

This research had several parameters that should be noted:

NRM focus: The research only considered pathways to employment for survivors of modern slavery who have been supported via the National Referral Mechanism (NRM). Pathways and programmes available to those outside the NRM need to be considered in future research.

Focus on England and Wales: The Modern Slavery Act (2015) applies to England and Wales, with specific provisions extended to Scotland and Northern Ireland. Both Scotland and Northern Ireland have specific legislation and policy in relation to survivor support that differ from those in England and Wales. For this piece of research, the recommendations proposed are aimed at England and Wales rather than all devolved administrations.

Survivor involvement: This research did not involve new data collection involving survivors. Rather, it reviewed existing written evidence that had included survivor voice (through interviews and surveys). Necessary ethical processes to involve survivors in research would not have been possible in the timeframes available for this research. It is fully intended that survivors will be involved in further development pieces relating to the research finding and recommendations.

Researcher bias: The researcher worked as a Director for a non-governmental organisation in the UK anti-slavery sector for 12 years and acknowledges their own bias and opinions in relation to support survivors are offered via the NRM and MSVCC. To help ensure objectivity and impartiality, regular conversations were held with colleagues in the Rights Lab and the Commissioner's office throughout the research process to discuss research design and findings.

Employment

Impacts of employment

Work can provide an individual with a sense of purpose and a sense of belonging. It gives many of us the impetus to get up in the mornings, to be part of a team and something bigger than ourselves, to earn money to be able to support ourselves and our families, and to afford to do the things we choose. It can provide routine, security, progression, opportunities and meaning, and therefore play a vital role in our lives.

Employment provides individuals with financial gains, social identity and status, a means of structuring time and a sense of personal achievement⁸, it provides routes out of poverty and prevents social exclusion⁹, and is generally good for physical and mental health and well-being¹⁰; reducing psychological distress and allowing for better physical health and lower mortality rates.¹¹

The income provided through paid employment allows individuals to make a greater range of choices and be in more control of these choices. Decent work provides individuals with the necessary means to sustain themselves both economically and socially and can provide the freedom to be part of society.¹² The principles of the World Health Organisation (WHO)¹³ and the International Labour Organization (ILO)¹⁴ state that every citizen of the world has a right to healthy and safe work and to a work environment that enables them to live a socially and economically productive life.

Impacts of unemployment

Unemployment is defined by the ILO as people of working age who are not in employment but are carrying out activities to seek employment and are currently available to take up employment given a job opportunity.¹⁵

The idea that unemployment is detrimental to individual's health, is not a new concept.¹⁶ Those who are unemployed experience less life satisfaction¹⁷ and lower levels of individual well-being¹⁸ than those who are employed.¹⁹

Literature from the field of psychology has argued that unemployment can damage individuals' perceptions of self-worth²⁰, lead to high levels of mental distress²¹, lower self-esteem and general happiness.²² The impact of unemployment on mental health takes many forms, including depression, anxiety, low self-esteem and strained personal relations.²³ It is suggested that decreased well-being leads to adverse individual outcomes such as increased mortality, suicide risk and crime rates may occur for those who are unemployed.²⁴ Unemployment and transitions into unemployment are known to be associated with increased morbidity and mortality, worse self-rated health, as well as reduced social activity and social support.²⁵

“It is suggested that decreased well-being leads to adverse individual outcomes such as increased mortality, suicide risk and crime rates may occur for those who are unemployed.”

The negative non-financial impacts for those who are unemployed (including those on social relationships, identity in society and individual self-esteem²⁶) are thought to have *more* of an impact than the loss of income experienced.²⁷

It is suggested that pre-existing circumstances, such as having a low income, a low education level or belonging to an ethnic minority will influence and exacerbate the impact of unemployment.²⁸ Those with few social and economic resources are more likely to suffer because of job loss.²⁹

The longer the period of unemployment, the worse the effect. It has been found that people may be unable to adapt to unemployment and, wellbeing can be permanently reduced.³⁰

Transitions

Longitudinal studies have shown transitions from unemployment into employment are associated with improved psychological wellbeing³¹, mental health³², quality of life³³, life satisfaction³⁴, reduced depression and other symptoms of poor mental health.³⁵ Unemployment has a significant negative impact on health, whilst returning to work is beneficial to psychological health.³⁶

Depending on the nature and quality of the work, entering employment can be therapeutic and reverse the adverse health effects of unemployment.³⁷

Those with less secure attachments to the labour market, for example those with atypical contracts, such as victims of modern slavery, are more likely to experience concerns about unemployment. Job security has a significant negative effect on life satisfaction for individuals who are both employed and unemployed.³⁸

We need to better understand transitions into decent employment for those who have experienced modern slavery and trafficking in England and Wales. Some survivors will be unable to legally work during or post their NRM period. For some in this situation they will be ready and able to work but not legally allowed to. For some they will be legally allowed to work, be ready and able but unable to find a job. For others, even if they are legally able to seek employment, they may not be in the position to do so.

Employment related support during the NRM

The support offered via the MSVCC is time limited. Support is offered in the period between a 'reasonable grounds' and a 'conclusive grounds' decision for at least 45 days. With a positive conclusive grounds decision, move-on support is provided via the MSVCC for a minimum of a further 45 days. The support offered will be based on survivors needs and assessed via the Recovery Needs Assessment (RNA).³⁹ The RNA aims to establish longer-term stability for survivors by assisting them to transition out of support and into the community.⁴⁰

The MSVCC is intended to operate as a bridge, lifting adult victims out of situations of exploitation and setting them on a pathway to rebuilding their lives.⁴¹ Survivor risks and needs are identified and addressed via a range of assessments and the creation of a 'journey plan' between the survivor and support worker. The aim of the journey plan is to account for a survivor's personal goals and aspirations and what support they will require to help them recover.⁴²

The initial needs assessment topics used by support organisations in the MSVCC does not specifically



include reference to employment, skills development or volunteering needs (see Figure 1). Whilst not overtly listed as a support need or risk to be considered as part of an individual's needs assessment in the MSVCC, Statutory Guidance (on Identifying and Assisting Victims, as per Section 49 of the 2015 Modern Slavery Act⁴³) does state that victims are entitled to support to access to the labour market, vocational training and education, providing they have the immigration status that allows them to (see Appendix 3 – The 'Right to Work' in UK Modern Slavery Legislation & Policy – for further details). **It is therefore assumed survivors eligible to work in the UK will be assisted to seek employment if identified as one of their support needs but that those who are not eligible (due to their immigration status) to seek work will not, as standard, be offered support in relation to this.**

Figure 1: MSVCC needs assessment⁴⁴

The MSVCC needs assessment covers the following:

- Physical (including sexual) health needs
- Psychological and emotional needs
- Cultural and spiritual needs
- Practical needs, such as but not limited to the need for material assistance, interpretation services
- If there is a requirement to access legal advice and representation
- If there is a requirement to access other advice and assistance
- Arrangements for meeting welfare needs and payment of subsistence
- If any dependents should be referred to the NRM in their own right
- Access to education for school-aged dependents; and the production of a journey plan with the potential victim or victim (to meet the needs and address the risks identified)

The expectations for sub-contractors under the new MSVCC, which began in January 2021, in relation to employment support remain unclear. A previous version of the MSVCC⁴⁵ indicates those providing support to survivors were *not* required to report on the employment-related support delivered. The new MSVCC is yet to be made publicly available, and it is therefore unknown whether employability-based support expectations have now been included.

The Care Quality Commission (CQC) has been appointed to inspect services under the MSVCC.⁴⁶ One of the requirements of the inspection framework is to look at the effectiveness of the support delivered to survivors, ensuring it is line with legislation and the Slavery and Trafficking Survivor Care Standards.⁴⁷ Whilst the requirements list the support, and evidence of the support, CQC want to see as part of the inspection, employment is not referred to.⁴⁸

The right to work for survivors of modern slavery

Every survivor's experience is different. Some may have entered the country clandestinely; some may not have recognised or realised the need for a permit to be allowed to work in the UK; some will be UK citizens who have the automatic right to work; some will have entered with visas and permits allowing them to work; some will have had visas that have expired during their exploitation and others will have been, prior to Brexit, EU citizens exercising their EU treaty rights. Survivors will have arrived in the UK or been transported around the UK in a range of different circumstances. **The support survivors are entitled to under the NRM is standardised and yet their ability to re-enter employment is not.**

Within the NRM, survivors can access the labour market, education and vocational training as long their immigration status allows them to.⁴⁹ However, survivors who are not UK nationals or do not have a form of leave/right to remain in the UK will not be able to access employment whilst in the NRM. Following a conclusive grounds decision, and support offered via the RNA, access to longer-term support and services is dependent on an individual's nationality and their immigration status. Currently, a positive conclusive grounds NRM decision does not come with automatic grant of leave to remain in the UK. **Being conclusively identified as a survivor of modern slavery confers no automatic grant of leave to remain.**

As outlined in Statutory Guidance⁵⁰, access to employment in the UK is only available to survivors of slavery providing they have the immigration status that affords them this access. **Pathways to employment in the UK for survivors of modern slavery are therefore based upon an individual's immigration status and not their status as a recognised victim.**

Figure 2: Overview of right to work in the UK based upon survivor's nationality

Nationality of survivor of modern slavery	Automatic right to work in the UK?	Routes to apply for status in the UK (and therefore have the right to work)
British Nationals	Yes	Right to work not required – implicit in having British citizenship. Those with right to work can work whilst they are in the NRM if they choose to.
EU or EEA Nationals	No	Automatically considered for Discretionary Leave (DL) as part of a positive conclusive ground's decision. Those granted DL have access to public services and benefits and no prohibition on work. If granted, DL allows access to labour market. Potential to apply for pre-settled or settled status if in a position to be self-sufficient.
Non-EEA Nationals	No	Automatically considered for DL as part of a positive conclusive grounds decision. Those granted DL have access to public services and benefits and no prohibition on work. Potential to regularise status in the UK via the asylum process (if eligible). If successful this would grant refugee status or humanitarian protection, both of which would grant an individual access to an initial five years leave to remain and access to welfare benefits and the right to work. If granted allows access to labour market. During the asylum process there is the potential to seek employment if a) your case has been in consideration for longer than 12 months b) you can do a job on the shortage list. ⁵¹

Survivors who are British nationals will have the right to work both during and post the NRM.

Those **survivors eligible to apply for asylum** may have done so before, during or post their time in the NRM. An application for asylum comes with accommodation provision (initial and dispersal⁵²) until a determination on a claim is made. For some survivors this means they will have been housed in asylum accommodation throughout their NRM support period and received outreach support rather than accommodation via the MSVCC. A successful asylum claim affords an individual a grant of refugee status or humanitarian protection and the right to remain in the UK and access benefits and the ability to access employment.

Survivors with refugee status or humanitarian protection will be allowed to work.

Survivors who are EU and EEA nationals will be required to apply for pre-settled and settled status if they wish to continue living and working in the UK.⁵³ Pre-Brexit (January 2021) EU and EEA nationals had the right to reside in the UK and were able to live and work with no restrictions under European Treaty Rights.⁵⁴ However, as of 1st January 2021, the right conferred under European Law was revoked. Whilst survivors of slavery from the EU are currently eligible to apply for pre-settled and settled status⁵⁵ and the government have committed to support vulnerable applicants (including victims of modern slavery)⁵⁶, the impact of leaving the EU for those who are in the NRM and seeking support is not yet fully understood.

As an EU citizen there is no longer an automatic right to remain or right to seek employment. Although both can be achieved via an application for pre-settled or settled status, it is currently unclear:

- How many survivors of modern slavery will be able to apply for this status via this route
- How survivors will be supported to apply for status and at what point in the NRM journey this should occur
- How survivors will be able to supply the evidence required to apply
- How survivors will be able to access support/support themselves whilst they wait for a decision.

To apply for settled status the following evidence may be required:

- Evidence of length of time in the UK
- ID and evidence of residence in the UK
- P45, P60, bills, council tax bill, letter from employer, bank statements, pay slips, travel ticket, evidence of work done in UK and payment for this and evidence in passport showing entry to the UK⁵⁷.

