Date: **8 April 2019**
To: **UN Special Rapporteur on Contemporary Forms of Slavery, Ms. Urmila Bhoola**
From: **The Global Fund to End Modern Slavery**
Re: **Addressing Tomorrow's Slavery Today: Opportunities to escalate global efforts**

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1. Please provide a name of affiliation to be associated with the submission.
Global Fund to End Modern Slavery
2. Please provide an email address at which we can reach the author.
media@gfems.org
3. Do you consult to the submission being published on this site (Delta 8.7)? (Y/N)
Yes

Question: Today's anti-slavery.
This section will take stock of the current anti-slavery movement and provide an overview of what we know about what works in tackling modern slavery at the national, regional and global level. The section will then analyze what this tells us about which aspects of tomorrow's potential slavery might be tackled and/or prevented by today's anti-slavery strategies, and which aspects may require new strategies. Please share your views on (1) what is known about 'what works' in anti-slavery policy, programming and strategies, (2) whether contemporary anti-slavery efforts are organized in a way that reflects this understanding of effective strategies, and (3) what might need to be changed in anti-slavery efforts to better build on 'what works' and/or address gaps in our programming and strategies.

(1)   Today's anti-slavery efforts: Currently, little is known about "what works" to sustainably reduce prevalence in the anti-slavery field.

The prevalence of modern slavery is both disturbingly high and likely underestimated. An estimated 40.3 million people are held in some form of modern slavery on any given day,[1] of which an estimated 25 million are victims of forced labor.[2] While we know large, concentrated pockets of modern slavery exist in specific geographies, the hidden nature of this crime makes it difficult to understand the scope and scale of the problem.

Concentrated pockets provide an opportunity to prioritize work in regions and industries with potential for high impact, as determined by existing prevalence estimates, the nature of government response, and the drivers of economic profit.[3] However, the effectiveness of these concentrated programs, and their applicability to other geographies and sectors, is poorly understood due to insufficient data, evaluation, and impact assessment.

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[1] Global Slavery Index, 2018.

[2] In line with the Palermo Protocol, GFEMS is combating the act of recruiting, harboring, transporting, providing, or obtaining a person for compelled labor or commercial sex acts through the use of force, fraud, or coercion.

[3] For example, the GSI provides absolute data by country, which follows the "Pareto Principle" in that the top 20 countries account for 78% of the global total.

Unlike sectors such as public health, the anti-slavery sector lacks quantitative measures of prevalence. Standard methodological approaches and tools for prevalence estimation have been too costly for most NGOs to conduct, ranging between $400k-$1M for a pair of baseline and endline prevalence studies, each taking 15-24 months. Further, evaluation methods have often been limited to headcount metrics, incapable of identifying hidden populations, identifying potential risks within a supply chain, or collecting information from the same population over time. Traditional methods are not yet able to leverage technology as a data collection tool, or account for exploitative situations shifting from public to private spaces. As a result, few comprehensive prevalence studies exist, and those that do have no clear demonstration of the impact of interventions. The anti-slavery sector, therefore, lacks knowledge of the true scale of the problem and little evidence of what works to sustainably end modern slavery.

The time and cost of standard approaches to estimating prevalence limits the data the anti-slavery sector has available to inform both field-based interventions and development of evidence-based policy decisions, and therefore our knowledge of "what works" to end modern slavery. This lack of data has hindered the development of evidence-based policy decisions and interventions. The Global Fund to End Modern Slavery (GFEMS) is committed to addressing this evidence gap by applying new methodologies to create robust and actionable prevalence measurements in target geographies and sectors, evaluating what interventions work to reduce prevalence, and demonstrating the relative cost-effectiveness of interventions employed.

(2) The limitations of contemporary anti-slavery efforts are reflective of the challenges in understanding "what works."