Survivors may not have evidence of this information readily available, so without exemptions this does not appear to be a suitable or accessible route to employment for survivors. Government ministers have offered reassurances about the safe and legal routes that will be available to those able to make economic contributions to the UK and the points-based criteria⁵⁸; however, how this works for survivors of modern slavery is yet to be seen, as it is thought that many may be seeking roles that command wages less than the threshold required for the new points-based worker visa.

Discretionary Leave

Discretionary Leave (DL), a form of leave granted by the Secretary of State on a discretionary basis, may be available to survivors of modern slavery at point of exit from the NRM.

The availability of DL ensures the UK meets Article 14 of the Convention, which refers to the provision of a legal route for confirmed victims of human trafficking to gain a residence permit. The UK's approach to granting DL for survivors of slavery is outlined in Discretionary Leave for Victims of Modern Slavery: Casework Guidance.⁵⁹ DL will be considered if a survivor has a positive conclusive grounds decision and can evidence they satisfy one of the following criteria:

- Leave is necessary owing to personal circumstances
- Leave is necessary to pursue compensation
- They are helping police with their enquiries.⁶⁰

Originally, DL was only automatically considered upon receipt of a positive conclusive grounds decision for non-EEA nationals, however the government have confirmed that from January 2021 (i.e. post-Brexit) EEA nationals in receipt of a positive conclusive grounds decision will also be automatically be considered.⁶¹

A grant of DL allows survivors to remain in the UK, to access benefits and infers the right to work.

It should be noted that there is no requirement to issue indefinite leave to remain (ILR) to survivors of slavery and those granted DL are not considered to be on a route to ILR in the UK.⁶²

Figure 3: Overview of survivors that can work in the UK

Survivors of modern slavery will have permission to work if they:

- are British citizens
- have Indefinite Leave to Remain (ILR)
- are an EU or EEA national with pre-settled or settled status
- have refugee status (as the result of a successful asylum claim which may or may not be linked to their experience of modern slavery, but the process may run parallel or post the NRM decision making period)
- have been given a grant of Discretionary Leave to Remain (following the positive Conclusive Grounds decision through the National Referral Mechanism (NRM))
- have another form of leave, such as the Overseas Domestic Worker visa⁶³

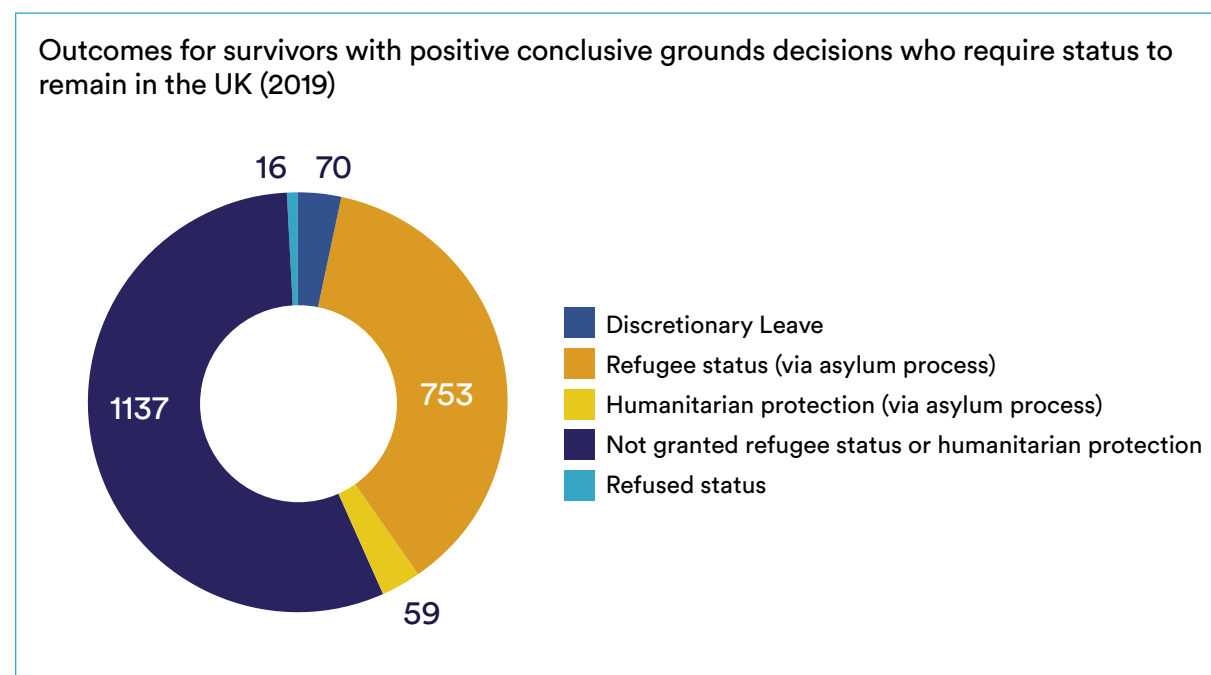
Number of survivors granted Discretionary Leave

Of the 10,613 potential victims referred in to the NRM in 2020, 5,087 were adults.⁶⁴ 87% (4,453)⁶⁵ were non-UK nationals and under Home Office policy would also be eligible for consideration of DL upon receipt of a positive conclusion ground decision.⁶⁶ Of the 4,450, it is plausible to assume some of this number would also have been in the asylum process and eligible to gain leave to remain in the UK via this process, if their claim were successful. Data on the number of individuals both claiming asylum and in the NRM is not collated as standard and is therefore not currently publicly available.

The Home Office do not routinely collate or publish the data on the number of DL applications from survivors with positive conclusive grounds decisions, so it is unclear as to whether this is an effective route by which survivors of modern slavery are able to seek leave to remain and access to the labour market. A Freedom of Information Act Request⁶⁷ indicated that in 2019, 1,949 people received a positive conclusive grounds decision who did not have the right to remain in the UK.⁶⁸ However, only 70 of these individuals were granted DL.⁶⁹

Figure 4: Outcomes for survivors receiving a positive conclusive grounds decision

Based on FOI request data the pie chart shows the outcomes for the 1,949 survivors that received a positive conclusive grounds decision in 2019 and required some form of leave to be issued in order to remain in the UK.



The length of time granted for Discretionary Leave granted in 2019 ranged from six months to two years, with the majority of those granted DL receiving temporary leave of between seven - 12 months (64%). Applications can be made to extend DL⁷⁰ and survivors seeking extensions are exempt from paying any fees for renewal applications (as long as they have not accrued more than 30 months DL already).

It is unclear from the data if those who were not granted asylum or humanitarian protection were also considered for DL, or if they had already embarked on other routes available to them to seek the right to remain and as a result DL was therefore not considered.

It should be noted that the number of people requiring DL consideration is likely to increase post-Brexit, as survivors who could previously exercise their EU treaty rights and remain in the UK to work may no longer be able to.

The low numbers of survivors being granted DL to date is concerning. Other than the broad categories listed in the Home Office guidance⁷¹, there is no further information publicly available about how decisions regarding grants of DL are made. To ensure greater transparency of the DL process, refused applications could be subjected to similar review processes as negative NRM decisions.⁷²

Decision timeframes and access to employment

Being able to work is restricted during the NRM. This has been highlighted as problematic⁷³ due to the length of time NRM decisions take to be granted. The 2019 Independent Anti-Slavery Commissioner's Annual Report⁷⁴ revealed that conclusive grounds decisions were taking on average 452 days. Of those decisions made, 81% received a positive conclusive ground decision, but by the end of 2019 over 12,000 decisions were still awaiting a decision. Data published by the Home Office in 2021, showed that in 2020 over 10,000 individuals were referred into the NRM⁷⁵; on average, a conclusive ground decision took 339⁷⁶ days to make; and that over 18,000 survivors are now waiting for a conclusive grounds decision.⁷⁷ Given

these delays, consideration should be given to granting survivors a temporary right to work during the NRM. A recent report, published in March 2021⁷⁸ and co-authored by a coalition of anti-slavery organisations who either provide direct services and advocacy to survivors or work on relevant policy, has called for government to grant temporary leave to survivors during their time in the NRM. The report recommends enabling survivors to work post a positive reasonable grounds decision has been granted, which would allow survivors' financial independence and sustainable freedom, and create options to leave exploitation/prevent re-exploitation. The report also highlights that traumas experienced by survivors is compounded by denying them access to work.⁷⁹

Survivors of modern slavery may also be seeking asylum. Individuals in the asylum process are also not eligible to work (see Appendix 4: Overview of the right to work for those individuals seeking asylum). Survivors in the NRM may also then face lengthy waits before they receive an outcome on their asylum decision. In 2020, the Lift the Ban Campaign⁸⁰ reported 31,516 individuals seeking asylum had been waiting over six months to receive a decision on their status and that this equated to 61% of all claims.⁸¹

A survey conducted found 77% of asylum seekers said they would like volunteer to help the NHS during the Covid-19 pandemic whilst 45% of respondents, if given the right to work would have been classified as critical workers based on their previous professions.⁸²

Calls for access to longer term support, recovery and reintegration

Over the past five years there have been ongoing discussions within the anti-slavery sector regarding the NRM and the adequacy of the support provided under it, including whether support is of significant duration to effectively aid the recovery and reintegration of victims of modern slavery, and if the provision of a residence permit, as noted in international law, has been adequately met.

International calls

In 2016 GRETA⁸³, the Council of Europe's official monitoring body for the implementation of the Convention Against Trafficking in Human Beings⁸⁴, recommended the UK government put support for survivors into law, as well as ensure all survivors are provided with support and assistance beyond the initial period of support; specifically with a view to facilitating reintegration and recovery as well as guaranteeing protection.⁸⁵

GRETA's report noted that the decision made on residence permits sits separately from an individual's trafficking decision meaning those who have received a positive conclusive grounds decision but are subject to immigration control are not automatically granted a residence permit.⁸⁶ GRETA recommended survivors in receipt of a positive conclusive grounds decision, if their immigration status requires it, should be issued with a renewable residence permit in accordance with the parameters set out for such permits in Article 14 (1) of the Convention.

In addition, the Trafficking in Persons (TIP)⁸⁷ report - published annually by the US State Department - has for the last four years recommended the UK government should consider the provision of a specific immigration rule that would grant non-UK nationals

“GRETA recommended survivors in receipt of a positive conclusive grounds decision, if their immigration status requires it, should be issued with a renewable residence permit in accordance with the parameters set out for such permits in Article 14.”

leave on the grounds of being a survivor of modern slavery (see Appendix 5 for an overview of Trafficking in Persons (TIP) recommendations 2017 -2020 in relation to support services and alternatives for non-UK national survivors of modern slavery).

Domestic calls

In 2017, the Department for Work and Pensions Select Committee⁸⁸ wrote a report reviewing the governments approach to modern slavery. The report highlighted that being recognised as a survivor of slavery conferred no right to remain in the UK, unlike the asylum system that grants an initial five-year period.

It noted that, following a positive conclusive grounds decision, the support individuals received depended on their immigration status, nationality, ability to work, and whether they were assisting the police with an investigation. The Committee proposed that treating survivors of different nationalities differently had created a landscape that was not well understood. Without ongoing access to support, it was proposed some survivors would face destitution or return to those who had exploited them.⁸⁹

The report outlined a range of recommendations including proposing that on receipt of a positive conclusive grounds decision survivors of slavery should be given leave to remain, with recourse to benefits, this would include the right to gain housing, education and have the to work during this time.

In response to the DWP committee, the then Under-Secretary of State for Safeguarding, Sarah Newton MP, wrote a letter in which it was made clear that the government was committed to supporting victims and helping them to rebuild their lives **but believed that granting automatic leave to remain upon a conclusive grounds decision would not be appropriate.**⁹⁰ The government noted that the decision as to an individual's modern slavery status were entirely separate from any decisions made about their ability to remain in the UK. Concern was also expressed that introducing any form of leave policy purely on a positive conclusive ground decision may encourage some to make false trafficking claims.

Increasingly the anti-slavery sector is highlighting the need for improvements in the way survivors of slavery are supported, including the standardisation of care⁹¹, longer term support⁹² and leave to remain and legislation to enshrine victims' rights.⁹³ Recent judicial reviews (NN & LP⁹⁴, DS⁹⁵ & EOG⁹⁶ v Secretary of State for the Home Department) have been brought challenging the government for falling short of their protection and support obligations for survivors of modern slavery. Calls have also been recently made by organisations in the anti-slavery sector to grant people in the NRM a residence permit, or a temporary form of leave to remain, following a positive reasonable grounds decision to enable access to work.⁹⁷

The Modern Slavery [Victim Support] Bill⁹⁸, a private member's bill tabled by Lord McColl was read in the House of

“Increasingly the anti-slavery sector is highlighting the need for improvements in the way survivors of slavery are supported...”



Lords in early January 2020 (see Appendix 6 for an overview of the Bill's progress to date). The Bill proposes additional provisions to the Modern Slavery Act (2015) and calls for survivors of slavery to have guaranteed access to support for a minimum of 12 months after their conclusive grounds decision is made. Whilst the right to work is not directly referred to in the support provision proposed by the Modern Slavery (Victim Support Bill), the provision of longer-term support would have a positive impact on employment pathways for survivors. An analysis of the costs and benefits of extending support to adult conclusively identified victims of modern slavery in England and Wales for 12 months after exiting the NRM, estimated a direct financial benefit of between £15.4 and £21.3 million for all conclusive victims referred in 2017 (equivalent to between £12,500 and £15,500 per conclusively identified victim) across two categories: relief of homelessness and improved employability.⁹⁹

Extending support, allowing access to employment, and creating pathways for survivors to access decent work¹⁰⁰, appears to make sense morally and financially, however these increasing calls for creating safe, durable solutions for survivors of modern slavery are yet to be taken on board by government. In early 2021, the government indicated that its stance on the issue of access to leave to remain had not altered for survivors of modern slavery and that they would not be taking the Bill forward in its current format.¹⁰¹

Approach to reintegration

Whilst there is no one size fits all, it seems to be universally recognised that to promote survivors' independence and reintegration, routes to employment and work are needed. The aim of any reintegration programme or pathway should be to provide a safe, dignified and sustainable reinsertion into society.¹⁰²

Once identified, survivors begin long journeys towards reintegration and recovery, either in the countries they were identified in, in their home nations or in some cases another country. A critical element of empowerment and recovery is the development of skills to support themselves.¹⁰³ The ILO states that governments should prioritise support for social inclusion programmes focused on economic reintegration, as well as ensure long-term funding for the delivery of appropriate employment support services for survivors. It is believed that doing this will result in measurable positive changes, including:

- increased access to decent work for survivors,
- decreased vulnerability to further exploitation, and
- greater economic prosperity for communities.¹⁰⁴

To be reintegrated in society successfully, survivors need to be helped to acquire core skills¹⁰⁵; it is these skills that will lead to success, not only relation to employment but in other aspects of life.¹⁰⁶

As reflected in ILO Recommendation No. 203¹⁰⁷, a crucial part of supporting survivors goes beyond the provision of immediate help and focuses on ensuring their long-term recovery and

“An analysis of the costs and benefits of extending support to adult conclusively identified victims of modern slavery in England and Wales for 12 months after exiting the NRM, estimated a direct financial benefit of between £15.4 and £21.3 million for all conclusive victims referred...”

rehabilitation. Whilst most countries provide basic immediate assistance to, far fewer provide services designed to ensure long-term recovery. Programmes must assist survivors by creating economic development opportunities in addition to immediate support services.¹⁰⁸ The positive impact of longer-term support is evidenced by survivors increased independence, safety, mental well-being, legal protection, economic empowerment and education, social support and physical well-being.¹⁰⁹

The Home Office has voiced its commitment to facilitating the reintegration and recovery of confirmed victims of modern slavery.¹¹⁰ The government's Modern Slavery Strategy¹¹¹ outlines the governments' commitment to support survivors to rebuild their lives, acknowledging that this can be a 'long and complex process'¹¹² and that there is a need to ensure survivors can be enabled to 'rebuild their lives in a way which increases their resilience and minimises their risk of being re-trafficked'.¹¹³

The strategy has not been updated since its publication in 2014. Both the Independent Chief Inspector of Borders and Immigration (ICIBI) and the Independent Anti-Slavery Commissioner (IASC) have called for the strategy to be refreshed.¹¹⁴ In 2021, the government announced they will be reviewing the strategy but have announced no timeframe for this review.¹¹⁵ Annual Modern Slavery reports published by the UK government contain few references to reintegration or what this means, specifically in a UK context. Where references are made, they predominantly focus on work in other nations and reintegrating survivors back in their home nations rather than in the UK (see Appendix 7: References to reintegration in Home Office Modern Slavery Annual Reports 2017-2020).



Supporting survivors to enter/re-enter employment

Survivors of modern slavery have arguably all been participating in some form of work during their experiences of exploitation. NRM statistics show that most referrals are for potential victims of forced labour, which indicates that people can work and want to work (albeit not necessarily in the sector they were exploited in). Whilst survivors may not have been afforded the opportunity of having decent work during exploitation that has allowed them to sustain themselves, contribute to society or benefit from the physical, psychological or financial advantages that work can provide, these benefits were likely what they were hoping for when they agreed to the work offered.

During the NRM most survivors will have been inactive, in relation to the labour market. They will have experienced a transition from a form of employment into unemployment. Calls for granting survivors the right to work whilst in the NRM argue that support workers under the MSVCC can provide the support needed to assist survivors transition into work.¹¹⁶ Given the benefits of employment and the willingness (of some) to work, survivors should be offered support and assistance to transition back into appropriate, safe and decent employment, as and when they are ready and able to; for some this may be whilst they are still in the NRM. This transition could occur either in the UK, or in their home country, dependent upon their immigration status, but it is an important transition that must be effectively understood and supported if the positive impacts and benefits of employment are to be recognised (for both the individual and the economy). It is a transition that may require the learning and development of new skills and confidence building in order to build empowerment and agency, and arguably one that should begin when people are offered support within the NRM.

Both the financial (reduction in reliance on welfare benefits, ability to self-support and contribute to economy via tax and national insurance contributions) and non-financial impacts (reduced isolation, increased self-esteem, self-worth, reduced risk of re-exploitation) of not being able to seek employment need to be considered for survivors of modern slavery. If suitable and legal routes to obtain financial stability are not available to survivors during or post the NRM this may turn into a never-ending exploitative cycle. As noted in a recent report published by Developing Freedom in it imperative that we unlock survivors' economic potential and agency.¹¹⁷

Whilst leave to remain and the right to work are inextricably linked, **it should not be assumed that a grant of leave will mean that a survivor of modern slavery is immediately able or wanting to enter employment**, however with longer access to support there comes increased flexibility to assist survivors to gain employment in their own time.

“Calls for granting survivors the right to work whilst in the NRM argue that support workers under the MSVCC can provide the support needed to assist survivors transition into work.”

Existing employment support and pathways available to survivors

All NRM sub-contractors who responded to the questionnaire were aware of into work/ ready to work programmes available to those they supported. They were aware of and had accessed services that ranged from local organisations helping vulnerable individuals develop skills for employment, to statutory pathways available via the Job Centre and Department for Working Pensions (DWP), as well as programmes established specifically for the purpose of providing survivors with work placements, such as the Bright Future programme.¹¹⁸

Across the six sub-contractors the number of survivors each had assisted to access employment support ranged from unknown to 82. In total, 129 survivors were reported to have been assisted into employability and work-based programmes by the six sub-contractors.¹¹⁹ All sub-contractors mentioned the Bright Future programme as the primary pathway specifically available to survivors but noted that they had worked with other agencies who had developed into work routes for survivors (for example, Princes Trust and Business in the Community who had tailored their existing programmes to be suitable for survivors). Recruitment agencies such as Staffline¹²⁰ and Brightwork¹²¹ were also noted to be offering supported pathways into work. One respondent noted that there were only ‘general’ into work schemes available in their locality. It was also stated that schemes run by Job Centres mandated attendance and had related benefit sanctions if people did not attend. Other programmes and organisations offering employment-related support identified during this research¹²² were not referred to in sub-contractor responses of agencies they used and referred survivors to.¹²³

The types of support currently available to survivors in relation to employment include:

- Direct access to employment opportunities (for those who are ready to work and have the right to work)
- Coaching
- Work placements (voluntary, paid and leading to a job – both within the organisations own enterprises or referring to an external employer)
- Group coaching sessions
- Individual coaching sessions
- Tools and resources available (not always employment specific; some focused on confidence and self-esteem building)
- ‘Preparation for work’ curriculum
- Skills-based employability training
- Work taster days
- Digital skills courses
- Volunteer lead skills and confidence building sessions
- Health and well-being sessions
- Practical sessions (English lessons, right to work in UK, CV writing, understanding employment and employers’ expectations in a UK setting, assisted job searchers, access to qualifications and education)
- General life support (in relation to benefits, housing, accessing health support, childcare)

Some organisations offered direct access to employment as their *raison d’etre* (Manumit, Jericho, Just Ice), others partnered with businesses and employers and provided the connection point and referral pathway for those seeking employment (Bright Future, Staffline). Others focused on the preparatory skills required to successfully enter the workplace and facilitated work placements (The Sophie Hayes Foundation). Some

organisations focussed on learning and skills-based approaches provided individualised support whilst others offered a standardised curriculum for survivors to follow (The Sophie Hayes Foundation, IOM, BITC). All programmes had an element of offering longer-term support to survivors and working towards durable reintegration.

Direct employment opportunities were available in a range of different roles and sectors including catering, warehousing, childcare, factory work, agriculture, utility services, logistics, construction, cleaning, manufacturing, charity shops, retail, hospitality and administration. Jobs were provided either directly by the organisation (Jericho, Manumit, Just Ice) or via partnership with employers (Bright Future, StaffLine, Sophie Hayes, BITC). Employment was reported as having been secured at The Cooperative, McDonalds, Dixons, Carphone Warehouse and in the NHS.

Work-readiness

An individual’s experience of education, previous working environments and exploitation will all impact their readiness and ability to seek employment. Overwhelming the feedback from survey and interview respondents was that given the right support they felt survivors would be able and ready to work and re-enter employment.

All six sub-contractor organisations felt that over 75% (three-quarters) of the survivors they had supported would be in the position to re-enter employment, however half would need employment-related support to do so.

As part of the NRM Transformation Programme,¹²⁴ the Home Office funded the Local Authority Pathways Pilots¹²⁵ in six local authority areas with the aim of identifying best practice in supporting transitions out of NRM support. Palm Cove Society¹²⁶ participated in the pilot and offered support to survivors post the NRM, including assistance to secure employment post the NRM. They report that within 12 months 24% of survivors being supported were in full time work.¹²⁷

The Pathway Pilot Evaluation Report¹²⁸ reports 45% of survivors at point of referral to post NRM support were unable to work,¹²⁹ 38% of survivors referred were unemployed and wanted to move into employment and 10% already had secured part-time roles.



Barriers survivors face in accessing employment

The barriers identified through this research can be categorised into three, overarching themes – **legal, practical and personal**. Most of the practical and personal barriers identified are relevant to all survivors, regardless of nationality. The legal barriers predominantly focus on the issues pertinent for non-UK nationals.

The barriers presented in this section are not listed in order of priority or order of importance, nor are they mutually exclusive. Whilst not having an immigration status that allows entry into employment is a major stumbling block, predominantly for non-UK national survivors, there are other barriers that also need to be addressed. For many, their time in the MSVCC could be used to develop vital skills and core competencies necessary to access employment, either in the UK or upon return home. For those who already have all the pre-requisite skills, being given permission to work whilst they await their NRM decision would ensure skills, confidence, financial independence and a sense of agency are encouraged and developed throughout survivors time in the NRM process.

The key barriers to survivors accessing employment can be summarised as:

- **Practical** – in relation to skills gaps, lack of training available, financial (including welfare benefits), language skills, stable accommodation, and availability of long term support.
- **Personal** – including levels of trauma, level of confidence, mental health status and substance issues.
- **Legal** – status in the UK, right to work, access to routes to remain in the UK or return home.