Confronted with the juxtaposition of the long-term, systemic transformation needed to sustainably end modern slavery and the short-term, rapid results orientation of many funding cycles, anti-slavery organizations have been unable to produce compelling evidence and reach a consensus about "what works" to reduce prevalence sustainably and at scale. Anti-slavery efforts to date are reflective of these constraints:

- Efforts do not reflect modern slavery's intersection with global or national trends (e.g., migration, organized crime, global business operations)

  Anti-slavery interventions and programs are often designed independent of the reality that modern slavery sits at the intersection of global trends like migration and organized crime. Solutions must be developed in light of these global trends, government macroeconomic policies, and private sector realities to ensure sustainability through government and private sector adoption.

- Fragmented, small-scale, and uncoordinated efforts, limited by funding

  The International Labor Organization (ILO) estimates $150 billion in criminal profits is derived from modern slavery annually, yet total annual outlay of OECD donors to combat

modern slavery internationally is only ~$400M.[4] These limited resources lead to lack of large-scale and coordinated efforts on the ground, where many small NGOs struggle to keep funding. Additionally, funding cycles often drive projects with short time frames (~2 years). These timelines are unlikely to yield programs that have a lasting impact and can disrupt the systems perpetuating modern slavery.

- Limited impact assessment and limited actionable data to inform decision-making, develop evidence-based programs, or identify best practices / proven interventions

  Few organizations have been able to conduct robust measures of prevalence, directly affecting the field's ability to know what works to drive down prevalence. This is partially due to limited funding, but also largely due to the high cost of traditional methods of measuring prevalence. Of the few reports that exist, see Stanford University's Inadequate Numbers, Inadequate Policies; Walk Free Foundation's "What Works" meta-analysis; and Sallie Yea's Anti-Trafficking Review "Editorial: The politics of evidence, data and research in anti-trafficking work" (2017).

- Limited or reactive engagement of private sector

  There is approximately $70T of procurement spend globally, yet this has not been effectively mobilized to proactively address the risk of forced labor in supply chains. To date, businesses have primarily engaged reactively to increasing audit/compliance requirements. These requirements rarely incentivize action beyond the initial tiers of supply chains, and therefore do not reach tiers where slavery risks are highest. Real change requires proactive business leadership, development of effective risk assessment tools (that identify risk at the actionable level for a company, not at the industry or country level), and implementation of concrete risk mitigation strategies to effectively address identified risks and drive down prevalence of forced labor in supply chains.

(3) What needs to change to better build 'what works'

Modern slavery is a crime of economic opportunity that sits at the intersection of global trends (e.g., migration, organized crime, and global business operations), erodes economies and communities, and permeates global supply chains.

Given the global footprint and current challenges of modern slavery, there is a critical need to:
- Drastically increase resources: Scale global funding to a $1.5B international fund to deliver coordinated funding commensurate with the challenge.
- Reduce fragmentation: Forge collaboration across sectors, borders, and actors. Engage with governments to design anti-trafficking strategies that are co-owned and co-funded and aligned with national priorities. Promote proactive business efforts to create and secure private sector investment in market-based solutions and public-private partnerships to address forced labor.

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[4] The International Labor Organization (ILO) estimates $150 billion in criminal profits is derived from modern slavery annually, yet OECD donors outlay approximately $400 million each year on combating modern slavery internationally. GFEMS seeks to shift this mismatch by mobilizing a fund targeting $1.5B in public and private funds and other value-adding contributions.

- Fund transformational programs and technologies: Fund efforts that demonstrate a pathway to clear and substantial impact on prevalence.
- Ensure robust assessment of impact: Develop and deploy cost effective measurement of prevalence baselines and endlines at an actionable level (community and industry level vs national level estimates) and Return on Investment (ROI) for all GFEMS-funded programs to clearly identify what works to reduce prevalence.
- Accelerate proactive private sector and government engagement: Increase government and private sector engagement to secure buy-in and ultimately ensure that programs on the ground are co-owned and co-funded and can be sustained beyond donor funding cycles.

To drive reductions in prevalence of modern slavery, transformational programs should be funded and coordinated across three core pillars of activity:

- Effective Rule of Law: Raising the cost of trafficking by ending impunity through effective criminalization and judicial punishment for all forms of trafficking.
- Business Investment: Proactively engaging companies to create market-based solutions, eliminate forced labor from supply chains, and build public-private partnerships.
- Sustained Freedom: Engaging vulnerable populations and ensuring survivor freedom through recovery, reintegration, and economic opportunity.