Practical barriers

Not having the right skills

The skills needed to enter employment are wide ranging. Developing them can be an on-going process and require longer-term support. One of the organisations interviewed reflected that survivors *'need to be afforded the opportunity to make mistakes, learn this is OK, to practice what they have learnt'*.¹³⁰ The need to practice and repeat new skills was also identified in another interview, particularly in relation to learning digital skills and English.¹³¹

Some programmes currently in existence used volunteers to provide extra support to survivors to build confidence with generic employment tasks, such as CV writing and undertaking job searches.¹³² Others supported survivors with more general life skills. For example, a survivor who had never had to plan their own time before (due to the control of their traffickers) was taught how to use a diary, to schedule appointments around work and attend work shifts on time.¹³³

“For example, a survivor who had never had to plan their own time before (due to the control of their traffickers) was taught how to use a diary, to schedule appointments around work and attend work shifts on time.”

Both Staffline and The Cooperative¹³⁴ referred to the willingness of businesses to employ survivors. With the expansion of Bright Future programme,¹³⁵ it is obvious that other businesses feel similarly. Both noted that survivors must have basic employment skills to ensure employers' requirements are met. Whilst exceptions can be made and survivors needs taken into consideration (travel times, shift patterns, work hours, child care etc.), it was felt once survivors were in the workplace, environments were hard to control and survivors needed to be able to cope and have access to support networks available.¹³⁶ Survivors want to work but are often not able to engage at the level required (language level and employment experience and skills were referred to¹³⁷) and lack experience in the UK labour market. Clarity on what employers can and should be offering survivors was of particular importance¹³⁸ and both companies wanted to ensure they do not set survivors or employers up to fail.

Financial barriers

On-going financial vulnerability is a risk factor for exploitation.¹³⁹ If a survivor is not able to access employment they are unable to be financially independent and are at risk of becoming re-victimised. This can lead to survivors choosing risky jobs to make ends meet.¹⁴⁰ It is important to listen to survivors, and to understand their desires and needs from an economic point of view. Most victims cannot afford to wait for income generating activities; they may be supporting family members and/or be in debt that they are under pressure to pay off.¹⁴¹

Practically not having the finance to pay for travel to and from work, child-care, uniforms and other items required for employment have been noted as barriers to accepting job roles. For instance, one organisation interviewed recalled the employment training period had caused financial issues for survivors as it resulted in the accrual of expenses in the first month of employment before the individual had been paid.

Employment can impact survivors' access to welfare benefits. When a survivor's income source moves from benefits to pay from their employer (or a combination of the two, depending on how much they earn), or if their employment arrangement changes (hours increase, decrease, job lost), the amount of welfare benefits they receive will be impacted and may take time to change and reinstate. This may result in a gap in income that puts survivors at risk.¹⁴²

Level of spoken English

A certain level of English is required for many job posts. Upon referral to the Local Authority Pathway pilots post NRM support 77% of survivors did not speak English.¹⁴³ Without a basic level of English survivors struggle to find and maintain employment.¹⁴⁴ Some visa routes into the UK also require evidence of an individual's level of English. However, there has been a reduction in the availability of funded English lessons available.¹⁴⁵

“Practically not having the finance to pay for travel to and from work, child-care, uniforms and other items required for employment have been noted as barriers to accepting job roles.”



Lack of on-going (non-employment based) support

‘People don’t always speak up, we have to help them navigate life’¹⁴⁶

The lack of longer-term support can impact survivors’ ability to access employment.¹⁴⁷ Without support, survivors can struggle to engage consistently in placements, skills training and employment.¹⁴⁸ Some will struggle to maintain employment because of mental health episodes that may be able to be navigated better if longer-term support was available.¹⁴⁹ One organisation mentioned that as survivors become more settled in their jobs they can experience more poor mental health episodes and require support to navigate and cope with this.

‘Once basic needs are being met, accommodation is in place, employment is providing a sustainable income people stabilise and start to reflect and process. [At this point] employers have to offer people the holding they need to process these wobbles’.¹⁵⁰

Others may struggle to engage with programmes due to lack of access to technology, appointments clashing and a lack of awareness of their rights and entitlements and not knowing what they can ask for.¹⁵¹

Employment tended to be more successful and maintained when survivors had been a) out of their exploitation for some time and b) continued to receive support outside of the employment arrangement.¹⁵²

One organisation mentioned that as survivors become more settled in their jobs they can experience more poor mental health episodes and require support to navigate and cope with this.

Insecure accommodation

Without stable and safe accommodation, it is hard for survivors to maintain employment, but without the right to work or temporary status in the UK access to sources of accommodation are limited.¹⁵³ One organisation described a breakdown in a survivors’ employment because his accommodation provider moved him to another area meaning he was no longer able to access public transport to travel to work. The NRM Pathways Pilot report stated that 67% of survivors referred into the pilot needed assistance to secure accommodation.¹⁵⁴

Limited employer flexibility

Each organisation providing direct employment or employment support that took part in this research referred to the need to adapt standard employment processes for survivors. Interviews were less formal, support workers were invited to attend if survivors wanted this, referrals were made by partner agencies on behalf of survivors (i.e. there was no formal advertising process for the roles), shift patterns were adjusted and made to be flexible, and the interplay between employer pay and welfare benefits had to be navigated.¹⁵⁵ The flexibility required could be hard to navigate at times, including with other employees.¹⁵⁶ The employers were also required to be flexible in relation to survivors’ child-care plans, appointments, college attendance, episodes of poor mental health that interrupted their ability to work or caused issues in the work environment, and episodes of work being missed due to drinking episodes.¹⁵⁷ Not all employers will be this flexible. Re-entering the workplace may not always be simple and may come with additional considerations and employer responsibilities.

Additional practical barriers

The following practical barriers were identified¹⁵⁸ as preventing survivors of entering work:

- Lack of childcare
- Lack of availability of work opportunities and current vacancies (Covid-19) in the right areas
- Lack of personal transport
- Delay to identity documents being supplied - showing the right to work (impacts on national insurance number, bank account set up)
- Language barriers
- Lack of access to appropriate clothing
- Qualifications not being accepted in the UK
- Lack of transport routes to work

Personal barriers

‘People have to want it, but some people are not ready to work’.¹⁵⁹

Research shows survivors of modern slavery experience a range of negative physical¹⁶⁰ and psychological¹⁶¹ impacts. Survivor’s risk of mental disorder is thought to be influenced by multiple factors, including pre-trafficking abuse; duration of exploitation; violence and restrictions on movement; having unmet needs; and lower levels of social support following trafficking.¹⁶²

The level of trauma experienced may have lasting impact on survivor’s ability and readiness to work and may dictate the level of support required in relation to employment. Poor mental health was reported as being a major factor in preventing survivors from securing and maintaining employment.¹⁶³

Sub-contractors reported in their survey responses that survivors often require further support before entering employment, especially those who pass through support services quickly and for those with complex ongoing mental health or learning needs. They also commented that it would be beneficial for employers to have a basic understanding of trauma and what may trigger traumatic episodes for survivors once in the workforce.

Additional personal barriers

Other personal barriers identified by research participants that need to be considered when offering survivors employment preparation and employment opportunities are:

- Survivors’ confidence levels
- Lack of motivation (some people do not wish to work or learn the language)
- Support and understanding in workplace around trauma and challenging behaviours
- Risk of re-exploitation
- Fears survivors face (examples given of travelling alone, darkness)
- Survivor’s lack of trust
- Learnt behavioural issues (used to survive exploitation)

Legal barriers

Not having status in the UK

Insecure status can impact and effect a survivors' ability to recover and leaves them in a state of limbo.¹⁶⁴ Following a conclusive grounds decision, pathways and routes to independence and freedom are not clear and there is no automatic grant of leave for those with a positive NRM decision. Without status survivors do not have the right to work. As seen, insecure status has knock-on effects on some of the practical and personal barriers survivors face, which in turn make preparing for employment and engaging in skills development harder.

Not having the right to work in the UK

All the programmes offering employment opportunities were only able to offer support to survivors who had the right to remain in the UK and the right to work. Concerns were raised in relation to Brexit and the number of survivors that will be eligible to work moving forwards.¹⁶⁵ The programmes offering employability skills and into work programmes, understandably focused their resources on those who have the right to work, prioritising those who can use their programmes and the skills learnt as a launch pad into employment. These programmes are established to directly prepare survivors for work and to support them to learn and develop the skills (employment specific and far wider) to do so. Without further clarity, employment support during the NRM may only be identified as a support need and provided to those who are eligible to work. It was also noted¹⁶⁶ the new immigration points-based system had the potential to create additional risk for survivors as there no unskilled migrant route to work in UK is available.

What survivors need in place to be 'work ready'

To access employment survivors need the right to work and access to longer-term support but they also need to be in stable accommodation, to be feeling confident and empowered and in a position to make their own decisions. It was felt by research participants that the longer someone had been able to access support (via the NRM), the more time could be spent on developing independent living skills, making a survivor more likely to be ready for work when they left support.

Regardless of the right to work or status in the UK, those working supporting survivors both within and post the NRM state the following should be in place in preparation for the time survivors can enter employment:

- Access to skills classes (personal development, employability skills, digital skills, life skills)
- Access to language classes where needed
- Support to gain understanding of health and safety, employment laws, rights and entitlements in the workplace
- Access to volunteering and paid work placements to have gained work experience¹⁶⁷

To enter and maintain employment it is proposed survivors will also require:¹⁶⁸

- stable mental health and access to support as and when needed
- support with job searching/CV writing/interviewing skills/the job application process,
- an open attitude to learning
- physical health that will allow them to undertake and maintain the job required,
- a bank account and national insurance number
- interpreters available in the workplace
- access to transport
- support and funding to complete conversion courses for existing qualifications received outside of UK
- a support/buddy mentor in workplace
- supportive recruitment pathways and a supportive employer
- assistance to source appropriate clothing and work wear

Re-entering the workplace may not always be simple and may come with additional considerations and employer responsibilities. Organisations offering direct employment to survivors interviewed for this research noted that they had added extra elements to their work environments to better support integration and survivor recovery. Programmes offered controlled environments, where the whole person and all of their needs were looked at and taken into consideration and, wherever possible, addressed (see Appendix 8 for questionnaire respondent answers in relation to what needs to change for survivors to access work)

‘We are a pipeline, a prep. station to get ready for ‘real work’. We can control the environment and the culture. We can make sure it is less triggering for people and create a conducive and caring environment.’¹⁶⁹

‘A different approach is needed, softer, a nicer entry into work, preparation for real life and independence.’¹⁷⁰

‘We work around the situations [people face], we are flexible and offer a softer employment environment.’¹⁷¹

One organisation reflected that this was easier for them to do as they were not profit driven and expressed that having survivors immediately enter mainstream employment may not always be possible or desirable from the survivor’s and employer’s point of view.¹⁷² It was clear from speaking with these organisations that community, trust and safe networks had been established via work placements and that survivors were accessing more than just work via these programmes.

‘We provide a stepping-stone to something else. The practical issues that get in the way of employment can be supported; trust can be built up’.

Discussion

‘People need pathways; there needs to be long-term, post-NRM support that includes things like housing. That includes access to education. That includes access to employment. There needs to be a tailoring off, so that people by the end of that process are empowered.’¹⁷³

Across the UK, a range of small, bespoke and dedicated organisations assist survivors to prepare for and access employment. These organisations identified the range of barriers survivors face as they engage with the process of preparing, securing and maintaining employment as part of their journeys of recovery and reintegration, and have taken steps to address them. Whilst these organisations should be commended, this piecemeal approach to support is unsustainable. The time has now come to have a more coordinated and standardised approach to skills development, education, and work preparation, and established routes through which survivors can access to employment as part of a package of reintegration. Whilst there is no one size fits all, it seems to be universally recognised that to secure survivors’ longer-term recovery and reintegration, access to employment and financial independence are crucial. The benefits of long-term support and access to employment are well-evidenced.

To date, the UK government have prioritised the provision of short-term support that meets the immediate needs of survivors. The UK government does not currently have a clearly defined strategy on how to reintegrate survivors of modern slavery effectively, either in the UK or in their home nations. The opportunities for survivors to reintegrate and navigate legal, safe and supported pathways into employment is at present severely limited.

In the UK, access to employment for identified survivors of modern slavery is dependent on immigration status. Some survivors, such as UK nationals, will be allowed to work whilst being supported in the NRM, but this cohort will be in the minority. Recent calls have been made by organisations in the anti-slavery sector to allow all survivors the right to work through granting a temporary form of leave following a positive reasonable grounds decision, albeit noting that there should be no expectation to work if a survivor is unable to or chooses not to during the recovery and reflection period.

If a survivor doesn’t have status in the UK, they will not be able to legally access employment. Brexit has removed the automatic right for EU and EEA nationals to remain in the UK and seek employment. Non-UK nationals must now apply via the pre-settled and settled status routes; however, it is currently unclear if these routes will be accessible and usable for survivors.

An individuals’ immigration status during the NRM should not prevent their access to skills development, training and work experience during this support period. This support and opportunities would provide valuable preparation for the time when they are able to seek employment (either in the UK or elsewhere).

“The UK government does not currently have a clearly defined strategy on how to reintegrate survivors of modern slavery effectively, either in the UK or in their home nations.”

Discretionary Leave (DL), whilst allowing for a temporary form of leave for survivors of modern slavery, is granted infrequently and affords no pathway to indefinite leave to remain. The impact of DL expirations must be considered. Renewals are possible, but continuously reapplying and being offered short-term temporary leave does not provide stability or the possibility of long-term employment and reintegration for survivors.

Whilst employment-related support is stated as an element of support in the NRM¹⁷⁴ it is unclear the extent to which this support is implemented or measured across the sub-contractors, as no data is currently captured. Employment support whilst in the NRM is thought to be ad hoc, and that support for employment is usually considered at the point of exit from support services on a case-by-case basis. It is assumed that survivors with no right to work in the NRM will receive little or no access or preparation to enter work as it will not be identified as a support need. This would indicate that the period in which survivors are being supported in the NRM is not being used effectively to assist survivors to prepare and develop the skills needed to enter employment in the future. This needs to change if we are to meet the UK's objectives, as set out in the Home Office Modern Slavery Strategy, to assist survivors to reintegrate effectively. Data collection on the provision of employment-related support for survivors during the NRM should be made a priority.

We are unsighted on survivors' skills, talents, qualifications, work histories, experiences and therefore how ready (or not) they are for work. This data is not currently collated as part of the NRM process. We need to better understand individual skill sets so that we can work with survivors to design appropriate employment pathways for them. If we start to collate this information it will provide a data set from which to articulate, identify and evidence the gaps, needs and potential solutions. The ability to clearly articulate survivors' skills, ambitions and talents and the net contribution they may be able to make to the UK workforce and economy if allowed to work will begin to form the basis of a political ask. Without this understanding of survivors' history and ambitions, it will not be possible to secure durable solutions for survivors, including stable and fulfilling employment.

It must be recognised that not all survivors will be in the NRM and those that are will be at different stages of work readiness – some will be ready to work, have experiences of work, some will not be able to work, and some will need support and skills development in order to consider employment. Clear pathways to employment and programmes of employment-related support need to be in place, for survivors to engage with as and when they are ready and able. Whilst such programmes could be trialled within the NRM, a wider reintegration approach will be needed to ensure all survivors (including those who choose not to enter the NRM) are afforded access to such resources. Survivors must be fully consulted and involved in the development of these programmes. Shifting the focus from right to work to preparation for work would effectively equip all survivors, regardless of nationality to develop the skills and experience required to equip them to re-enter the workplace a) when they are ready b) as they receive status c) if they don't remain in the UK.

“We need to better understand individual skill sets so that we can work with survivors to design appropriate employment pathways for them. If we start to collate this information it will provide a data set from which to articulate, identify and evidence the gaps, needs and potential solutions.”

Consideration must be given to allowing survivors to access paid short-term work placements whilst they are in the NRM. NRM decisions are taking a long time to reach; the delays negatively impact survivors who are left in limbo waiting for a conclusive grounds decision. This research suggests that survivors' mental and physical health (and therefore their recovery) would benefit from being able to work during the period in which they are awaiting their conclusive grounds decision. During the NRM survivors are not subject to immigration removal and therefore temporary grants to work could be given.

Business want to be involved in the process of supporting survivors back into work, as seen in the commitment shown to the Bright Future programme and by Staffline (and others) offering tailored employment opportunities to survivors. To do so, businesses need support to understand the needs of survivors and set expectations internally and be provided with employees who are ready to work. A shared understanding of what employers require from survivors and what support and training survivors are receiving would be beneficial to all parties.

This research supports the call for a longer period of support following a conclusive grounds decision. A grant of temporary leave to remain should come with the right to work, albeit with the important caveat that this does not mean all survivors will be able to enter employment or will want to. This caveat is crucial in the positioning of such arguments, to prevent survivors from being unduly penalised or poorly perceived should they fail to take up work, as was noted in the recently published report 'Access to work for survivors of slavery'.¹⁷⁵ Every survivor must be treated as an individual and their access to support and welfare benefits should not be based on their employability, employment or on their potential contribution to the UK economy.

The recommendations made below propose interim solutions to fill data and evidence gaps to inform further conversations regarding the development of effective employment programmes and pathways for survivors, as part of a wider strategy on survivor reintegration.

“Business want to be involved in the process of supporting survivors back into work, as seen in the commitment shown to the Bright Future programme and by Staffline (and others) offering tailored employment opportunities to survivors.”



Recommendations

Recommendation #1

Through the Modern Slavery Victim Care Contract, the UK government should develop an evidence base to better understand the skills, qualifications, work interests, and work histories of survivors in the NRM.

Many survivors will have acquired work skills, undertaken training and gained work experience in their home country and/or during their experience of exploitation. Their experience and qualifications may not be recognised or formally certified in the UK. We currently do not ask survivors what skills and experience they have and without this knowledge we reduce their prospects for finding employment and better working conditions that correspond with their skills.¹⁷⁶

Developing an evidence base ensures any curriculum developed is evidence-led and needs-based and will provide the foundation to develop a standardised curriculum (available to all survivors, regardless of status) to prepare for work and pathways to enter employment (where status allows).

A pilot could be trialled to collect such data. Pre-existing data capture mechanisms in the MSVCC could be used. Alternatively, an independent system, such as the one used by Talent Beyond Boundaries and Refuge Talents, could be created and utilised specifically for this piece of work.

Recommendation #2

In collaboration with survivors and the wider UK anti-slavery sector, a standardised suite of modules should be developed to form an accredited work preparation curriculum. The curriculum would facilitate the development of life skills and employability skills, and be available to every survivor in the NRM.

Survivors should be offered the opportunity to develop and hone their skills, gain qualifications, engage in paid work placements, and progress into full-time mainstream employment as and when they are ready and able. Survivors may be ready to access employment during their time in the NRM. Building on the recommendations given in the recent 'Access to Work' report,¹⁷⁷ consideration should be given to how this is facilitated, regardless of the individual's nationality and immigration status.

An accredited curriculum would not only benefit survivors but would also provide employers with reassurances about the skill levels and abilities of those who complete the curriculum.

In developing this curriculum, consideration needs to be given to the barriers of entering employment identified in this report. Existing programmes already successfully supporting survivors to prepare for work also need to be consulted. Programmes to learn from include, but are not limited to, the Salvation Army Employability Plus programme¹⁷⁸, Business in the

Community's into work programmes and self-assessment tools, findings from the IOM pilot curriculum (when published), Bright Future programme, Jericho Foundation employability programme and approach, the work of the Sophie Hayes Foundation employability programme, and the ILO Reintegration Guidelines (see Appendix 9).

The work preparation curriculum should be accessible to every survivor regardless of their status in the UK or whether they choose to take up work in the UK.

Recommendation #3

In conjunction with survivors and the wider anti-slavery sector, the UK government should draft an overarching reintegration strategy for survivors of modern slavery. The strategy should provide reintegration pathways and durable solutions for survivors who remain in the UK as well as those who return to their home country.

The successful reintegration of survivors can be a difficult, lengthy and complex process, and will be different for each survivor; taking into consideration the individual's needs as well as the environment, community and culture in which they are situated.

There are several international protocols and conventions that refer in general terms to the reintegration of victims of forced labour through skills development.¹⁷⁹ The sections in from the ILO Reintegration Guidelines (see Appendix 9) offer a detailed checklist that can be used to assist the design of a national reintegration strategy.

Any reintegration strategy should consider the journey from identification to re-integration holistically, as one entire end-to-end process, rather than take a piecemeal approach.

Recommendation #4

The UK anti-slavery sector should undertake further research to address urgent data and evidence gaps on a number of issues related to the right to work.

These include:

- a greater understanding of the rationale for why grants of discretionary leave are granted and refused for survivors with a positive conclusive grounds NRM decision
- the impact that granting survivors a temporary work status during the NRM would have on them as an individual and on the economy
- the impact of Brexit on the ability of EU/EEA nationals to access employment, specifically in relation to their ability to access pre-settled and settled status (especially if they were in exploitation and, as a result, where unable to apply ahead of the application deadline)
- an understanding of the additional legal routes available to survivors of modern slavery to allow them to remain in the UK for the purposes of employment under the new points-based immigration system and the recently announced 'New Plan for Immigration'¹⁸⁰

Appendices

Appendix 1: Survey questions (sent to MSVCC sub-contractors)

1. Please enter the name of the organisation you work for.
2. Please name the programmes you aware of that enable those you support to enter the workplace.
3. How many survivors, supported by your organisation, have accessed these programmes?
4. Please give examples of the sectors people have found work in.
5. Are these programmes designed specifically for victims of modern slavery, or are they more general 'Into work' schemes/pathways that any person seeking work could access?
6. In your opinion, what support do survivors need to have in place to successfully enter the workforce?
7. What are the barriers for those you support being able to access work?
8. In your opinion, what should we be considering and recommending in relation to survivors of slavery being able to enter the workforce within a UK setting?
9. From your experience and in your opinion can you comment on the percentage of survivors you believe:
 - Would be able to enter a workplace and require no work placement related support.
 - Would be able enter a workplace but would require work placement support to maintain a job.
 - Would not be work ready and would require specific employment related support to prepare for the workplace.
 - Would not be work ready and would struggle to re-enter a workplace even with support.
10. Please use this space to tell us anything else you think is important in facilitating survivors of slavery and trafficking to re-enter the workplace.
11. If you are happy to be contacted further about this research, please enter your email here.

Appendix 2: Organisational overview

Organisation overview

Organisation	Overview
Bright Futures (City Hearts) and Co-Op https://cityhearts.global/bright-future	<p>Bright Future Employment programme supports survivors to complete a work placement and offers employment at the end of this.</p> <p>Supported 66 survivors to complete work placements to date, 47 of these survivors were offered permanent employment with the business partner (since 2017).</p> <ul style="list-style-type: none"> ■ Support offered to survivors by sub-contractors/survivors primary support agency (expected throughout the placement) ■ Non-competitive job interviews ■ Must have right to work in UK
IOM (STAR Project)	<p>STAR – Skills, Training and Reintegration.</p> <p>Skills based employability for survivors – provision of a route to employment.</p> <p>IOM are running a pilot project (2020/2021) to support work placements via skills training. Prior to lockdown, had arrangement with a business to offer jobs post training completed, however this changed due to Covid-19 – programme now being run online.</p> <ul style="list-style-type: none"> ■ Three groups will access a three month programme over 2021 ■ Designated and designed course curriculum ■ Covering childcare costs and transport costs (working with sub-contractors to refer into the programme) ■ Covers digital skills, life support and employment support and 1:1 support from IOM team member (CV writing, job searching, interview skills) ■ All need right to work and a positive CG decision to access programme
Manumit https://www.manumitcoffee.co.uk/	<p>Manumit Coffee Roasters offers dignity and hope to survivors of modern slavery through training and employment.</p> <ul style="list-style-type: none"> ■ Supported 11 survivors who have worked at the roastery to date ■ 11 different nationalities ■ All had right to work and the main referral route via BAWSO (a sub-contractor in the MSVCC)