Coordination across these three funding streams is key to changing the systems that perpetuate modern slavery. GFEMS supports transformational programs with potential for replication, rigorously evaluates their impact on prevalence, and then scales programs that work.

Question: Tomorrow's anti-slavery.
This section will explore how the anti-slavery movement can adapt to effectively tackle current and future drivers of modern slavery, including new technologies, methods and partnerships. Please share your views on the new methods and partnerships as well as technologies and tools, including potential risks, that are emerging that could help tackle tomorrow's slavery, today.

Recommendations for the how the anti-slavery movement can adapt to increase effectiveness

Based on the above observations of current global anti-slavery efforts and existing knowledge of "what works", GFEMS recommends the following actions to reduce prevalence of modern slavery:

1) **Build momentum and support for a global fund**. The following conditions create an imbalance in prevalence of modern slavery relative to anti-slavery measures to date:
   a) Annual exploiter profits are estimated to be more than 150B USD, but global ODA spending by governments to address trafficking only reaches 400M USD, limiting our ability to take the fight straight to the traffickers.
   b) The fragmented, uncoordinated nature of current anti-slavery efforts around the world enables traffickers to easily pivot to new vulnerable populations when interventions disrupt their criminal activity, resulting in "displacement" and re-trafficking.
   c) Poor data and/or limited data-sharing exacerbate these problems and limit the field's ability to assess impact.

d) The private sector represents about 70T USD in annual global procurement spend, but few businesses have had the tools or proven strategies needed to meaningfully identify and mitigate slavery risks in their supply chains.

These challenges provide the framework for the Global Fund to End Modern Slavery, designed to pool resources reaching 1.5B USD and to catalyze, coordinate, and fund a coherent global strategy sharply focused on taking the fight right to the traffickers and driving down prevalence of modern slavery. The Fund is gaining momentum, with initial contributions from the US Government of 25M USD and a second tranche of 21M USD, a matching contribution of 20M GBP from the UK, as well as a 100M NOK contribution from Norway. A recommendation and call to action issued by the UN Special Rapporteur to other governments around the world to join the Fund could accelerate momentum, reduce fragmentation, and forge greater collaboration on anti-slavery efforts globally.

2) **Forge public-private partnerships** (PPP) for impact at scale. The anti-slavery community needs to build market-based programs that identify and leverage national priorities and private sector incentives wherever possible. This approach will be key to securing commitment and co-investment from government and the private sector that will sustain efforts to drive down prevalence in target sectors and geographies beyond initial donor funding.

GFEMS is currently testing a program in the Philippines that uses this approach. Designed to reduce prevalence of modern slavery among Overseas Filipino Workers (OFWs), the program leverages government and private sector priorities to address the needs of vulnerable Filipino migrant workers. In the Philippines, the primary opportunities for alignment include:
- Government concern for the safety of the approximately 2.3 million Filipinos migrating for work every year;
- Government focus on "Build, Build, Build", a massive infrastructure and construction initiative with an estimated cost of USD 180 billion; and
- Private sector demand for locally recruited skilled and semi-skilled construction workers that meet market need.

GFEMS's program leverages the nexus of these concerns to build a PPP focused on reducing forced labor of Filipino migrant workers in a targeted and specific way. By partnering with government, the poverty alleviation fund Villar-SIPAG and private sector construction companies, GFEMS's program trains the most vulnerable workers (especially women) in construction jobs. After completing the training, these workers are guaranteed jobs with a local ethical employer, thereby creating safe employment at home as an alternative to risky migration. The program lays the groundwork for a sustainable public-private partnership that meets industry needs for skilled workers, aligns with the government's "Build, Build, Build" infrastructure objective, and can protect tens of thousands of workers from exploitation. (This is just one component of an overarching strategic approach in the Philippines that integrates efforts to provide safe migration options for those workers who still choose to go abroad and improved case management to increase prosecutions of trafficking cases that do occur.)

3) **Build the evidence base** for what works to reduce prevalence. Commitment to robust measurement of prevalence is necessary to build actionable knowledge in the field at large.