Organisation	Overview
Staffline Recruitment agency www.staffline.co.uk	<p>Became aware of the issue of labour providers being a target industry for exploitative practices and exploitation of workers.</p> <ul style="list-style-type: none"> ■ Keen to support survivors into work and place survivors in the right role with the right agency. ■ All survivor participants have to have the right to work. ■ Work on a case by case basis to help accommodate survivors and business needs. ■ Access to labour market and roles that need filling, survivors have been placed into the workforce and Staffline keen to develop a standardised approach that will work for survivors.
Sophie Hayes www.sophiehayesfoundation.org/	<p>Focus on securing independence via employability for women survivors of trafficking.</p> <ul style="list-style-type: none"> ■ 44 work placements for survivors of slavery to date ■ Provision of employability workshops with over 450 attendances (over 200 hours of support delivered) ■ Provision of employability workshops covering: <ul style="list-style-type: none"> ■ CV writing ■ Educational/vocational qualifications ■ Employment ■ Entry to college or University ■ IT skills ■ Self-reliance and self-confidence ■ Social skills ■ Mentoring for new business ■ Work and voluntary experience
Business in the Community (BITC) www.bitc.org.uk/	<p>BITC run a variety of into-work training and access to work programmes that provide opportunities for training, placements and employment that employers (who are part of their membership) work with them to offer for specific cohorts.</p> <p>BITC have previously worked with the charity Unseen to provide taster sessions for survivors.</p> <p>BITC have recently undertaken a project with John Lewis Partnership to support survivors of slavery into work placements.</p>
Just Ice www.just-ice.org	<p>Social enterprise running an Ice cream business to offer employment survivors of modern slavery (Midlands area).</p> <p>To date employed 4 survivors (since 2019).</p>
Adavu www.adavu.org.uk	<p>Offers Post-NRM practical and emotional support and long-term support to adult survivors of modern slavery making the transition into a life in the local community.</p>

Organisation	Overview
Jericho Foundation - Equiano Project www.jericho.org.uk/social-projects-info/equiano-plus	<p>An employment-focused recovery project based in Birmingham.</p> <p>Help survivors (and other vulnerable groups) achieve an understanding of what 'good' work looks like and move towards economic independence.</p> <p>Support paid and volunteer work opportunities across a range of social enterprises the Foundation runs including opportunities in catering, construction, cleaning, wood recycling, retail, administration.</p> <p>Provides:</p> <ul style="list-style-type: none"> ■ Skills sessions ■ ESOL classes ■ Life Skills ■ Taster sessions ■ Volunteer opportunities ■ Employment ■ Advocacy ■ Social sessions <p>Provides access to wrap-around and holistic support to help survivors settle and integrate in the community and offer advocacy on a range of issues that can affect a survivor such as welfare benefits, housing issues, criminal convictions and compensation, fraud and unwitting debt, obtaining ID.</p> <p>Aim to support up to 30 survivors a year.</p>
Refugee Talent refugeetalent.com	<p>Started in Australia Refugee Talent provides an employment platform where companies can hire diverse talent. Aimed to solve the problem of refugees struggling to get jobs that match their experience in their new country.</p>
Talent Beyond Boundaries talentbeyondboundaries.org	<p>Between 2016 and 2019, Talent Beyond Boundaries (TBB) conducted a series of pilot activities to test whether and under what conditions an employer-driven model of labour mobility can provide an additional and viable durable solution for refugees and other forcibly displaced people.</p> <p>TBB developed a robust recruitment and mobility model to facilitate international employment and mobility pathways for skilled refugees and their families. This model has delivered durable solutions, with refugee candidates in Jordan and Lebanon securing international job opportunities and relocating to build new lives in Australia, Canada and the UK during the pilot phase.</p>

Appendix 3: The ‘right to work’ in UK modern slavery legislation and policy

European Convention on Action Against Trafficking and the ‘Right to Work’

The European Convention on Action Against Trafficking¹⁸¹ (hereafter referred to as the Convention) was ratified by the UK in December 2008 and forms the legal basis for the support identified victims of modern slavery are entitled to. Pertinent to this research are Articles 12 and 14.

European Convention Articles relevant to survivor assistance

- Article 12 (1) Assistance to Victims:** ensures victims are assisted in their physical, psychological and social recovery.
- Article 12 (4) Assistance to Victims:** ensures that individuals are authorised to have access to the labour market, to vocational training and education (if they are lawfully resident).
- Article 14 (1): Residents Permit:** ensures there is a legal route to gain a residence permit if; a) an individual’s stay in the country is needed for personal circumstances b) an individual’s stay is necessary for the purpose of their co-operation with law enforcement enquiries.
- It is generally accepted that the Convention does not provide a blanket right to work¹⁸² and that it is for States to adopt domestic rules of access for victims. In England and Wales, Article 12 of the Convention is delivered via policy, namely via the NRM¹⁸³ and the MSVCC¹⁸⁴, as well as through secondary legislation, namely Statutory Guidance (under Section 49 of the Modern Slavery Act).¹⁸⁵

Section 49 Modern Slavery Act (2015)

Guidance about identifying and supporting victims:

- (1) The Secretary of State must issue guidance to such public authorities and other persons as the Secretary of State considers appropriate about—
- (a) the sorts of things which indicate that a person may be a victim of slavery or human trafficking
 - (b) arrangements for providing assistance and support to persons who there are reasonable grounds to believe may be victims of slavery or human trafficking
 - (c) arrangements for determining whether there are reasonable grounds to believe that a person may be a victim of slavery or human trafficking

Section 50 Modern Slavery Act (2015)

Regulations about identifying and supporting victims

- (1) The Secretary of State may make regulations providing for assistance and support to be provided to persons—
- (a) who there are reasonable grounds to believe may be victims of slavery or human trafficking
 - (b) who are victims of slavery or human trafficking

MSA Section 49 Statutory Guidance

Expectations on support provided to access the labour market, vocational training and education.¹⁸⁶

- Adult victims are able to access the labour market, education and vocational training providing they have an immigration status that allows them to do so.
- If there is any reason why a support worker believes that the victim working would be inappropriate, it should be clearly explained to the victim in a language they understand. However, adult victims with the right to work are eligible to work while in the NRM. Victims with the right to work should be allowed to seek employment.
- Victims may pursue any training or education that is lawfully available to them.
- Where appropriate, support providers should provide signposting to information regarding education, training, or accessing the labour market providing the victim has the right to work. Local Anti-Slavery partnerships will have up to date information and advice on pathways in to work.

Appendix 4: Overview of the right to work for those individuals seeking asylum

Up until 2002:	Asylum seekers can apply for permission to work if waiting for an asylum decision for over six months.
2002:	The above six-month policy is withdrawn.
2005:	New policy introduced allowing asylum seekers to apply for permission to work if still awaiting decision after 12 months from initial claim.
2010:	As above, but extended to those who made extra submissions on claim, albeit the right to work is restricted to government ‘shortage occupations’ list.
2016:	Immigration Act amendments proposed to grant asylum seekers the right to work after 6 months of waiting i.e. a return to how it was in 2002. Amendment not passed.
Mid-2018:	14,528 asylum-seekers waiting over six months for decision (8% increase on 2017).
By early 2020:	31,516 waiting over six months (61% of all those waiting).

Information sourced from Lift the Ban campaign documentation (2018 and 2020)

Appendix 5: Overview of Trafficking in Persons (TIP) recommendations 2017 -2020

TIP recommendations in relation to support services and alternatives for non-UK national survivors of modern slavery¹⁸⁷

2017	<p>Although the government meets the minimum standards, the victim identification and referral system, did not consistently assist all those requiring help, and the quality of care varied between jurisdictions in the UK. The government did not always ensure victim care following a 45-day reflection period, after which authorities in many cases deported foreign victims who were not assisting in an investigation and prosecution.</p> <p>Recommend:</p> <ul style="list-style-type: none">■ Increased funding for, and access to, specialised services for trafficking victims across all UK jurisdictions, regardless of their immigration status.■ Provision of a trafficking-specific long-term alternative to deportation or repatriation for foreign victims.■ Consideration to extend the reflection and recovery period beyond 45 days for all service providers.
2018	<p>Some victims remained cautious about entering the national referral system due to uncertainties in the system of the availability of extended care and fear of eventual deportation.</p> <p>Recommend:</p> <ul style="list-style-type: none">■ Provision of specialised services for all types of trafficking victims across UK jurisdictions regardless of immigration status.
2019	<p>Long-term care and reintegration support for victims remained inadequate.</p> <p>Recommend:</p> <ul style="list-style-type: none">■ Provision of a trafficking-specific long-term alternative for foreign victims at risk if returned to their home country.■ Extension of the period of victim support across all UK jurisdictions and expand long-term care and reintegration support.■ Provision of a trafficking-specific long-term alternative for foreign victims at risk if returned to their home country.
2020	<p>Long-term care and reintegration support for victims remained inadequate.</p> <p>Recommend:</p> <ul style="list-style-type: none">■ Extension of the period of victim support across all UK jurisdictions and expand long-term care and reintegration support.■ Provision of a trafficking-specific long-term alternative for foreign victims at risk if returned to their home country.

NB: The United States of America offers survivors of slavery access to a T-Visa – a temporary immigration benefit that allows confirmed victims to remain in the USA for up to four years if they are supporting law enforcement.¹⁸⁸

Appendix 6: Progress of Lord McColl’s Victim Support Bill

2017	The Modern Slavery (Victim Support) Bill first introduced by Lord McColl. It passed through the House of Lords but ran out of time in the Commons.
30 October 2019	Introduced as a private members bill the Modern Slavery (Victim Support) Bill [HL] had its first reading in the House of Lords but did not get a second reading due to short parliamentary timeframes in this session. ¹⁸⁹
13 January 2020	Modern Slavery (Victim Support) Bill [HL] has its first reading in the house of Lords. ¹⁹⁰
6 October 2020	<p>Immigration and Social Security Co-ordination (EU Withdrawal) Bill¹⁹¹</p> <p>Lord McColl of Dulwich moved amendment 27, after clause 4, to insert the new clause <i>Grant of leave to remain for confirmed victims of modern slavery who are EEA nationals</i>.</p> <p>The Lords voted in favour of an amendment brought by Lord McColl to grant confirmed victims of modern slavery from EU countries 12 months leave to remain in the UK if they met certain criteria.</p> <p><i>(Although the government opposed the amendment it was passed by the House of Lords but was later rejected by the House of Commons).</i></p>
21 October 2020	Immigration and Social Security Coordination Bill Debate: Lord McColl decides not to move an amendment to reinstate Clause 12 as government agree to meet to discuss Victim Support Bill. ¹⁹²
11 January 2021	Media article outlining government’s lack of support for the Bill and does not support it, in its current form. The government does not agree that victims should automatically be granted leave to remain for 12 months. ¹⁹³

Appendix 7: Reintegration in Home Office Modern Slavery Annual Reports 2017–2020¹⁹⁴

2017	■ Reintegration is not referred to or referenced in the annual report
2018	<ul style="list-style-type: none">■ ‘The UK government continued to provide specialist support and advocacy services for victims of modern slavery and human trafficking, to assist them in rebuilding their lives and reintegrating into local communities’ (p 6)■ Reference to reintegration programmes being funded by the UK government in Nigeria (p 50)■ Reference to Bright Futures programme and pathways to employment that have been established between business and NGO sector (p 34)■ ‘Across the UK, victims of modern slavery and human trafficking are provided with specialist support and advocacy to assist them in rebuilding their lives and reintegrating into local communities following exploitation’ (p 39)
2019	<ul style="list-style-type: none">■ Reference to NRM reforms ‘which will make a tangible difference to the experience of modern slavery victims, supporting their recovery and increasing their resilience to future exploitation’ (p 30)■ Reference to reintegration programmes being funded by the UK government in Nigeria (p 41)■ Reference made to HSBC and the offering of bank accounts to survivors as part of a reintegration package (p 27)
2020	<ul style="list-style-type: none">■ Referenced increased focus on returns and reintegration ‘better support victims to return safely to their countries of origin and to reintegrate into society’ (p 37)■ Reference to the new MSVCC and that the ‘contract will also enhance the services available after receiving a positive Conclusive Grounds decision, recognising that victims may still have a need to access occasional or ongoing assistance’ (p 21)■ Reference to £10 million invested in Nigeria, Albania, and Vietnam (since 2017). Investment in programmes providing services for survivors and ensuring ‘their safe rehabilitation and reintegration into society’ (p 37)■ Research being conducted via the Modern Slavery Innovation Fund looking at stigma as barrier to reintegration.