Unlike sectors such as public health, the anti-slavery sector lacks quantitative measures of prevalence. The few studies that exist do not make clear the impact of interventions. Further, standard approaches to prevalence estimation are too costly for most NGOs working in the anti-slavery sector. The field must be able to better identify effective interventions in order to replicate and scale them for wider impact. Examples of how GFEMS is addressing this need are provided below.

4) **Apply technology** to escalate progress and take the fight right to the traffickers. There are numerous opportunities to potentially leverage technology to get a step ahead of the traffickers, including but not limited to:

    a) **Create robust, cost-effective prevalence measurements**

        i) GFEMS is testing application of the Network Scale Up Method (previously used to measure hidden at-risk populations in AIDS/HIV research) to modern slavery. One component of our data collection methodology is testing use of tech-enabled platforms to obtain large samples in short periods of time.

        ii) Longitudinal Migrant Tracking, which GFEMS designed and is currently testing, leverages the presence of mobile phones to track migrants and rapidly detect their status. Using this method, migrants will be contacted at regular intervals and asked to complete brief surveys to assess their status. Results will create a baseline of labor trafficking in target sectors.

    b) **Use predictive modeling to detect risk of forced labor in apparel supply chains**
Detecting and addressing forced labor in deep and opaque apparel supply chains is notoriously difficult. The traditional approach, which relies heavily on audits, has limited viability and power. The problem is particularly acute in unauthorized subcontracting to informal and unaccountable suppliers. To increase visibility into supply chains, GFEMS is working with a partner to develop and test a model that predicts the risk of unauthorized subcontracting and thus likely risks of forced labor beyond Tier 1.

    c) **Use machine learning to predict risk of forced labor in supply chains for companies and investors**
Companies face increasing pressure to address forced labor risk in their supply chain. However, it has been challenging to take meaningful action due to limited visibility of complex supply chains (companies have some control on the practices of their T1 suppliers, but their relationship with T2 and T3 suppliers are unclear). In addition, while many companies have significant quantitative supply chain data, most do not have the tools or expertise to leverage this data to pinpoint greatest forced labor risks. These challenges can be addressed by developing a screening tool that applies machine learning to readily available quantitative datasets and produce a quantitative estimate of forced labor risk at a company level. Such a tool could ultimately be used by companies to identify risks of forced labor in their own supply chains and also by investors to screen for forced labor risks in their clients' supply chains.

d) **Use technology to reduce demand for online sex trafficking**

At present, private and tech-enabled commercial sexual exploitation of children (CSEC) is poorly understood, ineffectively legislated, and not directly addressed by leading organizations active in the space. Research is needed to better understand this phenomenon, identify actionable responses, and fund innovations that can disrupt private and tech-enabled CSEC. GFEMS recommends:

- Analyzing the extent of online-enabled CSEC and legal barriers to prosecuting online perpetrators. There is limited understanding of how CSEC in private spaces can be tackled. Because of the diffuse nature tech-enabled CSEC, previous methods like raids are ineffective. Research efforts are needed to determine the size and nature of private CSEC, with a particular focus on the role played by technology.
- Testing technologies to improve the efficiency and effectiveness of fighting CSEC. Technology can help police and prosecutors identify, arrest, and convict criminals. Innovative tools for the criminal justice system may involve leveraging facial recognition to identify missing children who may be CSEC victims, tracing cell phones of arrested traffickers or victims to identify trafficking pathways, etc.

e) **Refine anti-money laundering protocols to identify and disrupt financial flows to traffickers**

There is potential to identify and disrupt financial flows to traffickers through improved coordination and information sharing across law enforcement, Financial Intelligence Units, and law enforcement agencies and also through application of technology like artificial intelligence to rapidly detect suspicious financial activity related to human trafficking. There is an opportunity to create and pilot Financial Information Sharing Partnerships (FISPs) to iteratively test and refine trafficking-specific indicators (with the goal of ensuring accurate referrals of likely trafficking cases to law enforcement) and testing of AI-based tools (to improve the speed of identifying suspicious activity).