Appendix 8: Survey answers – what needs to change for survivors and access to work

The following suggestions were made by survey respondents and interview participants in relation to things would like to see happen to enable survivors' reintegration and access to employment:

- Speeding Home Office processes that prolong delays on right to work, to reduce the state of limbo survivors find themselves in.
- Provision of additional support to understand UK laws on employment (in multiple languages).
- Ensuring accessible workshops/courses on entering employment are available.
- Varied work placements in a variety of locations made available.
- Provision of guidance and programmes on how to promote work readiness for survivors.
- Programmes to build survivor self-esteem.
- Establishing partners in the recruitment sector to enable supportive pathways into work.
- Creation of an unskilled migrant route to work in the UK.
- Removal of the need to have ID for employment when positively identified as a survivor
- Provision of specific support in the workplace; suggestions included: interpreters available; increased breaks (to assist mental health), effective communication (in a language understood), support and help in role, funding for work-related items (travel, clothes, equipment).
- Early interventions accessible to survivors to promote general and employability skills.
- Increased support and preparation for survivors in relation to employment and being work ready.
- Longer term support to facilitate progression into mainstream employment.
- Better support on exit from the NRM.
- Clear pathways and routes into employment.
- Acceptance that people can't be 'fixed' in a set time period of time.
- Provision of opportunities relating to employment for survivors (during and post NRM).
- Implementation of a graded benefits system that allows survivors to increase work when they have the stamina to do so, rather than being expected to maintain a full-time job immediately.
- Pipeline of options in relation to work, available to join when ready and able to.
- Allowing survivors to access education/training and employment whilst in the NRM to.

Appendix 9: International Labour Organization Reintegration Guidelines¹⁹⁵

Global guidelines on the economic reintegration of victims of forced labour through lifelong learning and skills development approaches proposes countries should:

- provide tools to better understand target groups
- allow assessment of the local economic and social environment within which the training for decent work will happen, such as identifying service providers and their training needs; identifying employment and entrepreneurial opportunities for victims once trained; and generating awareness amongst employers and entrepreneurs of their roles
- help assess the personal needs of survivors
- help establish the vocational and career guidance and counselling of survivors
- raise the issue of recognition of prior learning and skills
- provide guidance on the design and delivery of training for vocational skills, as well as for foundational skills (literacy and numeracy), core skills for employability (sometimes also called life skills), including entrepreneurship, and workers' rights through existing programmes or specially targeted schemes
- cover the provision of post-training support services for victims, linking training to placements, self-employment, wage employment, mentoring, psycho-social support and referral to other appropriate services
- suggest instruments for monitoring and evaluating the success of skills training interventions for reintegration

ILO Reintegration Guidelines Core Skills required for survivors

The most important core skills for employability include:

- cognitive skills, such as critical thinking, problem solving, how to negotiate, and decision making
- coping skills, such as effective communication, interpersonal skills, conflict resolution
- health and well-being, including reproductive health, nutrition
- physical skills, such as hand-eye coordination; overcoming anxiety or avoiding things that trigger memory of traumatic experience (noise levels, etc.)
- interpersonal and refusal skills, such as learning to say no, self-protection and avoiding abuse and exploitation, raising a family, positive relationship models, etc.
- life skills include independent home management, parenting, and self-care – health, hygiene, cooking, etc.
- personal skills, such as self-awareness, empathy, coping with emotions, stress management, time management, communication and creative thinking
- financial skills such as money management and budgeting

Notes

- ¹ The Modern slavery victim care contract (MSVCC) is the mechanism by which potential victims of slavery are offered support. Further information about the support offered is available at: <https://www.salvationarmy.org.uk/modern-slavery/new-victim-care-contract>.
- ² Jisc Online Surveys - <https://www.onlinesurveys.ac.uk/>.
- ³ MSVCC sub-Contractors who received invite to participate in research: Ashiana, Bawso, BCHA, Black Country Women's Aid, City Hearts, Hestia, Medaille Trust, Migrant Help, Saint John of God Hospitaller Services, Snowdrop Project, Palm Cove Society and Unseen UK.
- ⁴ Outreach services are support services that are provided in the community for those survivors not accommodated under the MSVCC.
- ⁵ 'Reach-In' is a new element of the MSVCC designed to assist transition to independence by supporting emerging or reactive support needs once an individual has exited the contracts main support. Further information is available at: <https://www.salvationarmy.org.uk/modern-slavery/new-victim-care-contract>.
- ⁶ Coop (n.d) Offering employment to survivors of modern slavery. Retrieved March 20, 2021 from <https://www.co-operative.coop/ethics/bright-future>.
- ⁷ Quote from informal interview.
- ⁸ Dodu, N. (2005). Is employment good for well-being? A literature review. *Journal of Occupational Psychology, Employment and Disability*, 7, 17-33.
- ⁹ Curnock, E., Leyland, A.H., & Popham, F. (2016). The impact on health of employment and welfare transitions for those receiving out-of-work disability benefits in the UK. *Social Science & Medicine*, 162, 1-10.
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- ¹¹ Klumb, P.L., & Lampert T. (2004). Women, work, and well-being 1950-2000: a review and methodological critique. *Social Science & Medicine*, 58, 1007-1024.
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⁵¹ Asylum seekers during the asylum process can only apply for permission to work if they have waited over 12 months for an initial decision on their asylum claim or for a response to a further submission for asylum, and they are not considered responsible for the delay in decision-making. The Home Office is unable to provide data on the number of asylum seekers granted permission to work. Permission to work only allows asylum seekers to take up jobs on the UK's shortage occupation list. Those jobs are at 'graduate level' or above. Further information is available at: <https://commonslibrary.parliament.uk/research-briefings/sn01908/>.

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⁵³ There is a deadline for applications and it is not clear what 'exceptional circumstances' refer to in relation to late applications (i.e. if someone was in a situation of exploitation and therefore missed the deadline).

⁵⁴ EU Treaty Rights is a term used to describe the rights of EU citizens and their family members to exercise free movement within the territory of the Member States of the EU. The area is regulated by Directive 2004/38/EC. Generally, the right of free movement of the EU citizen flows from the EU citizen's engagement in economic activity in the host Member State. Such activities include employment, self-employment, study and residence on the basis of financial self-sufficiency. Further information is available at: <https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:32004L0038>.

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⁵⁹ Home Office. (2020). *Discretionary Leave*. Available at: Discretionary leave for victims of modern slavery casework guidance.

⁶⁰ Ibid, p 6.

⁶¹ Ibid, p 3.

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⁶³ UK Government. (n.d). *Domestic Workers in a Private Household visa*. Available at: <https://www.gov.uk/domestic-workers-in-a-private-household-visa>.

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⁶⁵ Numbers calculated using the NRM Data tables - Table 5: Number of individuals referred to the NRM that were potentially exploited as adults, by nationality. Data tables available to access via Modern Slavery: National Referral Mechanism and Duty to Notify Statistics UK, End of Year Summary, 2020. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/970995/modern-slavery-national-referral-mechanism-statistics-end-year-summary-2020-hosb0821.pdf.

⁶⁶ Prior to Brexit/the UK leaving Europe, only non-EU/EEA nationals would be automatically considered for DL as EU nationals would have been able to exercise their treaty rights and remain and work in the UK as a European citizen.

⁶⁷ Freedom of Information Request submitted by the organisation, ECPAT - <https://www.ecpat.org.uk/news/government-failing-child-victims-of-trafficking-exclusive-data-reveals> (2020).

⁶⁸ Due to the length of time these decisions are taking the 1,949 decisions made in 2019 may not relate to individuals who were referred into the NRM in 2019.

⁶⁹ Those who received DL came from Ghana, India, Poland, Nigeria, Albania, Vietnam, Slovakia, Romania, China and Pakistan.

⁷⁰ Home Office (2020). *Discretionary Leave*. Available at: Discretionary leave for victims of modern slavery casework guidance, p 11 and 12.

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⁷² Decisions made during the NRM process by the single competent authority (SCA) are recorded in 'consideration minutes' This record is sent to a survivor as part of the information they received relating to the outcome of their NRM decision. The record includes a case summary, findings on what has taken place, how the definition of trafficking/slavery, servitude, forced or compulsory labour has or has not been met and an outcome decision. Any negative NRM conclusive decisions are reviewed by a multi-agency assurance panel (MAAP) and confirmation that a negative decision has been checked and signed off by a second pair of eyes and any record of the MAAP decision must also be included in the consideration minute.

⁷³ 'Access to Work for Survivors of Slavery' document shared by the Commissioner for purpose of this research (Prepared by Working Group core members of this group are from City Hearts, Anti-Slavery International, Kalayaan, ATLEU, FLEX, Coop and The Sophie Hayes Foundation).

⁷⁴ Independent Anti-Slavery Commissioner. (2019). *Annual Report*. https://www.antislaverycommissioner.co.uk/media/1461/ccs207_ccs0520602790-001_iasc_annual-report-2019-2020_e-laying.pdf.

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⁷⁶ Ibid, p 10.

⁷⁷ This is a combination of those waiting from 2020 and those who were waiting for a conclusive decision from previous years.

⁷⁸ Anti-Slavery International. (2021). *Access to Work for survivors of slavery to enable independence and sustainable freedom*. Available at: https://www.antislavery.org/wp-content/uploads/2021/03/Coalition_AccessToWork_report_v3.pdf.

⁷⁹ Ibid, p 9.

⁸⁰ Lift the Ban. (2020). *Why giving asylum seekers the right to work is common sense*. Available at: Lift The Ban - Common Sense (refugee-action.org.uk), p 6.

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⁸³ GRETA. (2016). *Recommendation CP (2016)12 on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by the United Kingdom*. Available at: <https://rm.coe.int/16806abdc>.

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⁸⁷ United States of America State Department. (2020). *Trafficking in Persons Report*. Available at: <https://www.state.gov/trafficking-in-persons-report/>.

⁸⁸ Department for Work and Pensions. (2017). *Select Committee: Work and Pensions Committee report and inquiry: Victims of Modern Slavery*. Available at: Victims of modern slavery - Work and Pensions Committee - House of Commons (parliament.uk).

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⁹⁰ Newton, S. (2017). *Victims of Modern Slavery Enquiry*. Available at: Letter from Sarah Newton MP to Chair re modern slavery session 17-2-2017 (parliament.uk).

⁹¹ Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSCE). (2013). *Trafficking in Human Beings Amounting to Torture and other Forms of Ill-treatment*. OSCE: Vienna and Roberts, K. (2018). *The Slavery and Trafficking Survivor Care Standards. Third Edition*. Human Trafficking Foundation: London.

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⁹³ HM Government. (2020). *Modern Slavery (Victim Support) Bill [HL]*. Available at: <https://publications.parliament.uk/pa/bills/lbill/58-01/021/5801021.pdf> and Centre for Social Justice. (2020). *It Still Happens Here: Fighting UK Slavery in the 2020s*. Available at: <https://www.justiceandcare.org/wp-content/uploads/2020/07/Justice-and-Care-Centre-for-Social-Justice-It-Still-Happens-Here.pdf>.

⁹⁴ DS v SSHD. (2019). *EV/HC 3046 (Admin)*. Available at: <https://dpglaw.co.uk/wp-content/uploads/2019/11/2584836-JUDGMENT-1.pdf>.

⁹⁵ NN & LP v SSHD. (2019). *EWHC 1003 (Admin)*. Available at: <https://www.matrixlaw.co.uk/wp-content/uploads/2019/04/NN-and-LP-v-SSHD-2019-EWHC-1003.pdf>.

⁹⁶ EOG v SSHD. (2020). *EWHC 3310. (Admin)*. Available at: <https://www.bailii.org/ew/cases/EWHC/Admin/2020/3310.html>.

⁹⁷ Anti-Slavery International. (2021). *Access to Work for survivors of slavery to enable independence and sustainable freedom*. Available at: https://www.antislavery.org/wp-content/uploads/2021/03/Coalition_AccessToWork_report_v3.pdf.

⁹⁸ House of Lords. (2020). *Immigration and Social Security Co-ordination (EU Withdrawal) Bill (6th October 2020)* Available at: <https://votes.parliament.uk/Votes/Lords/Division/2334>.

⁹⁹ Nicholson, A., Schwartz, K., Landman, T., & Griffith, A. (2019). *The Modern Slavery (Victim Support) Bill – A Cost Benefit Analysis*. University of Nottingham Rights Lab: Nottingham. Available at: The Modern Slavery (Victim Support) Bill: a cost-benefit analysis (worktribe.com).

¹⁰⁰ Decent Work refers to the ILO Decent Work agenda. The International Labour Organization (2015) summarise 'decent work' to mean taking account of the aspirations of people in their working lives. It means that opportunities for work are productive and deliver a fair income, security in the workplace and social protection for the individual and their family. It means better prospects for personal development and social integration, including freedom for people to express their concerns, organise and participate in the decisions that affect their lives and equality of opportunity and treatment for all. Further information available at: <https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>.

¹⁰¹ Taylor, D. (2021). *Guardian Article: Home Office minister rejects plans for extra support for trafficking victims*. Available at: <https://www.theguardian.com/politics/2021/jan/11/home-office-minister-rejects-plans-for-extra-support-for-trafficking-victims> and confirmed by Victoria Atkins in Parliament - *Modern Slavery and Victim Support — [Mr Clive Betts in the Chair]: 27 Mar 2019: Westminster Hall debates* – TheyWorkForYou. Available at: <https://www.theyworkforyou.com/whall/?id=2019-03-27b.121.0>.

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- ¹⁰³ International Labour Organization. (2020). *Global guidelines on the economic reintegration of victims of forced labour through lifelong learning and skills development approaches*. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_762709.pdf.
- ¹⁰⁴ Ibid, p 53.
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- ¹¹⁰ Home Office. (2017). *Report submitted by the British authorities on measures taken to comply with Committee of the Parties Recommendation CP (2016) 12 on the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings*. Available at: CP_2017_33_RR2_GBR_en (coe.int).
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- ¹¹² Ibid, p 65.
- ¹¹³ Ibid, p 65.
- ¹¹⁴ Independent Anti-Slavery Commissioner. (2021). *Independent Anti-Slavery Commissioner - Dame Sara comments on ICIBI report and Government response*. March 4, 2021. Available at: <https://www.antislaverycommissioner.co.uk/news-insights/dame-sara-comments-on-icibi-report-and-government-response/>.
- ¹¹⁵ Home Office. (2021). *Alarming rise of abuse within modern slavery system*. March 20, 2021. Available at: <https://www.gov.uk/government/news/alarming-rise-of-abuse-within-modern-slavery-system>.
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- ¹¹⁸ Information about Bright Future available at: <https://cityhearts.global/bright-future>.
- ¹¹⁹ It should be noted that the timeframe relating to these figures is unknown as is the total number of survivors supported by the various agencies. This report is unable to comment on the meaning of this figure in relation to the number of people that were a) in support services b) eligible for work at the time of the questionnaire being completed.
- ¹²⁰ Information about StaffLine available at: <https://www.staffline.co.uk/>.

- ¹²¹ Information about Brightwork available at: <https://www.brightwork.co.uk/>.
- ¹²² Manumit, Adavu, Jericho and The Sophie Hayes Foundation.
- ¹²³ It should be noted that this could be because sub-contractors in the areas where the programmes offer employment may not have responded to the questionnaire. Manumit, Jericho referred to referrals from sub-contractors during interview.
- ¹²⁴ Home Office. (2020). *Modern Slavery Annual Report*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/927111/FINAL-2020-Modern-Slavery-Report_14-10-20.pdf.
- ¹²⁵ Long, J. Channing, R., & Prince, S. (2020). *Evaluation of the modern slavery Local Authority pathway pilots research report 119*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/930538/RR_-_Evaluation_of_the_modern_slavery_Local_Authority_Pathway_Pilot_3_final__2_.pdf.
- ¹²⁶ Information on Palm Cove and the NRM pathways project available at: <https://palmcovesociety.co.uk/nrm-pathways-project/>.
- ¹²⁷ It should be noted that others may also have been in part-time employment and that some survivors supported were not ready for work within 12months of leaving their exploitation due to issues with substances and because of mental and physical health needs.
- ¹²⁸ Long, J. Channing, R., & Prince, S. (2020). *Evaluation Report: Modern Slavery Local Authority Pathway Pilot. Report 118*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/930538/RR_-_Evaluation_of_the_modern_slavery_Local_Authority_Pathway_Pilot_3_final__2_.pdf, p 34.
- ¹²⁹ Assume due to mental and physical well-being and status. May also have been as a result of waiting for a asylum decision, so were eligible for support under the pilot but not given access to employment.
- ¹³⁰ Informal interview.
- ¹³¹ Informal interview.
- ¹³² Hestia Phoenix Volunteering Model <https://www.hestia.org/phoenixproject> & Salvation Army Employment Plus <https://www.salvationarmy.org.uk/employment-plus>.
- ¹³³ Informal interview.
- ¹³⁴ Informal interview.
- ¹³⁵ Coop. (2019). *Cooperative Modern Slavery Statement*. Available at: <https://assets.ctfassets.net/5ywmq66472jr/5GD5YBdaPMS8KorYY3CfX8/4d989c007d0d58c0e530f4b3a6bf93a7/co-op-modern-slavery-report-2019.pdf>, p 8 & 9.
- ¹³⁶ Informal interview.
- ¹³⁷ Informal interview.
- ¹³⁸ Informal interview.
- ¹³⁹ Tsai, L. C., Seballos-Llena, I. F., & Castellano-Datta, R. A. (2017). Participatory assessment of a matched savings program for human trafficking survivors and their family members in the Philippines. Forum: Qualitative Social.
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142 Informal interview.

143 Long, J. Channing, R., & Prince, S. (2020). *Evaluation of the modern slavery Local Authority pathway pilots research report 119*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/930538/RR_-_Evaluation_of_the_modern_slavery_Local_Authority_Pathway_Pilot_3_final__2_.pdf.

144 Information from interviews and questionnaires.

145 Refugee Action. (2020). *New research shows refugees suffering from lack of English Classes, despite strong public support for action by Government*. June 12, 2019. Available at: <https://www.refugee-action.org.uk/new-research-shows-refugees-suffering-from-lack-of-english-classes-despite-strong-public-support-for-action-by-government/>.

146 Informal interviews.

147 Informal interviews.

148 Informal interviews.

149 Informal interviews.

150 Informal interviews.

151 Informal interviews.

152 Informal interviews.

153 Information from questionnaires and interviews.

154 NRM Pathways Pilot - Total of 143 accepted referrals into the pilot all referrals were required to have access to public funds. Information available in Long, J. Channing, R., & Prince, S. (2020). *Evaluation of the modern slavery Local Authority pathway pilots research report 119*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/930538/RR_-_Evaluation_of_the_modern_slavery_Local_Authority_Pathway_Pilot_3_final__2_.pdf.

155 Informal interviews.

156 Informal interviews.

157 Informal interviews.

158 Information from questionnaires.

159 Informal interview.

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167 Questionnaire responses.

168 Questionnaire responses.

169 Informal interview.

170 Informal interview.

171 Informal interview.

172 Informal interview.

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174 Home Office. (2021). *Modern Slavery: Statutory Guidance for England and Wales (under s49 of the Modern Slavery Act 2015) and Non-Statutory Guidance for Scotland and Northern Ireland Version 2.0*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/950690/January_2021_-_Modern_Slavery_Statutory_Guidance__E_W__Non-Statutory_Guidance__S_NI__v2.pdf, p 160.

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178 The Salvation Army Employability Plus project has programmes located in similar areas to the majority of sub-contractor organisations within the NRM and should be considered as a resource as programmes are developed.

179 ILO's Protocol 29 (2014) to the Forced Labour Convention, 1930; ILO's Forced Labour (Supplementary Measures) Recommendation, 2014 (No. 203); ILO's Worst Forms of Child Labour Convention, 1999 (No. 182); UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (also known as the Palermo Protocol); and Council of Europe Convention on Action against Trafficking in Human Beings.

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182 The Council of Europe Explanatory Note states (at para. 166), “Paragraph 4 provides that each Party is to adopt the rules under which victims lawfully resident in the Party’s territory are allowed access to the labour market, to vocational training and to education. In the drafters’ view these measures are desirable for helping victims reintegrate socially and more particularly take greater charge of their lives. However, the Convention does not establish an actual right of access to the labour market, vocational training and education. It is for the Parties to decide the conditions governing access. As in paragraph 3, the words “lawfully resident” refer, for instance, to victims who have a residence permit referred to in Article 14 or who have the Party’s nationality”.

¹⁸³ The NRM is the framework for support and identification of potential victims of modern slavery.

¹⁸⁴ Source Salvation Army website. Available at: New victim care contract | The Salvation Army.

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¹⁸⁶ Ibid, p 160.

¹⁸⁷ TIP Report Links for each year referenced in the table: <https://www.state.gov/reports/2017-trafficking-in-persons-report/united-kingdom/> <https://www.state.gov/reports/2018-trafficking-in-persons-report/united-kingdom/> <https://www.state.gov/reports/2019-trafficking-in-persons-report/united-kingdom/> <https://www.state.gov/reports/2020-trafficking-in-persons-report/united-kingdom/>.

¹⁸⁸ US Citizenship and Immigration Services. (n.d). *Victims of Human Trafficking: T Non-Immigrant Status*. Available at: <https://www.uscis.gov/humanitarian/victims-of-human-trafficking-and-other-crimes/victims-of-human-trafficking-t-nonimmigrant-status>.

¹⁸⁹ House of Lords. (2019) Modern Slavery (Victim Support) Bill [HL] (30th October 2019). Available at: <https://bills.parliament.uk/bills/2510/stages/11545>

¹⁹⁰ House of Lords. (2020). *Modern Slavery (Victim Support) Bill [HL]* (13th January 2020). Available at: [https://hansard.parliament.uk/lords/2020-01-13/debates/E2B4972A-AE2D-4670-8FAB-BB96A06E0AB3/ModernSlavery\(VictimSupport\)Bill\(HL\)](https://hansard.parliament.uk/lords/2020-01-13/debates/E2B4972A-AE2D-4670-8FAB-BB96A06E0AB3/ModernSlavery(VictimSupport)Bill(HL)).

¹⁹¹ House of Lords. (2020). *Immigration and Social Security Co-ordination (EU Withdrawal) Bill (6th October 2020)* Available at: <https://votes.parliament.uk/Votes/Lords/Division/2334>.

¹⁹² House of Lords. (2020). *Immigration and Social Security Co-ordination (EU Withdrawal) Bill (21st October 2020)* Available at: [https://hansard.parliament.uk/Lords/2020-10-21/debates/84EE8238-F96E-4C8F-AF34-27312C2F4048/ImmigrationAndSocialSecurityCo-Ordination\(EUWithdrawal\)Bill#contribution-690C72AD-ABEA-4DC5-8089-F9150D7D85FD](https://hansard.parliament.uk/Lords/2020-10-21/debates/84EE8238-F96E-4C8F-AF34-27312C2F4048/ImmigrationAndSocialSecurityCo-Ordination(EUWithdrawal)Bill#contribution-690C72AD-ABEA-4DC5-8089-F9150D7D85FD).

¹⁹³ Taylor, D. (2021). *Guardian Article: Home Office minister rejects plans for extra support for trafficking victims*. Available at: <https://www.theguardian.com/politics/2021/jan/11/home-office-minister-rejects-plans-for-extra-support-for-trafficking-victims> and confirmed by Victoria Atkins in Parliament - *Modern Slavery and Victim Support — [Mr Clive Betts in the Chair]: 27 Mar 2019: Westminster Hall debates — TheyWorkForYou*. Available at: <https://www.theyworkforyou.com/whall/?id=2019-03-27b.121.0>.

¹⁹⁴ Home Office Annual Report links based on those referenced in the table: <https://www.gov.uk/government/publications/2017-uk-annual-report-on-modern-slavery>, <https://www.gov.uk/government/publications/2018-uk-annual-report-on-modern-slavery>, <https://www.gov.uk/government/publications/2019-uk-annual-report-on-modern-slavery>, <https://www.gov.uk/government/publications/2020-uk-annual-report-on-modern-slavery>.

¹⁹⁵ International Labour Organization. (2020). *Reintegration Guidelines*. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_762709.pdf/.





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